

**STANDING COMMITTEE (T-RV)**

**EUROPEAN CONVENTION ON SPECTATOR VIOLENCE  
AND MISBEHAVIOUR AT SPORT EVENTS AND IN  
PARTICULAR AT FOOTBALL MATCHES**

COUNCIL OF EUROPE



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**Consultative visit to Belarus**

26-27 November 2013

Report by the Consultative Team  
(including the National report by Belarus)

**Adopted by the Standing Committee at the 38th meeting on 28-29 April 2014**

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## **PART I - REPORT OF THE CONSULTATIVE TEAM**

### **Section A Visit Background and Explanation**

#### **A.1 Structure of Report**

This report has five inter-related sections on:

- (A) Background and Explanation;
- (B) European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches;
- (C) Safety and Security Preparations for the 2014 World Ice Hockey Championships in Minsk;
- (D) Legacy - Generic Advice on the Safety and Security Arrangements for National and International Sports Events; and
- (E) Conclusion and Summary of Recommendations

An Action Plan to be completed by the Belarusian authorities is at **Appendix A**

All of the advice provided is based on extensive European experience and good practice and is intended to support the Belarusian authorities in making sports venues safe, secure and welcoming to spectators.

#### **A2 Purpose of the Visit**

As a result of discussions between representatives of the Belarus Government and the Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (hereafter described as the Standing Committee) it was agreed that a Standing Committee delegation (hereafter described as the *delegation*) should undertake a consultative visit and propose recommendations on the safety and security arrangements for the 2014 World Ice Hockey Championships to be played in Minsk in May.

It was also agreed that the visit would provide opportunity to provisionally discuss the possibility of Belarus becoming a signatory state to the European Convention and/or participating in Standing Committee meetings in an observer capacity pending the outcome of any request to ratify the European Convention by the Republic of Belarus.

#### **A.3 Visit Itinerary**

The visit was designed to enable the *delegation* to meet with representatives of the Ministry of Sport and Tourism, Ministry of Internal Affairs, Ministry of Foreign Affairs, National Olympic Committee, Legal Services, Belarusian Ice Hockey Association and ice hockey and football supporter representatives. Opportunity was also provided to supplement the meetings with visits to the Minsk and Chizhovka multi-sport arena and cultural centres, scheduled to host matches during the 2014 Ice Hockey World Cup, for discussions with arena managers and safety and security personnel. The delegation was also provided with opportunity to visit the nearly completed new football stadium in

Borisov scheduled to host domestic and European matches of FC Bate Borisov and Dinamo Minsk and possibly some international matches played by Belarus.

Importantly, the visit was also timed to enable the *delegation* to observe at first hand the safety and security operation in connection with the KHL ice hockey match between Dinamo Minsk and Neftekhimik of Russia played at the Minsk Arena on 26 November 2013.

#### **A.4 Standing Committee Delegation**

The delegation comprised:

- Jo Vanhecke, Chair of the Standing Committee, Delegate of Belgium and Delegation Leader
- David Bohannon, Chair of Pan-European Think Tank of Football Safety and Security Experts and Rapporteur
- Seppo Kujala, National Police of Finland and Police Match Commander for 2012 and 2013 IIHF World Championship matches played in Helsinki, Delegate of Finland
- Martin Girvan, UK Sports Grounds Safety Authority, Delegate of UK;
- Sergey Khrychikov, Secretariat of the Standing Committee, Council of Europe

#### **A.5 Supporting Documentation**

To assist the visit, the Ministry of Sport and Tourism provided the *delegation* with translated extracts on relevant legislation, including the Law of Mass Events 1997 (as amended), Ordinance of the Council of Ministers of the Republic of Belarus No. 207 dated 5 March 2007, and Article 36 of the Draft Law On Physical Culture and Sports. An explanation of the organisation of Sport in Belarus was also provided.

The *delegation* is extremely grateful to the Belarusian authorities for providing the documentation and for the excellent organisation of the visit. The *delegation* would also like to thank all of the interlocutors for their patience and willingness to enter into meaningful and positive discussion throughout the visit.

#### **A.6 Status of Report**

In providing this consultative visit report, the *delegation* is mindful that in such a short duration, it was not possible to conduct an in-depth assessment of every aspect of the safety and security preparations for the 2014 World Ice Hockey Championships and acknowledges the possibility that some questions or remarks may have got lost in interpretation. Moreover, the *delegation* can only comment on what it was told and what it observed which may not necessarily be wholly indicative of the wider situation in Belarus.

The *delegation* wish to repeat the reassurance offered at every opportunity during the visit and stress that the aim of this report is not to criticise, but to support and assist the Belarusian authorities and other relevant stakeholders through the provision of external and expert observation in the field of safety and security at sports events. This report and its recommendations should not be seen as a standalone document, but as representative of an ongoing commitment to providing, on request, further advice and support to the Belarusian authorities in their task of providing a safe, secure and welcoming environment at the 2014 Ice Hockey World Championships and also at football matches and other sports played in Belarus.

This is important as safety and security arrangements are and must remain the preserve of each national state. This report and any subsequent advice is not intended to undermine that core principle. Moreover, it is neither possible nor desirable to provide definitive models of application in view of wide variations in the constitutional, judicial, policing, cultural, and historical circumstances, and the equally varied character and severity of sports-related incidents and risks, among and within each country.

## **Section B European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches**

Prior to the visit, it was suggested that it would be timely to provisionally discuss the possibility of the Republic of Belarus becoming a signatory to the 1985 European Convention. The text of the Convention contains measures designed to tackle the phenomenon of violence at sport events that reflect levels of understanding indicative of the period in which it was created. However, in the light of subsequent European experience and the development of an array of good practices, there is now widespread recognition that a new Convention reflecting current European good practice is required. The process of preparing an updated Convention is underway within the Standing Committee.

Once a new Convention has been agreed by the Council of European Ministers, current signatories to the 1985 Convention will be invited to ratify the updated version. It is currently envisaged that a revised Convention would at the earliest be launched in 2015.

It is not within the gift of the *delegation* to agree that Belarus can access to the Convention. That will require the Republic of Belarus to commence the formal accession process in a letter to the Secretary General of the Council of Europe. However, on the basis of the outcome of the consultative visit, the *delegation* will recommend to the Standing Committee that it should support a request for accession from the Republic of Belarus. In the meantime, the Standing Committee invites representatives of Belarus to request the Standing Committee to attend the meetings in an observer capacity in the same way that other countries who have not ratified the Convention currently do.

## **Section C 2014 World Ice Hockey Championships**

### **C1 Championship Logistical Background**

The *delegation* is grateful for the extensive array of background and logistical information on the Championships provided during the visit. That information was of great assistance in undertaking the consultative visit and in the preparation of this report.

The *delegation* is mindful that the two previous World Championships (2012 and 2013) were jointly hosted in Stockholm and Helsinki and that the decision to host the entire 2014 event in Minsk between the 9-25 May has inevitably placed an additional challenge for the host authorities.

Whilst the World Ice Hockey Championships do not have a reputation of generating significant safety and security incidents, the sheer scale of the event and the large volume of spectators to manage over a short (16 day) period will pose challenges that demand the preparation and implementation of an integrated approach to safety, security and service during the event.

The intensity of the Championships and the demands placed on safety and security personnel can be gauged from the format of the competition. In addition to the host country, the Championships will

involve the national teams of (and travelling supporters from) USA, Canada, Sweden, Finland, Russia, Czech Republic, Slovakia, Germany, Switzerland, France, Kazakhstan, Latvia, Italy, Denmark and Norway.

The teams have been divided into two groups with:

- Group A matches involving Canada, Sweden, Czech Republic, Slovakia, France, Italy, Denmark and Norway being played in the Chizhovka Arena (capacity around 7,500); and
- Group B matches involving Belarus, USA, Finland, Russia, Germany, Switzerland, Kazakhstan, Latvia being played in the Minsk Arena (capacity 15,000).

The top four teams in each group will qualify for the quarter finals with each arena hosting two matches. Thereafter the semi-finals, final (Gold) and third place (Bronze) matches will all be played in the larger Minsk Arena.

In total, this means that the Minsk Arena will host 34 matches with the Chizhovka Arena hosting 30 matches, involving a maximum number of around 735,000 potential spectators (510,000 in the Minsk Arena and 225,000 in the Chizhovka Arena).

## **C2 Championship Ticketing Arrangements**

The ticketing arrangements incorporate a range of options including: event ticket (tickets for all matches played in one of the venues), group round ticket (tickets for all preliminary round games in one of the venues), final round ticket (tickets for the final rounds in the Minsk-Arena), day ticket (tickets for 2 or 3 matches played on the same day), and single game ticket (ticket for a single game).

In addition a range of ticket (and tour) packages are available, including: VIP packages, family packages, fan packages, student's packages, hockey for children (school group) packages, corporate packages and follow your team packages

Ticket prices vary from 6€ up to 50€ for group stage matches with prices increasing for the final stages. It is difficult to gauge just how many matches will be sold out but the International Ice Hockey Federation reported in November that over 100,000 tickets and 10,000 ticket packages for the tournament have been purchased by fans from more than 20 countries. To assist entry into the country, a decision has been made to waive visa requirements for ticket holders.

## **C3 Integrated Approach to Safety, Security and Service**

The emphasis throughout this report is focused on the importance of adopting an integrated, multi-agency approach to safety, security and service. Extensive European experience and good practice demonstrate that this approach is essential in helping to reduce risks associated with sport events because all three pillars are inter-related and overlap. No one agency and no element of a wider strategy can prevent or tackle safety or security risks in isolation. It is imperative, therefore, that all agencies work together to ensure that the various operations are complementary.

It is recognised that in some European languages the terms "safety" and "security" share a common definition. As a consequence, attempting to explain the three pillars can pose difficulties. However,

European good practice evidences the importance of distinguishing between the two concepts. For ease of reference, therefore, the following outline definitions might prove useful:

- "safety" is generally interpreted as incorporating measures designed to protect the health and safety of individuals in their capacity as spectators at an event or members of the wider community;
- "security" is generally interpreted as incorporating measures intended to prevent or respond to criminal and anti-social behaviour inside and outside of arenas and other sports stadia;
- "service" is generally interpreted as including a wide range of measures (services) designed to meet the needs of individuals in a manner that makes them feel comfortable, appreciated, welcome and active participants in an event - it also embraces a range of preventative measures like sports-related community projects and supporter engagement.

In practice, these terms all fall under the overarching umbrella of "integrated". The above categories or pillars are only used for ease of reference and to reinforce the message that initiatives developed under one of the three headings are bound to overlap and/or impact on the other two, given the extent to which they are inter-related.

The key to successful delivery of the integrated concept centres on the adoption of a strategic approach and the need for the integrated approach to be co-ordinated effectively at national and local level.

#### **C4 Strategic Co-ordination**

European experience demonstrates that government-led national co-ordination arrangements need to be in place to ensure that a coherent and integrated safety, security and service strategy is developed and implemented effectively at international, national and local level.

The importance of this strategic approach is recognised by the Belarusian Government who have set up a high level National Committee to oversee the preparations for the World Ice Hockey Championships. It is understood that the National Committee is event specific and overseen by the Prime Minister, with the Ministry of Internal Affairs being the lead governmental department concerning safety and security. The National Committee is assisted by ten sub-committees covering various thematic areas of the preparations. Untypically across Europe, the National Olympic Committee plays an important role in all sports events and is responsible for, inter alia, developing mandatory regulations for the governing bodies of all sports.

The *delegation* understands that the public authorities have lead responsibility for all public safety and public order matters and that the role of the organiser is largely that of a commercial partner working within the framework of company status. In accordance with a Presidential decree, the company was granted an interest free loan to fund physical improvements to the two host arenas.

Hosting the Championships is clearly recognised as being a national rather than Minsk specific event not least because resources in other regions will be utilised in delivery of the Championships. However, it was stressed that the public authorities and commercial sectors in Minsk are heavily involved, notably in respect of service provision. It was also stressed that the emphasis on thematic sub-committees ensures that all involved agencies are engaged in the preparations.



Clearly the setting up of an event specific national co-ordination structure provides an appropriate mechanism for ensuring that the preparations for a major international sports events are comprehensive. The establishment of thematic sub-committees is also considered appropriate in terms of ensuring that the National Committee has ongoing access to specialists in all relevant fields. The character of the 2014 World Ice Hockey Championships also lends itself to this strategic approach, given that all the matches will be played, and associated safety and security risks located, in the capital city in close proximity to the lead governmental agencies and other public authorities.

## **C5 Operational Co-ordination**

The delegation understands that during the Championships, operational oversight of the event will be managed in a "Situation Centre" headed by the Ministry of Interior with representatives of all relevant bodies, including the organiser and local authorities, participating in integrated control arrangement. In the event of an incident or emerging threat, the Interior Ministry, in consultation with co-located partner agencies, will determine the response and the lead agency. The *delegation* acknowledge that this arrangement provides appropriate strategic leadership and accountability.

It is also understood that in the event of a safety or security emergency scenario requiring immediate action, the senior police officer present at the scene will have operational control at least in the first instance, pending any strategic decisions received from the Situational Centre.

However, it was not altogether clear if that arrangement will also apply in respect of an emergency in either of the two host arenas. Similarly, the delegation is unsure if all Arena safety, security and other personnel (e.g. volunteers) are entirely clear about the roles and responsibilities of the relevant agencies or who has operational primacy in emergency scenarios. The *delegation* has no reason to suggest that any uncertainty exists or that remedial action is required, however these matters are pursued below.

Reassuringly the delegation was advised that multi-agency workshops comprising emergency scenario based exercises would be arranged closer to the event.

## **C6 Championship Legislative and Regulatory Framework**

A comprehensive legislative and regulatory framework is a pre-requisite of any safety and security strategy. The *delegation* did not have the opportunity to study the Draft Sports Act in its entirety or all other legal measures impacting on safety and security matters. However, in view of the thorough nature of the co-ordination arrangements, the *delegation* has no reason to believe that any legal shortcomings will have a negative impact on safety and security operations during the Championships.

### **Championship Safety**

## **C7 Observation of Arena Safety Arrangements**

Although hosting the 2014 World Ice Hockey Championships will be a high profile global event for Belarus generally and the city of Minsk in particular, the heart of the Championships will clearly be

the Minsk and Chizhovka Multi-Sport Arena and Cultural Centres which will host all 64 matches played during the Championships.

The safety and security arrangements in these two arenas are self evidently fundamental to the success of the event. For that reason the *delegation* included a highly experienced sports venue safety inspector tasked to provide expert advice in the form of a technical audit of the two venues along with generic observation of the safety and security arrangements in Belarus stadia/arenas hosting significant national and international sports events (see Section D).

In addition to undertaking an audit of safety infrastructure at the Minsk and Chizhovka venues, the Inspector was able to observe the safety management arrangements in connection with the KHL ice hockey match between Dinamo Minsk and Neftekhimik of Russia played at the Minsk Arena on 26 November 2013. This is important as all sports arenas/stadia are (usually) safe when denuded of spectators.

Whereas the Minsk Arena is already operating as a highly impressive multifunctional sports arena, the refurbishment of the Chizhovka Arena was not at the time of the visit wholly complete. For this reason, the technical advice provided by the Inspector largely focuses on the Minsk Arena.

It was apparent to the entire delegation that both venues are beautiful and functional in design and that management and staff (and volunteers) working in the venues are clearly, and rightly, proud of their respective arenas. It is especially noteworthy that both centres combine state of the art venues for top level ice-related sports and cultural concerts with provision for community related sports and other activities. They provide highly impressive facilities of which the population of Minsk can be extremely proud.

As with the rest of this report, the following advice and recommendations reflect European good practice and are intended solely to assist the relevant agencies ensure the safety and security of all spectators at the respective venues. For ease of reference a glossary of technical terminology is provided at **Appendix B**

## **C.8 Arena Safety Infrastructure**

The venues are modern, built in accordance with local standards and codes and self evidently well maintained. For example, during the visit it was noticed that: there were no defective fire doors; all the exit doors observed worked correctly; there was no defective light fittings; no visual evidence of any defective mechanical or technical system or damage to the fabric of the buildings; and spectator facilities were clean and appropriately functional.

### **C. 8.a) Radial Gangway Steps**

There were no highlighted nosings on the radial gangways that assist to identify the edge of each step of the gangway. This is particularly important to assist the visually impaired and to aid safe emergency egress in the event of a loss of power when only emergency lighting is available. It is not clear if feature lighting on the gangway can be used if not affected by the loss of power.

There were some yellow non-slip strips at the head of a number of the radial gangways leading down to the seats from the lateral gangway. Where a radial gangway meets the lateral gangway and there is a change of direction down three steps the nosings and change of levels is not consistently marked. None of the risers in the radial gangways in the upper tier were observed to have highlighted nosings and this is a very steep tier.

Where the temporary bleacher units interface with the permanent structure there is an uneven riser height and an inconsistent tread depth made of steel. This was not highlighted and poses a potential trip hazard.

**Recommendation 1 - venue management should apply non-slip strips to the edges of all steps so they are more visible in ambient and low level lighting conditions.**

#### **C.8.b) Safety Barriers**

Where safety barriers are provided to the front row of seats in the upper tier they are low to enable spectators to view the event by providing good sightlines. However if people stand in this area the barrier is not of sufficient height to prevent their fall.

**Recommendation 2 - ticket holders should be advised at the time of purchasing tickets for front row upper tier seats that standing is not permitted in the front rows or provide those details on the tickets. Signage on this matter should be located in the arena and on the relevant safety barriers. It is stressed that the requirement to be seated in the areas should be enforced by trained staff.**

#### **C. 8.c) Structural Dynamics**

The Minsk Arena is a world class multi-purpose venue that hosts live music events, as well as being the home for the Dynamo Minsk ice hockey team. The venue is subjected to significant dynamic movement of spectators attending events combined with the use of retractable bleacher units.

**Recommendation 3 - venue management should develop a process of periodic inspections of all structural elements of the venues by a competent structural engineer. These reports should be made available for inspection by the Minsk City Authorities.**

### **C.9 Arena Safety Management**

#### **C.9.a) Control Room**

Prior to the match observation, the delegation was advised that both venues had control rooms to manage the event, though it was not altogether clear which agencies were located in the control room and what resources were available to those agencies. It was also observed during the pre-match visit that the Minsk Arena venue had an extensive security office where the CCTV system is monitored by the venue security team.

During the match observation, the delegation was advised that the control room is not fully staffed at all times during an event though one person does stay in the location. In the event of an incident and in response to a radio communication each agency would make their way to the control room or deal with the incident en-route. It was noted this could take as long as three minutes.

This generated some concern as it could imply a sense of complacency. The *delegation* appreciates that the arena is well managed and that no significant safety or security incidents have occurred to date. However, at such a high profile event involving numerous matches, and major flows of supporters, over such a short period, it would be prudent to assume and plan on the basis that an emergency might occur at some point. If it does, it is vital that the event control room and all of the safety and security personnel are ready and able to respond immediately in order to minimise any safety or security risk.

**Recommendation 4 - all key agencies should be represented at an appropriate level and co-located in the control room at all times during an event at the arena; if the designated control room is compromised and unavailable, a secondary control point should be used even if it does not possess the full operational capability of the vacated control point; and joint (multi-agency) exercises should be undertaken to test the effectiveness of the communication flows and the relocation to an alternative control room location.**

This recommendation is crucial as the event control room (ECR) must be an integrated workplace where all the key agencies are co-located to ensure effective pre-emptive management and swift safety management response to any incidents that may arise prior to or during an event.

Effective integrated safety management is best achieved in a supportive environment where all the key decision makers are co-located together with all the necessary information and resources to communicate and coordinate responses. Regardless of the location or scale of the event and incident the ECR should be able to undertake three essential functions:

- communicate effectively both internally and with external stakeholders;
- coordinate effective responses to incidents at the event;
- control all on site resources.

During the Championships, the ECR should be staffed by the venue safety management team, supported by external partner agencies such as the police, fire and ambulance services and specialist resources to create a multi agency task force in the event of an emergency situation.

The size, location and equipment specification within any control room must be based upon an assessment of the venue, event type, event duration and any specific risks associated with the activity.

**Recommendation 5 - during the Championships, the event control rooms in both arenas should:**

- **be staffed by experienced competent personnel equipped with the necessary resources, personnel and equipment;**
- **have vision of CCTV images to observe the entry points, spectator areas, internal and external circulation routes and places where there may be build up of crowd density;**
- **be able to override the venue public address system to broadcast safety and security announcements;**
- **be able to communicate directly with those spectators waiting to gain entry to the venue;**
- **be able to instruct the video board or electronic message board operators to display pre prepared safety and security messages;**
- **be able to communicate with all radio users on a designated channels.**

#### **C.9.b) Safety Roles and Responsibilities**

It was unclear to the *delegation* which agency had the final responsibility for the safety of the spectators attending the event. Whilst each stakeholder has key roles, it was not apparent which agency would be ultimately liable in the event of a safety management failure or incident.

European good practice suggests that it is normal for the venue management/organiser to be responsible for the safety of all persons attending event except in emergency scenarios when there should be arrangements in place to formally transfer responsibility to the police or any other competent authority. In the case of the World Ice Hockey Championships, there will be a number of

key stakeholders present who may have competing priorities. The *delegation* acknowledges that the "Situation Centre" managed by the Ministry of Interior will play a strategic role and that the national co-ordination committee will have the overarching strategic responsibility. However, European experience suggests that in the event of an emergency requiring immediate action, the absence of clarity among front-line agencies can lead to uncertainty in respect of command roles and responsibilities.

**Recommendation 6 - the venue and event management plan should incorporate an event management structure which provides clarity on: (i) the respective roles and responsibilities of all stakeholder agencies; (ii) who has lead responsibility in the event of an incident or emergency; and (iii) the formal arrangements for transferring that responsibility to another agency.**

**Recommendation 7 - furthermore the venue management should appoint an occupationally competent person with specialist skills and training to be responsible for the safety of the event. Ideally this should be a senior member of the venue staff who has knowledge of the premises and its operating arrangements.**

#### **C.9.c) Stewarding and Volunteers**

The volunteer stewards in attendance at the KHL ice hockey match on 26 November 2013 were carefully observed. They were all well dressed, very well presented, provided excellent service and responded well to questions from the delegation. Each position was fully staffed throughout the event, this included during periods of play when the concourse areas were empty.

The supporters at the match were extremely passionate about ice hockey but well behaved. The extent to which they were observed being compliant with the requests of the volunteer stewards was especially impressive. For example, it was noted that during each period the volunteers held spectators back in the vomitories until such time as there was a break in play to allow the spectators to return their seats.

The character and competence demonstrated by the volunteers was exceptional, while the Arena's own security operatives were clearly well trained and professional though rarely needed given the low risk character of the match. However, for such a prestigious and *state of the art* venue to be reliant upon security trained personnel and volunteers, along with the police in extremis, to deal with the safety scenarios is not reflective of European good practice. It is the view of the delegation that both the Minsk and Chizhovka should have a significant core of trained safety personnel (stewards and supervisors) equipped and able to respond effectively in the event of an actual or potential safety emergency.

**Recommendation 8 - management of the two venues should develop their own team of trained safety personnel (stewards and supervisors) who are able to work at any event at the respective venues. These stewards need to be trained and assessed so they can demonstrate the necessary competencies. Core safety staff should be supplemented by volunteers who have received the level of training commensurate with their duties. The venue should develop a stewarding plan for each event based upon a risk and threat assessment and consultation with the police and other emergency services.**

The volunteers observed at the Minsk Arena demonstrated the appropriate competencies and have clearly been well trained. For information, a graphic outlining the training of volunteers for the 2012 London Olympics is attached at **Appendix C**

#### **C.9.d) Searching of Spectators**

All spectators were searched by the police on entry into the venue. The event was low risk and it was not clear to the *delegation* why such a tough searching regime was necessary beyond it being standard practice. European experience demonstrates that such an extensive searching regime can lead to delays, associated safety issues and spectators feeling unwelcome. For that reason, the searching regime is often linked to a risk assessment. However, such decisions are and must remain the preserve of the designated authority. It was also unclear why the police undertaking the searching in a public area were not in uniform. The *delegation* was advised that it was not necessary to put these officers in uniform as only the police are authorised to search and the local population accept that the searching was conducted by police officers. However, during the Championships many of the spectators will be visitors from abroad who will not possess the same level of awareness.

**Recommendation 9 - if police officers are to undertake entry searches during the Championships they should be in normal uniform or at least readily identifiable as police officers. Alternatively, searching should be undertaken by uniformed licensed security officers with police officers in attendance at entry points to respond to non-compliant spectators. This would release police officers for other duties and may provide a “softer feel” for the event.**

### **SECURITY**

#### **C.10 Policing the Championships**

The Belarusian police are very experienced in dealing with mass events but it has to be acknowledged that the general perception around Europe is that their policing operations are designed almost exclusively around the use of large numbers of riot police units deployed in full protective kit who are prone to intervene robustly rather than engage early and diffuse tensions.

However, informed European football policing experts have developed a more balanced perception on the basis of significant inter-action and bilateral co-operation with the Belarusian police in respect of football matches with an international dimension.

The *delegation* is unable to comment on the character of policing operations at domestic football and ice hockey matches, however experienced European police officers who have supported policing operations in Minsk, as part of visiting police delegations, report good co-operation with the host police and proportionate policing tactics. Supporters who have travelled to Belarus for international matches report a similar experience although they advise that dialogue between supporters and the police was limited by language and cultural differences.

This is pertinent because the Championships will involve a large number of ice-hockey supporters from a range of countries with significant cultural variations visiting Minsk united only by a passion for the sport. Traditionally, ice hockey fans do not pose challenges comparable with those of football fans, but the police can still play a key role in creating a positive and welcoming atmosphere in the city.

The *delegation* was therefore eager to meet with key policing personnel at the Interior Ministry to discuss these conflicting perceptions and their own views on policing the Championships. It was also keen to observe at first hand the role of the police in connection with the ice hockey Dinamo Minsk versus Neftekhimik of Russia played at the Minsk Arena on 26 November 2013.

It was clear from the Belarusian authorities that they recognised the importance of all public agencies, including the police, working to make the Championships a festive and memorable event. It was also confirmed that relevant policing units were receiving specialist training for the event but acknowledged that communication between visiting supporters and the police would be hampered by language difficulties. For that reason dialogue responsibilities had largely been vested in multi and bi-lingual volunteers.

The *delegation* recognise the challenges associated with language and cultural barriers but European experience evidences that these can be largely overcome by the demeanor and attire of deployed police officers coupled with a strategic decision to determine police deployment, tactics and uniform on basis of a dynamic risk assessment. At a series of major sports events over the last decade, encouraging police personnel to act in a friendly manner when interacting with well behaved visiting supporters has proven to be extremely effective policing tactic.

In the event, and aside from the entry searching regime referred to above, the policing operation in and around the Minsk Arena was observed to be very low profile and proportionate.

**Recommendation 10 - in accordance with European good practice, during the Championships policing tactics, profile and uniform should be determined on the basis of an ongoing dynamic risk analysis with protective equipment used only in public order (incident) scenarios.**

**Recommendation 11 - police units likely to be deployed during the Championships should be encouraged to proactively interact with and adopt a welcoming manner when dealing with well behaved supporters.**

#### **C.11 International Police Co-operation**

The challenges associated with language and cultural differences, discussed above, reinforces the importance of the Minsk police having access to support provided by visiting police delegations from participating countries. These police delegations should be experienced and expert in the character and behaviour of supporters from their respective countries. European experience evidences the important role these delegations can and do play in connection with international sports events.

The *delegation* is aware that Belarus is an active participant in Interpol initiatives that might impact on sports events, notably counter terrorism and combating serious and organised criminal activity, and that it will be necessary for the host police to use the Interpol network to share Championship-related information with their counterparts in North American countries, Russia and Kazakhstan who have qualified for the event.

However, at most sports events, police information exchange arrangements on such matters as the travel plans of visiting supporters, their character, behaviour and any possible risks can be of great

assistance in the delivery of successful host policing operations, notably in respect of logistical and strategic planning, delivery of effective and proportionate operations, and reducing public safety and security risks.

A crucial means for maximising information exchange whilst demonstrating a commitment to European police co-operation centres on the setting up of a National Football Information Point (NFIP). Contrary to its name, NFIPs can and do share information on other sports events. It is mandatory for countries that are members of the European Union and widespread practice for other European countries for their NFIP to act as the designated channel for sharing police information and for organising tangible measures of international police co-operation in respect of football and other sports events. Establishing an NFIP would enable Belarus to become a member of what is one of the most effective international police networks in Europe.

This proposal is neither diplomatic nor cosmetic in character. The *delegation* notes that eleven of the sixteen countries competing in the World Ice Hockey Championships (Sweden, Finland, Czech Republic, Slovakia, Germany, Switzerland, France, Italy, Denmark, Latvia and Norway) have NFIPs dedicated to the sharing of police information and arranging international police co-operation in respect of football and other sports events. Their contact details are attached at **Appendix D**.

**Recommendation 12 - the Belarusian authorities should establish a National Football Information Point before the 2014 World Ice Hockey Championships for the exchange of sports related information with European police forces and to arrange for visiting police delegations from the relevant participating countries to support host policing operations during the event. It is strongly recommended that the Belarusian police use the existing NFIP-network to exchange information in the run up to and during the 2014 World Cup.**

A European model bilateral protocol (Memorandum of Understanding), which provides a basis for international agreements on the deployment of visiting police delegations is provided at **Appendix E**

## **Championship Services**

### **C.12. Hosting Visiting Supporters**

Hosting such a large number of visiting supporters from such a wide array of countries with differing cultures and languages in one city over a short period of time will inevitably pose challenges for the Minsk authorities and resident communities. The decision to exempt ticket holders from entry visa requirements is considered an excellent initiative that will help make visiting supporters feel welcomed. The decision to restrict the hospitality sector from increasing prices by more than 10% will also be very well received. Moreover, the city centre appears sufficiently spacious to accommodate a large number of visitors. Minsk appears to be a hospitable city and with ice-hockey the leading spectator sport in Belarus almost everyone is anticipating a festival atmosphere.

The city authorities are planning to accommodate visiting supporters in hotels, hostels, student halls of residence and a planned "*fan village*". They have also invested heavily in making visiting supporters feel welcomed and informed. A Championship information website has been set up and all visitors will receive information leaflets containing details of a range of cultural activities arranged to coincide with the event along with advice on behaviour and tolerance levels.



The delegation was also very satisfied to learn about the particular attention which was paid to create a welcoming environment for disabled fans.

The addition of fast track public transport links from the city centre and transport hubs to the arenas and fan zones might also be advantageous in terms of enhancing the experience of visitors whilst helping to manage the movement of visiting and resident supporters alike.

Every effort is also being made to make the two venues family orientated and supporter friendly. Over 1,000 volunteers with language skills have been recruited and trained to interact with visitors and help generate a positive atmosphere in the arenas and in public spaces. Special attention has been made to provide facilities for the disabled and to otherwise meet the needs of disabled supporters and make them feel welcomed.

### **C.13 Fan Zones**

The *delegation* was advised that two fan zones will be set up in close proximity to the arenas. These zones are being widely promoted as providing a location for supporters from around the globe to share their interest in ice hockey. It was reported that the zones will broadcast the games on big screens and incorporate cafes, restaurants, shopping areas and tents, shops with souvenirs and hockey merchandise, along with a stage, concert venue, mini-playgrounds for mini-tournaments and competitions for visiting and local residents alike. Access will be free and the use of bi-lingual volunteers is excellent. There will be free WIFI hotspots in the fan zones, which will also be an excellent attraction for supporters.

Safely accommodating such a large number of local and visiting supporters in one area always requires a good deal of multi-agency planning. The risk of public disorder may be much lower than for a football event but comprehensive safety and security contingency plans need to be in place. Moreover, safety scenarios can occur at any major public event irrespective of the security/public order risk assessment.

The *delegation* is confident that the location and organisation of the fan zones has been subject to close scrutiny and has no reason to believe that they will experience any safety or security incidents. Of course, public viewing facilities have been the scene of some major incidents across Europe in recent decades albeit in connection with football matches. Ice hockey fans do appear to be less combustible than their football counterparts but any form of complacency should be avoided as safety incidents can occur at any mass gathering irrespective of the behaviour of participants.

**Recommendation 13 - the Belarusian authorities should take account of the good practice contained in Standing Committee recommendation (2009) 1 on the use of public viewing areas at large scale sports events\* in finalising their preparations for the fan zones.**  
(\*[http://www.coe.int/t/dg4/sport/resources/texts/Rec\\_2009\\_01\\_EN\\_public\\_viewing.pdf](http://www.coe.int/t/dg4/sport/resources/texts/Rec_2009_01_EN_public_viewing.pdf))

### **C.14 Community Engagement**

The delegation was equally impressed with the priority accorded by the public authorities to engaging with residents, bars, restaurants and other hospitality businesses in Minsk in preparation for the Championships. The population of Minsk clearly contains a large number of ice hockey supporters and appears to be proud of hosting the event. Moreover, the long winters experienced by the city

clearly justifies the investment in a number of winter sports facilities for local residents and the fact that the two venues have been designed to be multifunctional and open to local residents must add to the sense of pride and help generate a sense of ownership of the Championships.

### **C.15 Event Media and Communication Strategy**

European experience evidences that whilst the character on the media may vary in each country, there is a widespread tendency for the media to focus on negative stories (with sometimes wrong information provided) compared with relative silence on preventative and other positive initiatives. This is particularly the case when a country is hosting a high profile, prestigious sports event like the World Ice Hockey Championships.

That experience suggests that it is always prudent to proactively develop an effective multi-agency communication and media handling strategy as a means for explaining the importance and content of safety and security preparations and operations. The strategy should incorporate use of key spokespersons from all key public, private and sports agencies who should work in close co-operation in the preparation and delivery of a comprehensive communications strategy. A strategy that encompasses, inter alia, all themes associated with providing explanation and reassurance to the wider community; relaying a wide range of important information to supporters and residents; and demonstrating a joined-up, multi-agency commitment to creating a safe and welcoming environment for all visitors.

**Recommendation 14 - the Belarusian authorities should establish a multi-agency media and communications group tasked to develop and deliver comprehensive information on the safety and security arrangements for the World Ice Hockey Championships**

## **Section D Generic Advice on Safety and Security at Sports Events**

### **D1 Legacy and Lessons Learned**

The consultative visit strongly suggests that the Republic of Belarus is keen to comply with European good practice exemplified by their interest in ratifying the European Convention. It is anticipated that Belarus is also looking to host other major sports and cultural events and is building the infrastructure and facilities to support these events. The *delegation* endorses these endeavours and will continue to provide, on request, advice and support in these matters.

The *delegation* is also mindful that sport events in Belarus are largely free of any significant security incidents and concerns. However, European experience evidences the potential dangers associated with any form of complacency, especially in respect of the potential safety risks that accompany any mass sports gathering and other events.

That is why the sharing of experience and good practice lies at the heart of the Convention and the work of the Standing Committee. It was also a feature of many of the meetings hosted by the Belarusian authorities during the consultative visit.

The *delegation's* assessment of the safety arrangements and other preparations for the 2014 World Ice Hockey Championships have been set out in Section C of this report. However, an important

outcome of hosting any major sport event centres on legacy and the application of lessons learned when hosting future major international sports events.

However the concept of legacy extends beyond the international stage to include the application of these lessons in respect of the arrangements for more routine national and international sports events, notably in respect of higher risk sports like football. The *delegation* consider that it would be an oversight on its part to remain silent on some generic issues which could help reduce the possibility of safety and security risks at such events.

The *delegation*, therefore, has opted to include in this report a series of recommendations which it feels could usefully be applied in respect of other sports events in Belarus, notably, but not exclusively, in respect of professional football and ice hockey matches played before more than 1,500 spectators (that being the figure cited in the current legislative framework governing sports events).

The *delegation* is mindful that the principal theme of the various meetings and venue inspections undertaken during the consultative visit centred on the 2014 World Ice Hockey Championships. However, during each of these activities, discussion inevitably extended beyond the Championships to encompass the safety and security arrangements at other sports events in Belarus. Indeed, the *delegation* was taken to see the new football stadium in Borisov (Bate Arena) which is approaching completion and provided with opportunity to meet with football fans.

## **D.2 Generic National Co-ordination**

Whilst the event specific national co-ordination arrangements are considered to be wholly appropriate for the World Ice Hockey Championships, the delegation is mindful that the event is occurring in Minsk and in close geographical proximity to the national co-ordination arrangements. Those arrangements appear comprehensive and the creation of ten thematic sub-committees is apposite and impressive.

However, during the visit, it was not possible to gauge whether or not there are comparable national co-ordination and oversight arrangements in place to develop and oversee delivery of an integrated approach to safety, security and service in respect of significant sport events and/or to set national standards to be applied at a local level

The delegation recognises that the Law on Mass Events 1997 (as amended) places an obligation on a local authority to assess and be satisfied that the organiser of a sports event has made appropriate public order and public safety arrangements. However, it is not clear from the supplied background material how this works in practice. This raises some important questions including:

- what criteria has to be applied by the organiser of a sports event?
- Is the organiser obliged to adopt minimum national safety standards or compliance with local conditions?
- Is there a national integrated safety, security and service strategy for such routine national and international sports events?

European good practice suggests that a key outcome of the proposed national co-ordination arrangements should be the development of a strategy document setting out the key principles of an integrated approach to safety, security and service, to be cascaded to all stakeholders at national and

local level. The strategy document will need to be reviewed and updated as necessary on a regular basis.

**Recommendation 15 - the Belarusian authorities should consider establishing national co-ordination arrangements designed to ensure that an integrated safety, security and service strategy is designed and applied in respect of all sports events involving 1,500 or more spectators. It is further recommended that the strategy is documented and cascaded to all stakeholders at national and local level; and that its contents are reviewed on a regular basis.**

### **D.3 Generic Local Co-ordination**

European experience also demonstrates the importance of multi-agency co-ordination arrangements being established at a local level, under the auspices of the local or regional authority. The character and title of these local multi-agency co-ordination arrangements varies across Europe, however the structures are often described as local safety authorities.

The *delegation* recognises that the need for such a local structure is not necessary or appropriate in respect of the World Ice Hockey Championships in Minsk, given the extent to which the event-specific national co-ordination arrangements embrace local as well as national considerations and event preparations.

However, it is not clear how local co-ordination is pursued in respect of routine sports events, like domestic and European football and ice hockey matches. A key benefit of establishing local co-ordination arrangements is that it obliges the relevant public authorities and the organiser to meet on a regular basis and to agree upon an integrated approach to safety, security and service arrangements in respect of each significant sports event.

**Recommendation 16 - the Belarusian authorities should review the existing arrangements and determine if there would be merit in establishing local or regional multi-agency co-ordination arrangements in cities and towns hosting sports events likely to attract more than 1,500 spectators.**

**Recommendation 17 - the Belarusian authorities should also consider and clarify the composition, role and functions of local co-ordination committees and ensure that all key local agencies, who play a role in making sports events (inside and outside of stadia) safe, secure and welcoming, are represented at an appropriate ("influential") level.**

### **D.4 Generic Legislative and Regulatory Framework**

The delegation had sight of but one Article of the Draft Sports Law and is unable to assess whether other provisions might benefit from refinement in order to make it consistent with developing an integrated approach to safety, security and service. Nor is it clear whether or not the framework provides clarity on the respective roles of key safety and security personnel. The importance of having a comprehensive legislative and regulatory framework cannot be over-estimated, not least because the clarity it provides to frontline personnel and their managers in respect of the roles and responsibilities of each agency and overall accountability can help avoid uncertainty among operational personnel and reduce the risk of unexpected or emergency safety scenarios escalating in scale.

**Recommendation 18 - the Belarusian authorities should review the Draft Sports Act to determine if it (i) facilitates delivery of all aspects of an integrated, multi-agency national strategy and provides a balanced approach between safety and security imperatives; and (ii) provides legal clarity on the respective roles and responsibilities of the organiser, police and other public authorities involved in managing sports events .**

## **Safety - Stadium Infrastructure and Safety Management**

### **D.5 National Standards**

The *delegation* consider it crucial that full account is taken of European good practice when considering improvements to, and financial investment in, football stadia and other professional sports facilities.

There is a clear need, for example, to link the physical infrastructure of a sports stadia/arena with the safety management arrangements applied within the arena and its environs. The two components are complementary and must be unified in a comprehensive arena safety package if the potential risk to spectators is to be minimised and if spectators are made to feel safe, secure and welcomed.

It is for each country to determine how it prescribes minimum national arena/stadia safety standards and a range of options are practiced across Europe. However, to ensure that each arena complies with national standards, some countries enshrine the standards in a generic arena safety certificate.

This approach would be consistent with Standing Committee Recommendation (2008/1) ([http://www.coe.int/t/dg4/sport/Resources/texts/Rec\\_2008\\_01\\_EN\\_Checklist.pdf](http://www.coe.int/t/dg4/sport/Resources/texts/Rec_2008_01_EN_Checklist.pdf)) which provides a checklist of measures to be taken by the organisers of professional sporting events and by the public authorities

**Recommendation 19 - the Belarusian authorities should take account of European good practice in commissioning the preparation of model guidance for sports arenas and football stadia hosting events with more than 1,500 spectators incorporating minimum: (i) physical standards and facilities; and (ii) crowd management arrangements.**

### **D.6 Arena Safety Personnel**

Whilst the security personnel and volunteers at the Minsk arena appeared to be equipped and trained to deliver their tasks effectively, it is not clear to the *delegation* if the same degree of effectiveness and professionalism applies to safety and security personnel operating at less high profile sports venues.

It is recognised that under the current arrangements, security personnel will be expected to respond to safety as well as security incidents, but it is not clear how much training they have received on non-security functions, who provides that training and who accredits the stewards as being competent.

As stressed in section C.9.c above, the importance of all venues hosting significant sports events having a pool of trained and accredited stewards available cannot be over-stated. The current practice appears to be over-reliant on security guards and the police. This may be appropriate for managing public order incidents but security is but one element of the safety, security and service challenges that may be confronted at a professional or other significant sports event. Indeed, across Europe, it

is common practice for a stadium/arena licence, or local authority approval, to be denied unless a sufficient number of trained and qualified stewards are available to manage the safety of spectators.

It is important to recognise that the role of safety stewards is to provide a safe, secure and welcoming environment for all spectators which is complementary to that of the police. There is a wealth of guidance and good practice available to assist the relevant authorities consider this important issue, not least in the Standing Committee manual on safety officer and steward training (an electronic version of which is at **Appendix F**) and the Standing Committee Recommendation (1999)<sup>1</sup> on stewarding. ([http://www.coe.int/t/dg4/sport/resources/texts/sprec99.1\\_en.asp#TopOfPage](http://www.coe.int/t/dg4/sport/resources/texts/sprec99.1_en.asp#TopOfPage)). Other bodies, like UEFA, for example, can also provide advice and support on steward training.

**Recommendation 20 - the Belarusian authorities should clarify the respective roles of all persons engaged in safety and security operations at sports arenas/stadia, including volunteers, stewards, supervisors and event safety managers, and develop recruitment, accreditation, training and competence criteria designed to ensure that they are equipped to undertake their tasks effectively.**

#### **D.7 Arena Audits**

The *delegation* consider it important, especially in view of the significant capital investment in sports arenas, for the infrastructure of such facilities to be protected to ensure the safety and security of spectators attending sports and cultural events.

This can be achieved by putting in place comprehensive systems for inspecting a range of key safety arena/stadia infrastructural facilities, including but not limited to :

- technical support systems designed to deliver potentially crucial information to purpose build stada/arena control points;
- stability of the arena/stadia and its component sectors;
- fire resistance;
- structural elements of the venue including barriers, seat fixings;
- CCTV system;
- fire alarm and fire detection systems;
- public address system;
- communication systems ;
- electrical installation system including emergency lighting and secondary power supplies;
- staff training records.

The inspections/audits should be undertaken by an independent body and supplemented with multi-agency exercises designed to test venue emergency contingency plans.

The outcome of each inspection and exercise should be recorded. In the event of the necessary inspection records not being available, the relevant authorities may withdraw permission for the venue, or part of it, to be used until such time as the records have been corrected or provided.

**Recommendation 21 - the Belarusian authorities should introduce a process of annually requiring sports venue managers and operators to provide the local or national authorities with an effective independent audit trail demonstrating the venue is properly maintained and safely managed.**

## D.8 Perimeter Security

It was noted that at all of the venues visited it would be possible to drive a hostile vehicle up to the edge of each building. This poses a significant security risk as vehicles can be driven into crowded pedestrian concourses and plazas outside the venues and towards entry points causing injury. Moreover, such vehicles could be carrying improvised explosive devices (Vehicle Borne Improvised Explosive Devices - VBIEDs)

The use of measures to restrict the movement of vehicles in the vicinity of venues should be considered and integrated within each arena's operating manual. The installation of such measures will require careful consideration in order to avoid inadvertently impeding arena access for pedestrians and emergency service vehicles. Specially designed architectural street furniture may be used at prestigious permanent arenas whereas blocks may be more suitable for temporary venues.

**Recommendation 22 - the Belarusian authorities should consider obliging venue managers to install hostile vehicle mitigation measures that do not impede arena access for pedestrians and emergency service vehicles.**

## Security

### D.9 Policing Sports Events

Throughout the consultative visit, the European handbook on policing football (and other sports) events generated a good deal of interest and discussion, notably in respect of the European-wide practice of designating selected police officers to undertake specialist policing football/sports functions. The two principal operational functions are widely termed across Europe as *spotters* and *supporter liaison officers* (in some countries the spotter and supporter liaison officers roles are combined).

Also discussed in some detail was the handbook's guidance on dynamic risk based policing football/sports operations and the onus it places on dialogue between the police and supporters. The interest demonstrated during the visit is welcome as the content of handbook represents European good practice that has been, and continues to be, highly successful. An electronic version of the handbook is provided at **Appendix G**

**Recommendation 23 - the Belarusian authorities should adopt the European good practice set out in the European Handbook on policing football and international co-operation, especially in respect of: (i) the adoption of policing tactics based on a dynamic risk assessment; (ii) the appointment of police "spotters" to gather information and evidence of any misbehaviour; and (iii) the appointment of police *supporter liaison officers* to communicate with supporters and supporter groups.**

## Service

### D.10 Supporter Liaison Officers (SLOs)

European experience evidences the mutual benefits to be derived from effective communication between professional football (and other sports) clubs and their supporters. For that reason, UEFA

has formalised this communication concept in its club licensing arrangements by obliging football clubs competing in UEFA competitions (and encouraging more than a thousand professional football clubs across Europe) to appoint a Supporter Liaison Officer (SLO).

The role of the SLO is to act as a bridge between a club and its supporters in order to help improve communication between both parties; provide a link with other agencies involved in managing football/sports events, including the police; encourage self-regulation by supporters; and promote respect and tolerance for other supporters and for minorities who attend football and other sports events.

UEFA suggest in their SLO Handbook that clubs should appoint a “genuine” supporter as their SLO. Further information of the SLO concept can be obtained from UEFA and/or Supporters Direct (SD) (<http://www.supporters-direct.coop>).

**Recommendation 24 - the Belarusian authorities should ensure that professional football clubs (and other sports clubs where appropriate) appoint Supporter Liaison Officers in accordance with UEFA guidance**

#### **D.11 Supporter Communication Strategy**

The role of the SLO is directly linked to current European good practice regarding dialogue between sports clubs and police with supporter groups, which experience demonstrates can help dispel negative perceptions among all parties, promote self-regulation among supporters and assist in making football (and other sports) safe, secure and welcoming for all concerned.

Across Europe, different approaches are applied in respect of supporter communication arrangements. The police forces in some countries have opted to enter into dialogue with structured supporter groups, often in partnership with club SLOs. In other countries, the arrangements are less formal and largely focused on encouraging operational officers to proactively engage with all supporters as part of their wider duties.

During the visit, the delegation participated in an open and frank meeting at the Sports and Tourism Ministry involving governmental, police and supporter representatives. It was apparent during the discussions that there was a significant degree of scepticism on all sides. This is by no means unique to Belarus, indeed it is common across Europe. That is why such a high priority is now accorded to developing and implementing supporter communication strategies. To assist this process in Belarus, it may be desirable for supporter groups to formally organise themselves and consider developing behavioural codes of conduct.

There is a direct link between this issue and recommendation 23 above which proposes, inter alia, the appointment of police supporter liaison officers to communicate with supporters and supporter groups. The importance of the police communicating with supporters is featured in Chapter 7 of the European policing football handbook at **Appendix G**. More comprehensive guidance is also provided in Standing Committee Recommendation (2012) 1 on Dialogue and Interaction with Fans. ([http://www/coe.int/t/dg4/sport/resources/texts/Rec\\_2012\\_01\\_EN\\_Rec\\_Fan\\_Dialogue.pdf](http://www/coe.int/t/dg4/sport/resources/texts/Rec_2012_01_EN_Rec_Fan_Dialogue.pdf))

A supporters' perspective on the importance of dialogue can be obtained from Football Supporters Europe (FSE) an independent, representative and democratically organised grassroots network of football fans in Europe (<http://fanseurope.org>)



**Recommendation 25 - the Ministry of Sport and Tourism should convene a meeting with the police, football and other relevant sports authorities and supporter representatives to discuss the development of a supporter communication strategy; and invite supporter representatives to contact Football Supporters Europe (FSE) about formalising their fan group arrangements.**

#### **D.12 Preventative and Community Projects**

European experience demonstrates the importance of a range social and preventative projects designed to lure young supporters away from negative fan behaviour by promoting a culture of tolerance and respect of diversity.

Similarly, European experience evidences that the participation of professional football and other sports clubs and national federations in national and community-based social and other projects can assist in developing closer links between the clubs and local communities. Such projects not only promote a very positive public image of the sports club and sport generally but can also add value to the delivery of the project. For example, by using club facilities to encourage disaffected or alienated young people to participate.

Moreover, and importantly, community engagement can help encourage a wider, cross section of people to attend sports events, particularly if such initiatives are accompanied high profile improvements to arena/stadium facilities.

**Recommendation 26 - the Belarusian authorities should review how best to integrate preventative, social and educational projects into a wider, multi-agency approach to safety, security and service in connection with sports events at both national and local level.**

#### **Generic Media and Communications**

##### **D.13 Generic Media and Communications Strategy**

The need to proactively develop an effective multi-agency communication and media handling strategy as a means for explaining the importance and content of safety and security developments extends beyond the hosting of a major international sports event.

Developing an integrated approach to safety, security and service in respect of all professional sports events attracting 1,500 or more spectators will impact on a much larger number of people and attract local as well as national attention. It might also generate an ongoing stream of media coverage.

The need to communicate information about (new) safety and security measures and provide reassurance in respect of any associated concerns could be intense. European experience suggests that rather than respond on a needs must basis, it is preferable to set the agenda through establishing a multi-agency media and communications group tasked to prepare and deliver proactively a comprehensive communications strategy. The group should comprise spokespersons from all the key public, private and sports agencies. The strategy should encompass, inter alia, all themes associated with providing explanation and reassurance to supporters and the wider community; relaying a wide range of important information to supporters; and demonstrating a joined-up, multi-agency commitment to creating a safe, secure and welcoming environment for all spectators.

At a local level, in particular, spokespersons of local authorities, police and sports clubs have a key role to play in communicating, inter alia, a range of logistical and policing information on matters like tolerance levels whilst highlighting any additional or exceptional measures planned for high risk events.

Local media strategies can also play an important role in promoting preventative initiatives and fostering widespread understanding of why and how sports clubs can become actively involved in social and other projects designed to enhance community well-being (for example, linking club facilities with various educational and crime prevention projects).

**Recommendation 27 - the Belarusian authorities should establish a multi-agency media and communications group tasked to develop and deliver a comprehensive media and communications strategy regarding the introduction and components of an integrated approach to safety, security and service at international and national sports events played in the Republic of Belarus**

## **Section E Conclusions and Summary of Recommendations**

### **E.1. General Conclusions**

In conclusion, the *delegation* would like to congratulate Belarus on the comprehensive character of its preparations for the 2014 World Ice Hockey Championships. The *delegation* is confident that the event will be a successful and festival event for all concerned, notably for Belarus, the citizens and authorities in Minsk and the thousands of supporters from Belarus and abroad who will attend matches in two such impressive ice hockey arenas.

The delegation would also like to explain that its findings are based entirely on discussions and observations during the consultative visit.

In presenting these findings, it was decided to draw a distinction between (and present separately within the report) specific observation regarding the 2014 World Ice Hockey Championships and generic observations on the safety and service arrangements in respect of other sports events held in Belarus.

For the most part (except for a small number of technical and safety management observations in the otherwise superb Minsk Arena) the primary focus of the report and its recommendations is on strategic matters directly linked to developing and implementing an integrated approach to safety, security and service at sports event generally.

The team recognises that some of the recommendations cannot be implemented immediately (for example any changes to the existing legislative framework). Nevertheless, during the visit, the team was delighted to learn that at political level, there is a willingness to move forward in terms of becoming actively engaged in the work of the Standing Committee, and in adopting European good practice in respect of safety and security at sports events.

It is acknowledged that it is impossible for a delegation coming from abroad to have a complete and detailed picture of the situation in a country on the basis of a number of meetings and first hand observations. This is not an excuse, but an important element to be taken into consideration when reading this report and its recommendations.

Moreover, safety and security at sport events is a complex area, requiring a series of comprehensive arrangements and good practices customised to fit within the historical, political, legal and cultural framework of any given country. That is why there are so many variations in practice across Europe,

Some of the recommendations could be classified as a priority; others could be pursued in longer time. However the *delegation* wishes to stress that all of the recommendations are interlinked and cannot be seen in isolation. To be effective, any integrated safety, security and service strategy has to maintain a good balance between all of its components, not least because European experience and good practice evidences that each component can and does have an impact on delivery of all aspects of the wider strategy.

Achieving such a balance can pose challenges. The delegation would like to stress once more that the Council of Europe Standing Committee is committed to providing the authorities in Belarus further support and advice in meeting these challenges. On the other hand, the Standing Committee would also welcome a periodical feedback on the progress made by Belarus concerning implementation of the recommendations in this report.

Finally, the delegation would like to thank once again all of the Belarusian colleagues who provided much appreciated help, support and patience throughout the visit.

## **E.2 Summary of Report Recommendations**

### **2014 World Ice Hockey Championships**

#### **Arena Safety Infrastructure**

Recommendation 1 - venue management should apply non slip strips to the edges of all steps so they are more visible in ambient and low level lighting conditions.

Recommendation 2 - ticket holders should be advised at the time of purchasing tickets for front row upper tier seats that standing is not permitted in the front rows or provide those details on the tickets. Signage on this matter should be located in the arena and on the relevant safety barriers. It is stressed that the requirement to be seated in the areas should be enforced by trained staff.

Recommendation 3 - venue management should develop a process of periodic inspections of all structural elements of the venue by a competent structural engineer. These reports should be made available for inspection by the Minsk City Authorities.

#### **Arena Safety Management**

Recommendation 4 - all key agencies should be represented at an appropriate and co-located in the control room at all times during an event at the arena; if the designated control room is compromised and unavailable, a secondary control point should be used even if it does not the full operational capability of the vacated control point; and joint (multi-agency) exercises should be undertaken to test the effectiveness of the communication flows and the relocation to an alternative control room location.

Recommendation 5 - during the Championships, the event control rooms in both arenas should:

- be staffed by experienced competent personnel equipped with the necessary resources, personnel and equipment;
- have vision of CCTV images to observe the entry points, spectator areas, internal and external circulation routes and places where there may be build up of crowd density;
- be able to override the venue public address system to broadcast safety and security announcements;
- be able to communicate directly with those spectators waiting to gain entry to the venue;
- be able to instruct the video board or electronic message board operators to display pre prepared safety and security messages;
- be able to communicate with all radio users on a designated channels.

Recommendation 6 - the venue and event management plan should incorporate an event management structure which provides clarity on: (i) the respective roles and responsibilities of all stakeholder agencies; (ii) who has lead responsibility in the event of an incident or emergency; and (iii) the formal arrangements for transferring that responsibility to another agency.

Recommendation 7 - furthermore the venue management should appoint an occupationally competent person with specialist skills and training to be responsible for the safety of the event. Ideally this should be a senior member of the venue staff who has knowledge of the premises and its operating arrangements.

Recommendation 8 - management of the two venues should develop their own team of trained safety personnel (stewards and supervisors) who are able to work at any event at the respective venues. These stewards need to be trained and assessed so they can demonstrate the necessary competencies. These core staff should be supplemented by volunteers who have received the level of training commensurate with their duties. The venue should develop a stewarding plan for each event based upon a risk and threat assessment and consultation with the police and other emergency services.

Recommendation 9 - if police officers are to undertake entry searches during the Championships they should be in normal uniform or at least readily identifiable as police officers. Alternatively, searching should be undertaken by uniformed licensed security officers with police officers in attendance at entry points to respond to non compliant spectators. This would release police officers for other duties and may provide a “softer feel” for the event.

### **Policing the Championships**

Recommendation 10 - in accordance with European good practice, during the Championships policing tactics, profile and uniform should be determined on the basis of an ongoing dynamic risk analysis with protective equipment only used in public order scenarios.

Recommendation 11 - police units likely to be deployed during the Championships should be encouraged to proactively interact with and adopt a welcoming manner when dealing with well behaved supporters.

### **Championships - International Police Co-operation**

Recommendation 12 - the Belarusian authorities should establish a National Football Information Point before the 2014 World Ice Hockey Championships for the exchange of sports related information with European police forces and to arrange for visiting police delegations from the

relevant participating countries to support host policing operations during the event. It is strongly recommended that the Belarusian police use the existing NFIP-network to exchange information in the run up to and during the 2014 World Cup.

### **Championships - Fan Zones**

Recommendation 13 - the Belarusian authorities should take account of the good practice contained in Standing Committee recommendation (2009) 1 on the use of public viewing areas at large scale sports events\* in finalising their preparations for the fan zones. (\*[http://www.coe.int/t/dg4/sport/resources/texts/Rec\\_2009\\_01\\_EN\\_public\\_viewing.pdf](http://www.coe.int/t/dg4/sport/resources/texts/Rec_2009_01_EN_public_viewing.pdf))

Recommendation 14 - the Belarusian authorities should establish a multi-agency media and communications group tasked to develop and deliver comprehensive information on the safety and security arrangements for the World Ice Hockey Championships

## **Generic Safety and Security Advice in connection with Sports Events**

### **Generic National Co-ordination**

Recommendation 15 - the Belarusian authorities should consider establishing national co-ordination arrangements designed to ensure that an integrated safety, security and service strategy is designed and applied in respect of all sports events involving 1,500 or more spectators. It is further recommended that the strategy is documented and cascaded to all stakeholders at national and local level; and that its contents are reviewed on a regular basis.

### **Generic Local Co-ordination**

Recommendation 16 - the Belarusian authorities should review the existing arrangements and determine if there would be merit in establishing local or regional multi-agency co-ordination arrangements in cities and towns hosting sports events likely to attract more than 1,500 spectators.

Recommendation 17 - the Belarusian authorities should also consider and clarify the composition, role and functions of local co-ordination committees and ensure that all key local agencies, who play a role in making sports events (inside and outside of stadia) safe, secure and welcoming, are represented at an appropriate ("influential") level.

### **Generic Legislative and Regulatory Framework**

Recommendation 18 - the Belarusian authorities should review the Draft Sports Act to determine if it (i) facilitates delivery of all aspects of an integrated, multi-agency national strategy and provides a balanced approach between safety and security imperatives; and (ii) provides legal clarity on the respective roles and responsibilities of the organiser, police and other public authorities involved in managing sports events .

### **Arena/Stadia Infrastructure and Safety Management**

#### **Generic National Safety Standards**

Recommendation 19 - the Belarusian authorities should take account of European good practice in commissioning the preparation of model guidance for sports arenas and football stadia hosting events with more than 1,500 spectators incorporating minimum: (i) physical standards and facilities; and (ii) crowd management arrangements,

### **Arena Safety Personnel**

Recommendation 20 - the Belarusian authorities should clarify the respective roles of all persons engaged in safety and security operations at sports arenas/stadia, including volunteers, stewards, supervisors and event safety managers, and develop recruitment, accreditation, training and competence criteria designed to ensure that they are equipped to undertake their tasks effectively.

### **Arena Audits**

Recommendation 21 - the Belarusian authorities should introduce a process of annually requiring the venue owners and operators to provide the local or national authorities with an effective independent audit trail demonstrating the venue is properly maintained and safely managed.

### **External Perimeter Security**

Recommendation 22 - the Belarusian authorities should consider obliging venue managers to install hostile vehicle mitigation measures that do not impede arena access for pedestrians and emergency service vehicles.

### **Policing Sports Events**

Recommendation 23 - the Belarusian authorities should adopt the European good practice set out in the European Handbook on policing football and international co-operation, especially in respect of:

- (i) the adoption of policing tactics based on a dynamic risk assessment;
- (ii) the appointment of police "*spotters*" to gather information and evidence of any misbehaviour; and
- (iii) the appointment of police *supporter liaison officers* to communicate with supporters and supporter groups.

### **Supporter Liaison Officers(SLOs)**

Recommendation 24 - the Belarusian authorities should ensure that professional football clubs (and other sports clubs where appropriate) appoint Supporter Liaison Officers in accordance with UEFA guidance

### **Supporter Communication Strategy**

Recommendation 25 - the Ministry of Sport and Tourism should convene a meeting with the police, football and other relevant sports authorities and supporter representatives to discuss the development of a supporter communication strategy; and invite supporter representatives to contact Football Supporters Europe (FSE) about formalising their fan group arrangements.

### **Preventative and Community Projects**

Recommendation 26 - the Belarusian authorities should review how best to integrate preventative, social and educational projects into a wider, multi-agency approach to safety, security and service in connection with sports events at both national and local level.

### **Generic Media and Communications Strategy**

Recommendation 27 - the Belarusian authorities should establish a multi-agency media and communications group tasked to develop and deliver a comprehensive media and communications strategy regarding the introduction and components of an integrated approach to safety, security and service at international and national sports events played in the Republic of Belarus

**Standing Committee Consultative Visit to the Republic of Belarus  
November 2013**

**Action Plan**

Rec No.	Recommendation	Organisation in charge of the implementation of the recommendation	Time schedule for the implementation of the recommendations	Description of the action(s) taken and achieved results
<b>2014 World Ice Hockey Championships</b>				
<b>Arena Safety Infrastructure</b>				
1	Venue management should apply non slip strips to the edges of all steps so they are more visible in ambient and low level lighting conditions.	General Construction Administration	April 2014	<p>This safety measure was envisaged while engineering the Chizhovka-Arena. Besides the complex has a back-up power supply from the diesel electro station AD 1240C-T400-2RP (DG 1550). This power source provides the nonstop work of the collectors of fire protection technical means (pressurization systems, smoke removal, lifts for fire brigades, fire alarm, fire warning), burglar alarm, sound amplification system, mediacube, video panel, the load of integrated information service system "Arena-center", system of access control, video surveillance cameras.</p> <p>On Minsk-Arena according to the technical plan retro-reflector strips that are visible in the ambient and low level lighting were applied on all the edges of the steps.</p>
2	Ticket holders should be advised at the time of purchasing tickets for front row upper tier seats that standing is not permitted in the front rows or provide those details on the tickets. Signage on this matter should be located in the arena	"Ticketpro", Headship of Minsk-Arena, Chizhovka -	Every match	When buying the tickets, ticket holders were advised by the cashiers that standing is not permitted in the front rows. This requirement was ensured directly during the matches by volunteers and stewards.



	and on the relevant safety barriers. It is stressed that the requirement to be seated in the areas should be enforced by trained staff.	Arena		
3	Venue management should develop a process of periodic inspections of all structural elements of the venue by a competent structural engineer. These reports should be made available for inspection by the Minsk City Authorities.	Headship of Minsk-Arena, Chizhovka - Arena	directly before every sport event with many spectators	In compliance with the order of the General Director of Hockey Club “Yunost-Minsk” the commission composed of experts from all departments was formed headed by the Chief Engineer of Chizhovka - Arena. The commission makes the inspections before each event and draws up the report on the readiness of the facility to hold an event. Headship of Minsk-arena systematically does inspections of the facility by the qualified engineers of the structural units of the facility.
<b>Arena Safety Management</b>				
4	All key agencies should be represented at an appropriate and co-located in the control room at all times during an event at the arena; if the designated control room is compromised and unavailable, a secondary control point should be used even if it does not the full operational capability of the vacated control point; and joint (multi-agency) exercises should be undertaken to test the effectiveness of the communication flows and the relocation to an alternative control room location.	Headship of Minsk-Arena, Chizhovka - Arena	April 2014	Both arenas were equipped by special rooms to arrange situational task-force (STF) that operated 24 hours. The rooms were provided with phone, facsimile, radio, internet connection, required office equipment. Outer and Inner phone connection was provided including the direct connection with the judge-relator to make announcements in case of extraordinary situations. The STF was composed from the representatives of ministries of Interior, Extraordinary Situations, Health, Organizing Committee and the arenas. The rooms had direct exits to the arena centre and an excellent overview. Besides the signal from the facility video surveillance system was transmitted into these rooms that allowed the STF to monitor the situation inside the facility and over the perimeter (on the territory adjacent to the facility). According to the IIHF requirements “crisis situation management groups” (the STFs) were formed on both arenas. However during the 2014 WIHC these groups did not gather.
5	During the Championships, the event control rooms in both arenas should: <ul style="list-style-type: none"> <li>• be staffed by experienced competent personnel equipped with the necessary resources, personnel and equipment;</li> </ul>	Headship of Minsk-Arena, Chizhovka - Arena	April 2014  The patrolling is organized from the start of the 2014 WIHC	The 2014 WIHC Direction together with the concerned authorities developed the scheme of control posts arrangement and storage rooms for spectators’ personal belongings that are forbidden to take on arenas. Information boards with Rules of the appropriate behavior of the visitors on the arenas and the List of the forbidden items to be taken on the arenas were installed in every control post. Loud announcements using sound

	<ul style="list-style-type: none"> <li>• have vision of CCTV images to observe the entry points, spectator areas, internal and external circulation routes and places where there may be build up of crowd density;</li> <li>• be able to override the venue public address system to broadcast safety and security announcements;</li> <li>• be able to communicate directly with those spectators waiting to gain entry to the venue;</li> <li>• be able to instruct the video board or electronic message board operators to display pre prepared safety and security messages;</li> <li>• be able to communicate with all radio users on a designated channels.</li> </ul>			<p>amplifying equipment were provided near the check points.</p> <p>Video equipment to fix all people entering the arenas and actions of the law enforcement officers was arranged at the check points.</p> <p>The 2014 WIHC Direction provided power supply to the check points for security officers to be able to apply special equipment during examination of the spectators.</p> <p>The patrolling was carried out by the representatives of Minsk-Arena and Chizhovka-Arena accordingly, the military staff, ministry of health staff that were equipped with radio communication.</p> <p>Technical equipment of the STF allowed to monitor the check points, ice arena, inside and outside routes as well as fan-zones on video screens. .</p> <p>The means of communications enabled in the real-time operation mode to inform the automatic fire alarm control station, video-points staff, display operators about extraordinary situations and communicate with all the officials concerned as well as spectators.</p>
6	The venue and event management plan should incorporate an event management structure which provides clarity on: (i) the respective roles and responsibilities of all stakeholder agencies; (ii) who has lead responsibility in the event of an incident or emergency; and (iii) the formal arrangements for transferring that responsibility to another agency.	Headship of Minsk-Arena, Chizhovka - Arena, Concerned state authorities, The 2014 WIHC Direction	7 days before hosting an event	The Venue and Event Management Plan includes: structure of holding the event(s); roles and responsibilities of all officials concerned; arrangement; order of communications; place and time of instructional advice; manager responsible for holding the event. The arenas involve the most trained and experienced staff for the management of events. The Plan is developed with a view of attracting military forces. The distribution of responsibilities is subject to the requirements stipulated in the legislation of the Republic of Belarus
7	Furthermore the venue management should appoint an occupationally competent person with specialist skills	Headship of Minsk-Arena, Chizhovka -	April 2014	The responsible person is specified by the Instruction “On measures of organizing and ensuring security of spectators and participants of sport events on the territory of Chizhovka –Arena/Minsk-Arena”.

	and training to be responsible for the safety of the event. Ideally this should be a senior member of the venue staff who has knowledge of the premises and its operating arrangements.	Arena		According to the instruction for the position of the manager of the event is appointed: Deputy General Director (whose job responsibility includes the organization of safety measures on holding sport event) or when he is not available Chief Engineer whose assistant is the Head of Safety and Security Department.
8	If police officers are to undertake entry searches during the Championships they should be in normal uniform or at least readily identifiable as police officers. Alternatively, searching should be undertaken by uniformed licensed security officers with police officers in attendance at entry points to respond to non-compliant spectators. This would release police officers for other duties and may provide a “softer feel” for the event.	Concerned state authorities, The 2014 WIHC Direction	May 2014	Under the requirements of the legislation of the Republic of Belarus only the law enforcement staff has the right to do the entry searching. To identify the law enforcement staff the 2014 WIHC Direction ordered 1000 tailored jackets. The checking in the accreditation zones (on the ice-level, mixed-zone, teams zone) was effected by the security staff of the arenas and the staff of the specialized agency invited by the 2014 WIHC Direction. The ticket control was executed by the ticket operator staff and specialized agency invited by the 2014 WIHC Direction as well as volunteers. All disputable issues were settled by the representatives of the ticket operator and the 2014 WIHC Direction.
<b>Policing the Championships</b>				
9	Police units likely to be deployed during the Championships should be encouraged to proactively interact with and adopt a welcoming manner when dealing with well behaved supporters.	Ministry of Internal Affairs	May 2014	To ensure the safety of the participants and guests of the 2014 WIHC the Ministry of Internal Affairs (MIA) ensured the installment of barriers across the perimeter of all the fan-zones and hospitality zones, organized storage rooms, allocation of information stands and dissemination of printed leaflets of informational and preventive meaning. For Belarusian and foreign supporters 100 000 copies of information leaflets on Russian and English languages were printed. The advertising enterprise “Minskreklama” made 50 portable standers that in the form of pictograms and explanations in Russian and English gave clear understanding to the spectators of the items not allowed to bring in the arenas. To ensure the police units are proactive and welcoming, the Internal Affairs Department organized foreign languages trainings for the military staff. 2 665 pocket phrasebooks on several languages were developed and printed.

<b>International Police Co-operation</b>				
10	The Belarusian authorities should establish a National Football Information Point before the 2014 World Ice Hockey Championships for the exchange of sports related information with European police forces and to arrange for visiting police delegations from the relevant participating countries to support host policing operations during the event. It is strongly recommended that the Belarusian police use the existing NFIP-network to exchange information in the run up to and during the 2014 World Cup.	Ministry of Internal Affairs	During 2012-2013	<p>According to the WIHC Regulations to adopt foreign best practices and good governance for the 2014 WIHC Belarusian delegation (including MIA officers) visited WIHC in Stockholm, Sweden. During 2012-2013 the issues of safety and security arrangements were closely studied at the Euro-2012 in Kyiv, Ukraine, and XXVII World Summer Universiad in Kazan, Russia.</p> <p>The acquired information was used to prepare the military staff to carry out tasks on safety of public order during the 2014 WIHC in Minsk.</p>
<b>Championship Fan Zones</b>				
11	Recommendation 12 - the Belarusian authorities should take account of the good practice contained in Standing Committee recommendation (2009) 1 on the use of public viewing areas at large scale sports events* in finalising their preparations for the fan zones. (* <a href="http://www.coe.int/t/dg4/sport/resources/texts/Rec_2009_01_EN_public_viewing.pdf">http://www.coe.int/t/dg4/sport/resources/texts/Rec_2009_01_EN_public_viewing.pdf</a> )	The 2014 WIHC, administration of sport arenas, concerned authorities	April-May 2014	<p>The 2014 WIHC developed and approved the schemes of fan-zones, allocation of facilities inside the fan-zones, determined the operation time.</p> <p>The facilities inside the fan-zones allocated according to safety requirements, i.e. the division of spectator flows of the audience, ensuring sufficient width of the gangways, ensuring corridors for special equipment in case of an emergency, etc.</p> <p>The territory, adjacent to the arenas, in limits of the fan zones was provided with barriers. To keep the service territory free from visitors, including the TV-compound, it was surrounded with a 2,5 m. fence.</p> <p>To strengthen the compliance of rules for staying of foreign citizens and stateless persons in the territory of Belarus the automatic registration system of foreign supporters was developed. The system was used in the hotels, health resorts and organizations. All the data was processed and sent electronically to the Internal Affairs Department.</p> <p>In order to prevent crimes and offenses in the railway transport during the 2014 WIHC on the basis of estimated forces and means all trains going through Minsk were escorted. The territorial Department of Internal Affairs, military staff and members of voluntary squads were invited. Upon the agreement with the Ministry of Internal Affairs of the Russian Federation, the Central and Northwest federal districts transport police was mobilized to escort the trains going to Minsk through the</p>

				territory of Russian Federation.
<b>Championship Media and Communications Strategy</b>				
12	The Belarusian authorities should establish a multi-agency media and communications group tasked to develop and deliver comprehensive information on the safety and security arrangements for the World Ice Hockey Championships	Ministry of Internal Affairs	25 April – 31 May 2014	<p>In compliance with the order of the Government of Belarus to ensure the safety of the 2014 WIHC from 25 April till 31 May 2014 on the basis of the Chief Internal Affairs Department of the Minsk City Executive Committee a single coordinating group for safety issues of the 2014 WIHC was formed. The group was tasked to gather information on safety and security situation status and necessary administrative decisions were taken according to the reported information.</p> <p>To prevent offences during the 2014 WIHC the Chief Internal Affairs Department carried necessary preventive work. The data on safety measures, registration of foreign citizens, transport routes to the ice arenas and other required information could be found on the official Internet-site of the Ministry of Internal Affairs (<a href="http://www.mvd.gov.by">www.mvd.gov.by</a>) and Chief Internal Affairs Department of the Minsk City Executive Committee (<a href="http://www.guvd.gov.by">www.guvd.gov.by</a>).</p>
<b>Safety and Security in connection with Other Sports Events</b>				
<b>Generic National Co-ordination Arrangements</b>				
13	The Belarusian authorities should consider establishing national co-ordination arrangements designed to ensure that an integrated safety, security and service strategy is designed and applied in respect of all sports events involving 1,500 or more spectators. It is further recommended that the strategy is documented and cascaded to all stakeholders at national and local level; and that its contents are reviewed on a regular basis.	Ministry of Sports and Tourism, Ministry of Internal Affairs, sport federations	During 2014-2015	In the meantime the Ministry of Sports and Tourism in cooperation with the Ministry of Internal Affairs is considering the possibility of detailed elaboration on the legislative level of the legal status of fans, their associations (fan-clubs), development and review of the existing Model rules of spectator behavior on the territory of sport facilities during sport events, fans support programs and preventive work, establishment of fan-clubs, official prohibition to visiting sport facilities for people who earlier violated the spectator behavior rules or had administrative/criminal sentence for breaking the law during sport events, development of Model technical requirements to the infrastructure of sport facilities.

<b>Draft Sports Act</b>				
14	The Belarusian authorities should review the Draft Sports Act to determine if it (i) facilitates delivery of all aspects of an integrated, multi-agency national strategy and provides a balanced approach between safety and security imperatives; and (ii) provides legal clarity on the respective roles and responsibilities of the organiser, police and other public authorities involved in managing sports events .	Ministry of Sports and Tourism, concerned authorities	During 2014-2015	In the Law of the Republic of Belarus dated 4 January 2014 No 125-Z “On physical culture and sports” measures on security of public order and providing public security during mass sport events constitute a separate article. The Instruction on classification of sport facilities of the Republic of Belarus and requirements for their operation approved by the Ordinance of the Government dated 5 September 2014 No 58. The legislative acts under the Law are still being developed.
<b>Arena Safety - Generic National Safety Standards</b>				
15	The Belarusian authorities should take account of European good practice in commissioning the preparation of model guidance for sports arenas and football stadia hosting events with more than 1,500 spectators incorporating minimum: (i) physical standards and facilities; and (ii) crowd management arrangements.	Ministry of Sports and Tourism, concerned authorities	During 2014-2015	When drafting Model technical requirements to the infrastructure of sport facilities it is planned to use the European good practice. We would be grateful for granting us materials and references.
<b>Arena Safety Audits</b>				
16	The Belarusian authorities should introduce a process of annually requiring the venue owners and operators to provide the local or national authorities with an effective independent audit trail demonstrating the venue is properly maintained and safely managed.	The 2014 WIHC Direction, Administration of sport arenas	May 2014	The Instruction on classification of sport facilities of the Republic of Belarus and requirements for their operation approved by the Ordinance of the Government dated 5 September 2014 No 58. In compliance with the order of the General Director of Hockey Club “Yunost-Minsk” the commission composed of experts from all departments was formed headed by the Chief Engineer of Chizhovka - Arena. The commission makes the inspections before each event and draws up the report on the readiness of the facility to hold an event. Headship of Minsk-Arena systematically does inspections of the facility by the qualified engineers of the structural units of the facility.

<b>Arena Perimeter Security</b>				
17	The Belarusian authorities should consider obliging venue managers to install hostile vehicle mitigation measures that do not impede arena access for pedestrians and emergency service vehicles	The 2014 WIHC Direction, Administration of sport arenas, concerned authorities	May 2014	<p>According to the concept of safety ensuring all persons, their belongings and vehicles coming through checking points allocated on the territories of Minsk-Arena and Chizhovka-Arena and adjacent fan-zones as well as hospitality zone “Students village” were carefully checked. Photo- and video of all people and vehicles coming through the checking points was effected.</p> <p>Besides the checking points were organized in two lines because there were fan-zones organized in front of the arenas. First line was across the fan-zones perimeter, the other – at the entrances to the arenas.</p> <p>For the record, Minsk-Arena and it’s fan-zone had 78 checking points, Chizhovka-Arena and it’s fan-zone – 67, hospitality-zone “Students village” – 11.</p> <p>A separate entrance was allocated for the sport teams, organizers and sponsors, service men and representatives of the mass media, guarded persons and VIP-persons.</p> <p>By checking procedure during the 2014 WIHC apart from the portable and fixed radio-meter locators the officers used radio-scans and ionizing radiation source detectors.</p> <p>For vehicles that serviced the 2014 WIHC transport checking points were allocated with a 24-hour operation period. During day time subject to checking were only the 2014 WICH participants and officials with special admittance cards. Any other vehicle was not allowed on the territory of fan-zones. Special equipment, foodstuff were delivered during night time according to the lists including vehicle number, organization, driver contact details and items specification.</p> <p>Before the operation of the checking point all the restricted area was thoroughly inspected, involving MIA pyrotechnical engineer groups. Explosive equipment and dangerously explosive items at the sport arenas and places of holding other WIHC related events were not detected, extraordinary situations were not recorded.</p> <p>In order to prevent intrusion of any persons on the restricted territory outside the checking points besides the metallic barriers the area was</p>

				<p>guarded by students of MIA Academy and MIA inner troops.</p> <p>Maintenance of public order inside the restricted territory was carried out by patrolling squads and the officers at the checking points. Specially trained volunteers also were attracted.</p> <p>The territory, adjacent to the arenas, in limits of the fan zones was provided with barriers. To keep the service territory free from visitors, including the TV-compound, it was surrounded with a 2,5 m. fence. Vehicles were allowed only by showing permits, in case of urgency upon the agreement of the STF Head.</p> <p>At the transport checking point all entering vehicles were searched visually and using dogs for prohibited items, narcotics, explosives, explosive assemblies as well as checked for radiation.</p> <p>The delivery of equipment and goods to the fan-zones was organized only before the opening for visitors, namely from 1 a.m. till 7 a.m. The scheme and driving routes for public and personal vehicle were developed on the territories adjacent to the arenas including the arrangement of parking lots and transportation of the supporters to the arenas.</p>
<b>Preventative and Community Projects</b>				
18	The Belarusian authorities should review how best to integrate preventative, social and educational projects into a wider, multi-agency approach to safety, security and service in connection with sports events at both national and local level.	Ministry of Sports and Tourism, Ministry of Internal Affairs, concerned authorities	During 2014 - 2015	In order to accomplish consistent state policy in the sphere of crime prevention, public order protection, ensuring national security and preventing group law infringements during preparation and holding of major international events the complex of appropriate strategic preventive measures in all the regions of the country.



**Appendix B****Glossary of Arena Infrastructure Terminology**

<b>Arena</b>	An indoor covered venue for sports or cultural events
<b>Barrier</b>	Any element of a sports ground, permanent or temporary, intended to prevent people from falling, and to retain, stop or guide people.
<b>Competent</b>	A person shall be regarded as occupationally competent where he or she has sufficient training and experience to meet the national occupational standards relevant to the tasks within their identified role. This includes knowing the limits of personal knowledge, skills and experience.
<b>Concourse</b>	A circulation area providing direct access to and from spectator accommodation, via stairways, ramps, vomitories, or level passageways, and serving as a milling area for spectators for the purposes of refreshment and entertainment. It may also provide direct access to toilet facilities.
<b>Contingency plan</b>	A contingency plan is prepared by the venue management setting out the action to be taken in response to incidents occurring at the venue which might prejudice public safety or disrupt normal operations (for example, the loss of power to CCTV or PA systems).
<b>Control point</b>	A designated room or area within the sports ground from which the safety management structure is controlled and operated. Also known as an ‘event control’ ‘match control’, or ‘stadium control’ room.
<b>Lateral gangway</b>	Channel for the passage of spectators through viewing accommodation running parallel with terrace steps or seat rows.
<b>Occupationally competent</b>	See Competent.
<b>Pitch perimeter barrier</b>	A barrier which separates spectators from the pitch or area of activity.
<b>Radial gangway</b>	Channel for the passage of spectators through viewing accommodation, running with the slope between terrace steps or seat rows. For the purposes of design and assessment, the criteria applying to radial gangways may be different from those pertaining to stairways.
<b>Rate of passage</b>	The number of persons per metre width per minute passing through an element of an exit system.
<b>Sightline</b>	The ability of a spectator to see a predetermined point of focus (such as the nearest touchline or outside lane of a running track) over the top of the head of the spectators sitting immediately in front.

<b>Sports ground</b>	Any place where sports or other competitive activities take place in the open air and where accommodation has been provided for spectators, consisting of artificial structures or of natural structures artificially modified for the purpose.
<b>Stadium</b>	A sports ground where a spectator will normally watch the event from a single point, for example at Football and Track and Field Athletics , in contrast to those where spectators are likely to be ambulatory, such as at horse racing and golf.
<b>Stairway</b>	That part of a structure which is not a radial gangway but which comprises of at least one flight of steps, including the landings at the head and foot of steps and any landing in between flights.
<b>Venue</b>	A location at which a pre planned performance or event takes place. See also Sports Ground and Stadium
<b>Vomitory</b>	An access route built into the gradient of a stand which directly links spectator accommodation to concourses, and/or routes for ingress, egress or emergency evacuation.

## Appendix C

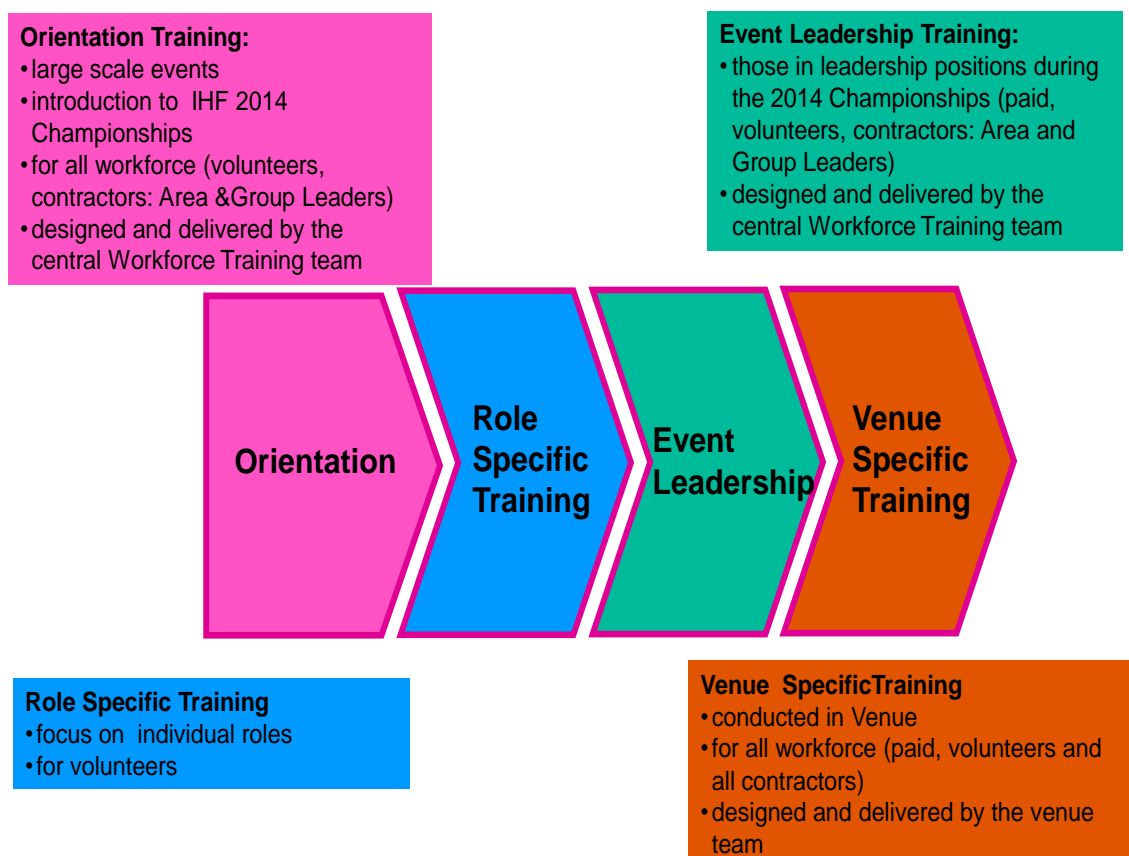
### Volunteer Training Graphic

For major events where large numbers of volunteers are required in addition to the core venue staff their training will be based upon that provided to the core venue staff.

Typically their training is modular and may follow the example plan below.

- i. *Orientation Training* regarding the event (example IHF 2014 Championships)
- ii. *Role Specific Training*, this is specific to the role of the volunteer for example safety or hospitality, language services. For the benefit of the organisers of the IHF 2014 Championships the London 2012 volunteer stewards training workbook is attached for example and as a reference. This is based upon the national occupational standards for the UK.
- iii. *Venue Specific Training* is the final stage of the volunteer training and covers the specific details of the venue the volunteer will be working at. (Ice rink, cultural venue or event, transport hub/location etc)

### What could Workforce Volunteer Training look like for the IHF 2014 Championships? Four modules



Additional information available from Martin Girvan at the UK Sports Grounds Safety Authority

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## Appendix D

## 2014 World Ice Hockey Championships - List of National Football Information Points (NFIPs) of Participating Countries

Country	SERVICE	ADDRESS	TELEPHONE / FAX	EMAIL
<b>Switzerland</b>	Hooliganism and NFIP Unit Federal Department of Justice and Police FDJP Federal Office of Police fedpol	Federal Office of Police fedpol Nussbaumstrasse 29 3003 Bern	+41 31 32 53038, +41 31 32 43596 (Fax)	dominic.volken@fedpal.admin.ch www.fedpol.admin.ch
<b>Czech Republic</b>	Policejní prezidium České republiky Úřad služby kriminální policie a vyšetřování (Police Presidium of the Czech Republic Bureau of Criminal Police and Investigation Service)	Strojnická 27 P.O.BOX 62/KPV 170 89 Prague 7	+420 974 834 623 +420 974 834 604 +420 603 190 315 +420 603 190 084 +420 974 834 639 (Fax)	<a href="mailto:uskpv.podatelna@mvr.cz">uskpv.podatelna@mvr.cz</a> <a href="mailto:cz.sis@mvr.cz">cz.sis@mvr.cz</a>
<b>Denmark</b>	Danish National Police, Communication Centre	Ejby Industrivej 125-135 2620 Glostrup	+45 4515 4200 +45 33 322 771 (Fax)	<a href="mailto:NEC@politi.dk">NEC@politi.dk</a>

Country	SERVICE	ADDRESS	TELEPHONE / FAX	EMAIL
<b>Germany</b>	Landesamt für Zentrale Polizeiliche Dienste Nordrhein Westfalen (LZPD NRW) Zentrale Informationsstelle Sporteinsätze (ZIS) Central Sports Intelligence Unit Germany	Schifferstr. 52 Postfach 210765 47029 Duisburg	+49 203 4175 4130 +49 203 4175 4131 +49 203 4175 4257 +49 203 4175 4258 +49 203 4175 4904 (Fax)	<a href="mailto:zis@polizei.nrw.de">zis@polizei.nrw.de</a>
<b>France</b>	Direction centrale de la sécurité publique Division nationale de lutte contre le hooliganisme	11, rue Cambacérès 75011 Paris	+33 1 49 27 48 45 +33 1 40 07 22 79 (Fax)	<a href="mailto:dcsp.pnif@interieur.gouv.fr">dcsp.pnif@interieur.gouv.fr</a>
<b>Italy</b>	Ministero dell'Interno Dipartimento della Pubblica Sicurezza Ufficio Ordine Pubblico Centro Nazionale di Informazione sulle Manifestazioni Sportive	Piazza del Viminale, 1 00184 Roma	+39 06 465 21300 +39 06 465 21900	<a href="mailto:cnims@interno.it">cnims@interno.it</a>

Country	SERVICE	ADDRESS	TELEPHONE / FAX	EMAIL
<b>Latvia</b>	Central Public Order Police Department of State Police	Ciekurkalna 1.linija 1, K-4, Riga, 1026	+371 67829335 +371 67829449 (Fax)	<a href="mailto:pasakumi@vp.gov.lv">pasakumi@vp.gov.lv</a>
<b>Norway</b>	NFIP International Section National Criminal Investigation Service	Brynsallen 6 N-0034 Oslo	+47 23208835 +47 99231114 +47 23208580 (Fax)	Mob: E-mail: <a href="mailto:turid.welo@politiet.no">turid.welo@politiet.no</a>
<b>Slovakia</b>	National Football Information Point Department of Extremism and Hooliganism Bureau of Criminal Police Presidium of Slovak Police Forces	Račianska 45 812 72 Bratislava	+42 10 9610 50111 +42 10 9610 50161 +42 10 9610 59095 (Fax)	<a href="mailto:nic@minv.sk">nic@minv.sk</a> <a href="mailto:divackenasilie@minv.sk">divackenasilie@minv.sk</a>
<b>Finland</b>	Helsinki Police, Operational Policing Department	Pasilanraitio 11 00240 Helsinki	+358 71 877 6111 +358 71 877 2812 (Fax)	<a href="mailto:nfip-fin@poliisi.fi">nfip-fin@poliisi.fi</a>
<b>Sweden</b>	National Bureau of Investigation, International Police Cooperation Division (IPO) Mr Robert Göransson, RKP/OPE Mr Daniel Bergvall, RPS/POA/EOS	POB 122 56 10226 Stockholm	+46 10 563 70 00 +46 8 651 42 03 (Fax)	<a href="mailto:ipo@rkp.police.se">ipo@rkp.police.se</a> <a href="mailto:robert.goransson@polisen.se">robert.goransson@polisen.se</a>

**APPENDIX E****Model Memorandum of Understanding****concerning international police cooperation in connection with providing safety and security at major sports events with an international dimension**

The ..... *name of the host State* and the ..... *name of the visiting State*, hereinafter referred to as the “Parties”, while they acknowledge the exceptional international importance of ..... *name of the event-called Tournament*, organised in.....*name the country where the event will take place*, declare their intention to jointly cooperate during the preparation and the course of this major sports event pursuant to the following documents<sup>1</sup>:....

as well as in accordance with the binding national legislation of both countries related to safety and public order,

the Parties will strive to ensure safety and security at ..... *name of the event*, providing close and effective cooperation among the relevant ministries, law enforcement authorities and other competent stakeholders.

Cooperation between the Parties should include in particular the following areas:

**I. Human Resource Support**

.....*name of the relevant entities of one side (visiting country)* declares its willingness to support the ..... *name of the relevant entities of another side (host country)* during the ..... *name of the event* by deploying its police officers to provide advisory and supportive activities, including the exchange of information on the behaviour of supporters, as well as threats to public order posed by them, in particular by performing the following functions..... *the composition of the police delegation (depending on the nature of the country) and the tasks which will be performed by them.*

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<sup>1</sup> The legal acts on the basis of which the cooperation will be conducted should be listed here.

The ..... *name of the host country* should provide/ensure the ..... *name of the visiting country* with:

- accreditation;
- accompanying police officers (cicerones);
- an overview of the operational plans and integration into the local policing operations;
- appropriate measures to ensure the safety of the visiting police delegation.

The police of ..... *name of the visiting country* may not possess or carry firearms or ammunition during their deployment in ..... *name of the host country*<sup>2</sup>.

The police of ..... *name of the visiting country* can be authorised to be in possession of hand-held cameras to gather evidence, if relevant, on supporters throughout the operation. Any materials obtained will, upon request, be shared with the police of ..... *name of the host country*.

The police of ..... *name of the host country* – no later than six weeks before the start of the event – shall arrange visits to the cities and event sites in order to acquaint the police of .... *name of the visiting country* with the preparation stage.

The police of ..... *name of the host country* shall bear the costs associated with the advisory and supportive activities performed by the police of ..... *name of the visiting country* in the territory of ..... *name of the host country*. This refers in particular to accommodation, food and necessary equipment.

The police of ..... *name of the visiting country* shall bear the travel costs of the police officers of ..... *name of the visiting country* from ..... *name of the visiting country* to ..... *name of the host country* and from ..... *name of the host country* to ..... *name of the visiting country*.<sup>3</sup>

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<sup>2</sup> It is recommended that the head of the delegation, liaison officers and spotters (police officers who have direct contact with supporters) should not possess firearms.

Sometimes it is possible for police officers (police forces) protecting the movement of supporters to possess firearms or ammunition, however this depends on the legal regulations and bilateral agreements between the two countries. It is also possible to include a statement that police officers may use coercive measures.

<sup>3</sup> If the event is organised by two countries, it is advisable to include a statement specifying who is responsible for transport between the two countries.



.... *name of the visiting country* will provide medical insurance for its police officers during their deployment in ..... *name of the host country*.

.... *name of the visiting country* will insure all its police officers against personal or property damage during their deployment in ..... *name of the host country*.

## II. Information exchange

.... *name of the visiting country and name of the competent office* will provide ..... *name of the host country and name of the competent office* with regular reports focusing in particular on the number of supporters, the routes and the destinations as well as likely behaviour in connection with the event.

The reports will be sent:

- at least once a week, starting from the fourth week before the commencement of the event until the deployment of the police officers of .... *name of the visiting country*;
- daily, starting from the time of deployment of the police officers of .... *name of the visiting country*.

.... *name of the visiting country and name of the competent office* will provide ..... *name of the host country and name of the competent office* with situation reports in relation to common crimes, organised crimes, terrorism and politically-motivated crimes in connection with the event.

The police of .... *name of the visiting country and name of the competent office* shall provide data on its supporters who are subject to a stadium ban. Such personal data should include the following information:<sup>4</sup>

- full name;
- date of birth;
- gender;
- citizenship;
- expiry date of the stadium ban.

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<sup>4</sup> The exchange of personal data and the type of data to be exchanged depends on the national regulations of the (visiting) countries. However, it is advisable to share this kind of data for the purpose of ensuring security during the event in line with the legislation on the exchange and protection of personal data.

The police of .... *name of the visiting country and name of the competent office* shall provide data on its supporters who are not subject to a stadium ban but who have already posed a threat due to their misbehaviour in connection with sports events. Such personal data should include the following information:<sup>5</sup>

- full name;
- date of birth;
- gender;
- citizenship.

The personal data shall be provided to ..... *name of the host country and name of the competent office* immediately after the signing of the Memorandum of Understanding.

.... *name of the host country* will ensure that any personal data:

- will be used solely for the purpose of ensuring the safety of the event;
- will not constitute the sole legal basis for action undertaken by the law enforcement forces of ..... *name of the host country*;
- will be registered to the database created or used for the purpose of ensuring the safety of the event;
- will be removed from the afore-mentioned database by ..... *date of deleting the data*.

The exchange of information, including any personal data, will take place in accordance with international law and the internal law of the Parties, duly exchanged by the Parties.

The police of ..... *name of the host country and name of the competent office* will regularly communicate to the police of .... *name of the visiting country and name of the competent office* any relevant information related to the event, in particular information concerning the behaviour of ..... *name of the visiting country* supporters and actions performed by them.

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<sup>5</sup> Not every country has such information, so the exchange of this kind of data depends on the national regulations and possibilities of the (visiting) country. However, it is advisable to exchange such data if possible in line with the legislation on the exchange and protection of personal data.

### III. Securing the movement of supporters

The safe movement of ..... *name of the visiting country* supporters whilst in the territory of ..... *name of the host country* will be within the competence of the ..... *name of the host country* police.

..... *name of the visiting country* shall observe and – where necessary – ensure the safe movement of the ..... *name of the visiting country* supporters as well as supporters from other countries migrating through their territory and travelling to the territory of ..... *name of the host country* in connection with the *name of the event*.

Information about ..... *name of the visiting country* supporters who have not obtained permission for entry into the territory of ..... *name of the host country* for reasons arising from the binding national legislation of ..... *name of the host country* will immediately be transferred to the police of ..... *name of the visiting country*.

The police of ..... *name of the host country* will inform the police of ..... *name of the visiting country* about any ..... *name of the visiting country* supporters returning to their territory against whom measures have been taken to ensure security and public order in the territory of ..... *name of the host country* in connection with the *name of the event*.<sup>6</sup>

### IV. Measures to control the entry of supporters into the territory of ..... *name of the host country*

..... *name of the visiting country* shall collect and exchange any information on persons arriving from other countries who intend to enter the territory of ..... *name of the host country* in connection with the *name of the event*.

..... *name of the visiting country* shall undertake all necessary measures provided by the law to prevent the departure from the territory<sup>7</sup> of ..... *name of the visiting country* of any persons who may pose a threat to public order at the *name of the event* or who have been involved in violence or disorder in connection with the sports events.

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<sup>6</sup> If it is planned to deploy police officers who will be responsible for the security of the movement of supporters (e.g. in trains) it is advisable to describe their tasks and responsibilities, namely what they can do and where they can go (e.g. as far as which railway station).

<sup>7</sup> If it is legally possible to prevent the "risk supporters"/supporters with a stadium ban from participating in the event or from leaving their home country, this should also be referred to in the agreement.

.... *name of the host country* shall provide ..... *name of the visiting country* with all relevant information regarding supporters of third countries who plan to travel through the territory of .... *name of the visiting country*.

## **V. Cooperation with the media**

The press officers of the Parties shall communicate directly in order to ensure cooperation with the media. Each Party shall inform each other of the contact points that they will assign.

The press officers of ..... *name of the visiting country*, if appropriate, will be available for press and media briefings and will liaise closely with the competent authorities of ..... *name of the host country*.

## **VI. Final provisions**

This Memorandum of Understanding is not an international agreement and neither creates any new international legal commitments between the countries nor violates any existing international commitments between ..... *name of the host and visiting country* and other countries.

The Parties intend to apply this Memorandum of Understanding starting from the date of its signature. The latter signature constitutes the appropriate date.

The competent law enforcement authorities of the Parties will make direct detailed agreements as necessary for the fulfilment of the provisions of this Memorandum of Understanding.

This Memorandum of Understanding shall remain in force until the end of the *name of the event*.

**Appendix F**

**Standing Committee Manual on Safety Officer/Steward Training \***

**Appendix G**

**European Handbook on Police Co-operation \***

(\* *electronic copy only*)

**National Report by Belarus**

**H1 The structure and organization of sport in Belarus**

The legal and economical basis of the sport activity, holding of sport events in the Republic of Belarus and participation of athletes (teams of athletes) of the Republic of Belarus in international sport competitions are defined by the Law of the Republic of Belarus “On Physical Culture and Sports” dated 18 June 1993.

The state control in the sphere of physical culture and sport is effected by the President of the Republic of Belarus, the Parliament of the Republic of Belarus, the Ministry of Sports and Tourism of the Republic of Belarus, local Councils of Deputies, administrative and regulatory authorities and other governmental bodies within their competence in accordance with the legislation.

The system of physical culture and sport in the Republic of Belarus includes:

Governmental authorities within their competence administrating the sphere of physical culture and sport;

Physical Culture and Sport Organizations;

Other organizations accomplishing the activities in the sphere of physical culture and sport.

• **Governmental Authorities:**

Ministry of Sports and Tourism;

Regional Sports and Tourism Administrations, Minsk Municipal Sport and Tourism Administration

• **Other governmental authorities within their competence.**

Ministry of Education

Ministry of Health

Ministry of Internal Affairs

Ministry of Labor and Social Security

other ministries and authorities.

**3.** Standing Commission for Education, Science, Culture and Social Development of the Council of the Republic of the National Assembly of the Republic of Belarus.

Commercial and noncommercial Physical Culture and Sport Organizations can be established in the Republic of Belarus.

**The Physical Culture and Sport Organization** is a legal person that fulfills according to the constituent documents an activity (including a commercial activity) aimed at the following:

1. the development of physical culture and sport and/or kind of sport;
2. the preparation of sport reserve and/or top level athletes;
3. the recreational activity and/or involvement of population into physical activity;
4. holding sport events and/or participating in them, including the preparation of athletes (teams of athletes) and the representation of athletes (teams of athletes) on behalf of the organization at the sport competitions;
5. scientific and methodological support of the physical culture and sport system.

The Physical Culture and Sport Organizations are:

- 1. *the National Olympic Committee of the Republic of Belarus;***
- 2. *the Paralympic Committee of the Republic of Belarus;***
- 3. *sport federations (unions, associations);***

**4. *sport clubs*** the organizations fulfilling the activity of the preparation of athletes (team of athletes) and the representation of athletes (teams of athletes) on behalf of the organization at the sport competitions;

**5. *specialized educational sport establishments*** are noncommercial organizations the activity of which aimed at the preparation of sport reserve and/or top level athletes.

*The specialized educational sport establishments are the following:*

- 1. General Preparation Youth Sport Schools;*
- 2. Youth Sport Schools;*
- 3. Youth Technical Sport Schools;*
- 4. Specialized Olympic Reserve Youth Sport Schools;*
- 5. Specialized Technical Sport Schools;*
- 6. High Sport Mastership Schools;*
- 7. Olympic Reserve Centers;*
- 8. Olympic Preparation Centers.*

**6. *Recreational sport centers*** are organizations having in its ownership, economic activity or operational maintenance sport facilities and ensuring access of the population and organizations to

these facilities in order to hold sport events or provide recreational services on the basis of these facilities;

***7. other Physical Culture and Sport Organizations.***

*Governmental organizations under the Ministry of Sports and Tourism:*

Belarusian State University of Physical Culture;

Republican Educational and Methodical Center of Physical Education;

Scientific and Research Institute of Physical Culture and Sports of the Republic of Belarus;

Museum of Physical Culture and Sports of the Ministry of Sports and Tourism of the Republic of Belarus;

Republican State College of Olympic Reserve;

National Anti-Doping Agency;

Republican Center of Sports Medicine;

Office of the newspaper “Sportivnaya Panorama”;

Cultural and Entertainment Facility “Palace of Sports”;

State establishment “Belsportobespecheniye”;

Olympic Sports Complex “Staiki”;

Republican Unitary Enterprise “National Sports Lotteries”.

The organization of recreational activity and the involvement into physical activity of the handicapped including children with mental and physical disabilities is executed by the Ministry of Education, Ministry of Health, Ministry of Sports and Tourism, Ministry of Labor and Social Security, local administrative and regulatory authorities and other governmental bodies within their competence.

Local administrative and regulatory authorities organize physical activities of population domiciliary.

Educational establishments, other organizations, entrepreneurs that according to the legislation are granted the right to carry out educational activities determine in accordance with the legislation reasonable forms and methods of physical education, holding trainings on the basis of basic, specialized secondary educational program documentation as well as carry out additional recreational sport activity involving physical culture and sport organizations.



## **H2. Legislation on violence prevention in sport**

The Law of the Republic of Belarus "On Mass Events in the Republic of Belarus" dated 30 December 1997 № 114-Z is the main piece of legislation on prevention of violence in sport and prevention of the misbehaviour at sports events.

According to the amendment of the aforesaid Law dated 8 November 2011 № 308-Z, the concept of "other mass event" was introduced (meaning sports, cultural shows, some other entertainment and religious activities held in specifically designed for this purpose indoor premises or outdoor facilities). According to the amendment of the Law of the Republic of Belarus as dated 21 July 2008 № 416-Z and dated 08 November 2011 № 308-Z, a number of actions to be prohibited during other mass events, as well as rights and obligations of the organizers, law enforcement officers responsible for the protection of public order and finally the responsibility for violation of the established procedure of organization and (or) holding mass events were identified.

The order of interaction of law enforcement agencies, organizers of public events and community representatives with responsibilities for the protection of public order, and the protection of public order and public safety during mass events is determined by the Council of Ministers of the Republic of Belarus (the Ordinance dated 05.03.2012 № 207).

The Ordinance of the Council of Ministers of the Republic of Belarus dated 5 March 2012 № 207 regulates the order of interaction between law enforcement bodies, the organizers of mass events and public representatives responsible for maintenance of public order, on maintenance of public order issues and ensuring of public safety at holding mass events.

The Law of the Republic of Belarus "On Physical Culture and Sports" dated 18 June 1993 № 2445-XII determines the following: "during physical trainings and sports, including sports competitions, safety rules on doing sport activities must be observed as approved by the order of the Ministry of Sports and Tourism of the Republic of Belarus dated 21 December 2004 № 10".

Legislation regarding ensuring of public safety proved its effectiveness in practice. At once, currently a new edition of The Law of the Republic of Belarus "On Physical Culture and Sports" dated 18 June 1993 № 2445-XII is in its second reading in the House of Representatives of the National Assembly of the Republic of Belarus. In this version of the law measures regarding protection of public order and ensuring public safety during mass events are rendered in a separate article (enclosed).

## **H3. Draft Law "On Physical Culture and Sports in the Republic of Belarus" (extract)**

Article 36. The measures on security of public order and providing public security during mass sport events

1. When organizing mass sport events the security of public order and providing of public security in the territory of sport facilities and specifically equipped territories around sport facilities, escape routes and public places adjoining the places of holding mass sport events are executed in accordance with the legislation.

2. With a view to secure public order and provide public security during mass sport events the following persons are not allowed to enter in the territory of sport facilities and specifically equipped fan zones:

people do not having entrance tickets or other documents that allow passing into the territory of sport facility and specifically equipped fan zones;

hiding their faces under masks;

rejecting personal screening or examination of their belongings;

people caring:

items and substances forbidden to bring in by the Safety Rules On Doing Sport Activities including alcoholic beverages, beer, narcotics, psychotropic substances or analogous, toxic or other intoxicating substances, cold arms, fire arms, gas or other weaponry, parts and components of weapons, explosive substances and ammunition as well as specially made or adjusted items the use of which can constitute a menace to people's life and health, be a damage to physical bodies, organizations, impede with the organization of mass sport event, aside from the cases envisaged by the legislative documents;

imitation and replica of cold, fire, gas or other arms, explosive substances and ammunition;

flags, streamers not registered in accordance with the legislation as well as emblems, symbols, posters, banners or other means with the content harmful to public order, rights and legal interests of people, aiming at breaking out of war or connected with extremist activity;

people at the state of alcoholic intoxication or at the state induced by the intake of narcotic means, psychotropic substances or analogous, toxic or other intoxicating substances;

people acting the way that violate established order of organization and carrying out of mass sport event, put obstacles to the measures on security of public order and providing public security as well as soliciting other people to such actions soever.

The officers of interior services providing public security have the right to run the personal screening and the examination of personal belongings, including with the assistance of technical equipment and special tools. The personal screening of people is executed by the officer of the same gender with the examined person.

3. During the carrying out of mass sport events in the territory of sport facilities and specifically equipped fan zones it is forbidden:

to be present at the state of alcoholic intoxication or at the state induced by the intake of narcotic means, psychotropic substances or analogous, toxic or other intoxicating substances;

to have or use the items or substances forbidden by the Safety Rules On Doing Sport Activities including alcoholic beverages, low-alcohol beverages, beer, cold, fire, gas or other arms, parts and components of weapons, explosive substances and ammunition as well as specially made or adjusted items the use of which can constitute a menace to people's life and health, be a damage to physical bodies, organizations, impede with the organization of mass sport event, aside from the cases envisaged by the legislative documents;

to have and (or) use imitation and replica of cold, fire, gas or other arms, explosive substances and ammunition;

to drink alcoholic beverages, low-alcohol beverages, as well as beer in the places not designated for this purpose;

to use the sources of open fire, to smoke, to consume narcotic means, psychotropic substances or analogous, toxic or other intoxicating substances;

to hide their faces under masks, act like violating public order, causing damage to life and health of athletes, coaches, judges that participate in mass sport events, fans or other physical persons being at the places of mass sport events, aside from the cases envisaged by the legislative documents;

to have and (or) use flags, streamers not registered in accordance with the legislation as well as emblems, symbols, posters, banners or other means with the content harmful to public order, rights and legal interests of people, aiming at breaking out of war or connected with extremist activity;

to influence by any possible means on the offices of inner service in order to withhold them from executing their duties, as well as organizers of mass sport events, administrative or other staff that operate mass sport facilities, public representatives carrying out duties on preserving public order, in order to hinder their execution of official and public functions on security of public order and preserving public security;

to commit other actions violating the established order of organization and carrying out of mass sport events as well as soliciting other people to such actions soever.

Persons not following the above mentioned restrictions are turned out of the territory of sport facilities and specifically equipped fan zones with no compensation of the entrance tickets cost and are brought to responsibility in cases determined by the legislative documents.

**H4 Programme of the visit**  
(Accommodation — Hotel «Jubileyny»)

**25 November, Monday**

14.30	Arrival at the «Minsk» National airport. The delegation is welcomed by the First Deputy Minister of Sports and Tourism Mr A.Gagiev and the Head of the International Cooperation Division of the Ministry Mr A.Daronko
15.30	Check-in at the «Jubileyny» Hotel
17.00 – 18.00	Introductory meeting in the Ministry of Sports and Tourism
18.00 – 19.00	Free time
19.00 — 20.00	Private dinner

**26 November, Tuesday**

8.00 — 9.00	Private breakfast
9.30 – 10.00	Transfer to the National Olympic Committee of the Republic of Belarus.
10.00-10.40	Meeting at the National Olympic Committee of the Republic of Belarus
10.40-11.00	Transfer to the “Minsk-Arena”
11.00 — 13.00	Visit of the “Minsk-Arena” Multifunctional Sport and Cultural Centre
13.00 — 15.00	Lunch
15.00 – 15.30	Transfer to the Ministry of Sports and Tourism
15.30 — 17.00	Meeting at the Ministry of Sports and Tourism with representatives of the Belarusian Ice Hockey Association, Ministry of Internal Affairs, Ministry of Foreign Affairs
17.00 — 17.30	Transfer to the “Minsk-Arena” Multifunctional Sport and Cultural Centre
17.30 – 21.00	CHL ice-hockey match: “Dynamo” (Minsk) vs “Neftekhimik” (Nizhnekamsk-Russia)
21.00 – 22.00	Private dinner

**27 November, Wednesday**

8.00 — 9.00	Private breakfast
10.00 — 12.00	Meeting with the representatives of fan clubs
12.00-13.00	Visit of the “Tchizovka Arena” Multifunctional Sport and Cultural Centre
12.00-12.30	Transfer to the National Press-Centre of the Republic of Belarus (for Mr.Vanecke and Mr.Khrychikov)
12.30 – 13.00	Press conference
13.00 — 14.00	Lunch
14.00 — 15.00	Transfer to Borisov (Minsk region)
15.00 —17.00	Visit of the city football stadium
17.00 — 18.00	Transfer to Minsk, hotel “Yubileyny”
18.00 — 19.00	Free-time
19.00 – 21.00	Dinner hosted by the Ministry of Sports and Tourism of the Republic of Belarus.

**28 September, Thursday**

4.00-4.45	Transfer to the “Minsk” National Airport (for Mr.Kujala and Mr.Girvan)
5.00	Check-in
6.00	Departure of Mr.Girvan
6.35	Departure of Mr.Kujala
8.00 — 9.00	Private breakfast
9.30 — 10.00	Transfer to the Ministry of Sports and Tourism
10.00 — 11.00	Meeting at the Ministry of Sports and Tourism, stock-taking of the visit results
12.00 – 13.00	Transfer to the “Minsk” National Airport
13.30	Check-in
14.30	Departure of the delegation

**PART II – COMMENTS FROM BELARUS**

The Belarusian authorities have not made any comments on this report.