

STANDING COMMITTEE (T-RV)

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

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 March 2014

T-RV (2014) 8

**Standing Committee
Consultative visit to Croatia
29-30 November 2013**

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

DRAFT

DRAFT REPORT OF THE CONSULTATIVE VISIT TO CROATIA

Report Contents

Section	Subject	Page
A	Background and Explanation	
A.1	Structure of Report	4
A.2	Purpose of the Visit	4
A.3	Supporting Documentation	5
A.4	Preliminary Visit	5
A.5	Preliminary Visit Report	5
A.6	Consultative Visit	6
A.7	Standing Committee Delegation	6
A.8	Visit Itinerary	6
A.9	Status of Report	7
B	Integrated Approach to Safety, Security and Service	8
C	Strategic Co-ordination of Integrated Approach	
C.1	Co-ordination at National Level	8
C.2	Data on Football Related Incidents and Associated Matters	10
C.3	Co-ordination at Local Level	10
C.4	Local Integrated Pilot Projects in Zagreb and Split	12
C.5	Legislative and Regulatory Framework	13
C.6	International Co-operation	13
C.7	Media and Communications Strategy	14
D	Safety	
D.1	Stadium Infrastructure	15
D.2	Minimum Stadium Safety Standards	16
D.3	Stadium Safety Certification and Licensing	17
D.4	Stadium Safety Management Arrangements	18
D.5	Stadium Safety Officers (Club Security Commissioners)	19
D.6	CFF Security Personnel	20
D.7	Stadium Control Rooms	20
D.8	Stewarding Operations and Training	21
D.9	Ticketing Voucher Scheme	22
D.10	Registered Supporters Clubs	23
D.11	Match Risk Categorisation	24
D.12	Use of Pyrotechnics in Stadia	25
D.13	Integrated Training of Key Police and Stadium Safety and Security Personnel	26
E	Security	
E.1	Policing Football Operations	26
E.2	Pivotal Role of the NFIP in Policing Football and Exclusion Arrangements	27
E.3	Local Police Banning Order Operations	28
E.4	Other Exclusion Measures	29

F	Service	
F.1	Supporter Communication Concept	31
F.2	Supporter Communication Strategy	31
F.3	Supporter Liaison Officers (SLOs)	32
F.4	Preventative and Educational Initiatives	33
F.5	Community Projects	33
G	Concluding Remarks and Summary of Recommendations	
G.1	Concluding Remarks	34
G.2	Summary of Recommendations	35
Appendix A	Visit Action Plan	
Appendix B	National report	

Section A Background and Explanation

A.1 Structure of Report

This report has five inter-related sections on:

- (A) Background and Explanation
- (B) Integrated Approach to Safety, Security and Service
- (C) Strategic Co-ordination Arrangements
- (D) Local Integrated Pilot Projects in Zagreb and Split
- (E) Safety
- (E) Security
- (F) Service
- (H) Conclusion and Summary of Recommendations

An Action Plan to be completed by the Croatian 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 Croatian authorities in making football venues safe, secure and welcoming for all spectators.

A2 Purpose of the Visit

As a result of discussions between the Croatian Government and UEFA in March 2013, it was agreed that UEFA and the Standing Committee (i.e. Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches) should undertake a consultative visit in order to provide advice and recommendations on the safety and security arrangements for football matches played in the Republic of Croatia, or played by Croatian teams in international competitions.

In his letter on behalf of the Croatian Government formally inviting an evaluation visit, the Minister of Interior (Mr Ranko Ostojic) identified three themes for discussion during the formal visit:

- training and licensing of stewards
- equipping and licensing of stadia (termed "football clubs"); and
- joint training of police commanders and stadium safety/security managers.

Although unquestionably key themes, it was subsequently agreed that all parties would be better served if a range of issues associated with the safety, security and service arrangements in connection with international and domestic football matches played in Croatia were explored in open and frank discussion. It was also agreed that the visit would be a Standing Committee consultative, rather than an evaluation visit.

A.3 Supporting Documentation

Mr Dubravko Perc (head of the Croatian NFIP), appointed by the Croatian Minister of the Interior as the contact person for the Standing Committee, provided a wide range of information and supporting documentation, including translated versions of:

- Prevention of Disorder at Sports Competition Act 2003 (as amended in 2011);
- Ordinance on Sporting Events Stewards Training (produced in accordance with Article 11(4) of the 2003 Act);
- Croatian Football Federation's Safety and Security Regulations (2009);
- Croatian Football Federation's model Stadium Safety Certificate ("Security Assessment");
- Croatian Football Federation's Club Licensing Regulations, 2012 Edition (supplied on arrival);
- The Sports Act 2007;
- Action Plan "for the implementation of Educational Measures to fight violence in sport and outside of sports events".

The documentation, and additional material provided thereafter, was of great assistance, not least in terms of setting out the legislative, regulatory and strategic framework governing the safety, security and service arrangements in connection with Croatian football, and in prompting meaningful dialogue with host representatives.

A.4 Preliminary Visit

To assist the consultation, it was agreed with the Croatian authorities that a small Standing Committee delegation should visit Croatia on 6-7 June 2013 for preliminary discussions with key personnel representing the General Police Directorate of the Ministry of Interior (including the NFIP), Croatian Football Federation (HNS) and the Government of the Republic of Croatia, notably the Ministry of Science, Education and Sport and the Ministry of Interior. That visit was timed to provide opportunity to supplement the meetings with observation of the policing and stadium safety and security operations in connection with the 2014 World Cup Qualifying match between Croatia and Scotland, played in the Maksimir Stadium in Zagreb on 7 June 2013.

A.5 Preliminary Visit Report

To assist the Croatian authorities prepare for the consultative visit, a comprehensive preliminary report was submitted to the Croatian authorities, UEFA and the Standing Committee. (Document reference T-RV (2013) 6).

The Preliminary Report contained 25 provisional recommendations, including proposals on a range of important work streams intended to assist the *National Committee for the fight against violence in sport* (National Committee) develop an integrated, multi-agency action plan for reducing safety and security risks in connection with Croatian football matches.

For purposes of clarity and ease of reference, the observations and recommendations contained in the preliminary report have been updated and incorporated in this Consolidated Report. As a result, the preliminary report (document T-RV (2013) 6) is now subsumed by this document and is no longer extant.

A.6 Consultative Visit

Following the preliminary visit, a Joint Standing Committee/UEFA Consultative Visit took place between the 29th November and 1st December 2013.

In view of the provision of a comprehensive preliminary report, it was decided that the primary focus of the consultative visit would centre on: (i) themes identified in the preliminary report as requiring further consideration; and (ii) identifying some tangible work streams designed to reduce safety and security risks in connection with football matches played in Croatia.

A.7 Standing Committee Delegation

The Consultative Visit Team comprised:

- Jo Vanhecke, Chair of the Standing Committee, delegate of Belgium; team leader
- David Bohannon, Chair of Pan-European Think Tank of Football Safety and Security Experts, rapporteur;
- Adrian Dinca, Romanian National Football Information Point, delegate of Romania;
- Rick Riding, UK Sports Grounds Safety Authority, delegate of UK;
- Sergey Khrychikov, Secretariat of the Standing Committee;
- Marc Timmer, Head of Stadium and Security, UEFA; and
- Kenny Scott, UEFA

A.8 Visit Itinerary

The *consultative team* is extremely grateful to Dubravko Perec (NFIP) and Zoran Cvrk (CFF) and all the host agencies for their excellent organisation of the visit and for their willingness to enter into open and frank discussion about a range of key and inter-related safety, security and service challenges.

During the visit, the *consultative team* met with:

- Mr. Ranko Ostojić, Vice-president and minister of the Interior of the Government of the Republic of Croatia along with senior representatives of the Croatian Police and Ministry of Science, Education and Sport;
- Mr. Damir Vrbanović, executive president of the Croatian Football Federation along with senior representatives of the Federation and Association of Professional Football clubs of the 1st Division (I. HNL);
- Mr. Tomislav Svetina, executive director along with other senior representatives of GNK Dinamo ("Dynamo Zagreb");
- Mr Marin Brbic, president of HNK Hajduk ("Hajduk Split");
- supporters group "Uvijek vjerni" (official fans of the national team); and
- Mr. Ivan Zvonimir Čičak, president and senior colleagues of the Croatian Helsinki Committee (HHO).

The *consultative team* was also able to observe:

- the organizational meeting for the match GNK Dinamo vs HNK Hajduk; and
- policing and in-stadia safety and security operations in connection with the match GNK Dinamo vs HNK Hajduk at the Maksimir Stadium on 1st December 2013

The visit also included presentations by (i) Fire – Shield (Pyrobubbles products for the reduction of the effect of pyrotechnics) and (ii) Dallmeier Panomera (CCTV surveillance system) at the "Maksimir" stadium attended by, inter alia, representatives of GNK Dinamo, HNK Hajduk, CFF, police, fire brigade, representatives of the FA of Serbia and Association of the professional clubs of the 1st division (I. HNL).

A.9 Status of Report

The *consultative team* would like to repeat the reassurance offered at every opportunity during the preliminary and consultative visits that the aim of this consolidated report is to support and assist the Croatian authorities in their task of providing a safe, secure and welcoming environment at football matches in Croatia. It should also be seen as an ongoing commitment on the part of the Standing Committee and UEFA to provide, on request, further advice and support to the Croatian authorities.

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 football-related incidents and risks, among and within each country.

However, the *consultative team* strongly recommends that the Croatian authorities continue to take full account of established European good practice in developing and delivering a customised integrated, multi-agency approach to football safety, security and service.

The consultative team fully recognise that implementing the wide range of European good practices recommendations in this report will take time and that there will be a need to prioritise certain work streams, notably in respect of:

- **the need for a national strategy document setting out an integrated approach to safety, security and service (Recommendation1) - this Action Plan could provide a starting point for this task;**
- **the need for more effective and targeted exclusion arrangements as part of the wider national strategy (Recommendations 30-32);**
- **the setting up of two local integrated pilot projects in Zagreb and Split (Recommendations 8 and 9); and**
- **developing a stadium modernisation strategy and associated stadium safety arrangements (Recommendations 14-16)**

It is also recognised that many of the other recommendations are generic in tone and that each will have to be considered in depth in order to custom and implement arrangements that will best reflect the circumstances in Croatia. The *consultative team* is of the view that the establishment of the two local integrated pilot projects in connection with football matches played by GNK Dinamo and HNK Hajduk will greatly assist in identifying and developing models of application that can be introduced nationally.

Section B - Integrated Approach to Safety, Security and Service

European experience evidences the importance of adopting an integrated, multi-agency, approach to safety, security and service in connection with football events. This was emphasised throughout the preliminary and consultative visits.

An integrated approach is crucial and its three pillars (safety, security, service) are inter-related and overlap. The reality is no one agency and no element of a wider strategy can prevent or tackle football risks in isolation. It is not just about agencies sharing details of their respective plans and operations, it is also about agencies working together to ensure that the various operations are complementary and take full account of any impact on the wider strategy.

It is recognised that in many 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 safety and security 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 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 football-related community projects and supporter engagement.

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. It is crucial, therefore, that each component of any national or local strategy is seen as being but one element of a comprehensive, multifaceted integrated approach.

This rationale was explained in depth, and its importance acknowledged, throughout the two visits. Ensuring that all relevant agencies understand and apply an integrated approach is a key reason why the role of national and local co-ordination arrangements is so important.

Section C Strategic Co-ordination of Integrated Approach

C.1 Co-ordination at National Level

European experience demonstrates that government-led national co-ordination arrangements need to be in place to ensure that an integrated safety, security and service strategy is developed, refined as necessary in the light of experience (good and bad), and implemented effectively at international, national and local level.

The importance of strategic co-ordination is recognised by the Croatian Government in the setting up of a multi-agency National Committee for the Fight against Violence in Sport (*National Committee*). The National Committee is chaired by the Assistant Minister of the Ministry of Science, Education and Sport with the Ministry of the Interior's Deputy General Police Director a national co-ordinator. It was suggested that Membership was determined upon the need to provide an appropriate balance between competence, knowledge and experience and decision making abilities.

It is understood that the National Committee met on a number of occasions in 2013 to develop work streams designed to reduce safety and security risks and made some important decisions in respect of matters like the role of the courts and prosecutors.

Clearly the setting up of the National Committee is an important development and the identification of key work streams positive. However, it will be important to explain the integrated concept, and its application, to a wider audience, notably stakeholders at national and local level. The consultative committee strongly recommends, therefore, that the National Committee develop a comprehensive integrated strategy document.

Recommendation 1 - the Croatian authorities should prepare a national strategy document setting out the key measures necessary to deliver an integrated approach to safety, security and service

It can add value if the document indicates which agency has lead responsibility for the implementation of each component of the strategy, along with projected timescales for implementation where possible (the appended Action Plan can serve as a basis). European experience suggests that the strategy document will need to be reviewed and refined on a regular basis as lessons, good and bad, are learned.

The name of the Committee does appear unduly negative and is not consistent with the need for the Committee to consider a wider range of safety, security and service matters under the "integrated" umbrella.

It is recognised that the meaning of the title may be distorted in the English language translation and that the name of a committee may not be a major issue in itself. However, it might be desirable to re-name the Committee to reflect that its remit will encompass themes that may be linked to preventing violence but which also have wider and positive safety and service objectives.

Recommendation 2 - the Croatian authorities should consider refining the title of the National Committee to reflect the (positive) need to co-ordinate the development and delivery of an integrated approach to safety, security and service.

During both visits, a number of issues were discussed with differing perspectives expressed by key agencies. The most obvious example of which centred on legal ambiguity and contrary views on who should fund much needed stadia modernisation. This issue is pursued in Section D.1 below.

The *consultative team* consider it would be prudent for the National Committee to consider and clarify who is responsible for determining a way forward in the event of the Committee being unable to reach an agreed position on any potentially fundamental issues. As the Committee was established by the Prime Minister's cabinet, it is assumed that the Prime Minister would be the ultimate authority for decision making. To avoid confusion, it is recommended that this is made clear in the Committee's terms of reference.

Recommendation 3 - the Croatian authorities should ensure that the role, remit and terms of reference of the National Committee provides clarity on which Governmental Department is the ultimate authority in determining the way forward in respect of matters on which stakeholders cannot agree.

C.2 Data on Football Related Incidents and Associated Matters

It is well documented that the consultative visit was prompted by UEFA concerns regarding the number and character of incidents of violence and other misbehaviour involving Croatian fans (notably supporters of Croatian clubs competing in UEFA competitions). Clearly there have been a series of high profile incidents but it was felt important to obtain a better understanding of the actual levels of football-related disorder, both in connection with domestic and international matches.

During the both visits, the Croatian police and Football Federation advised that most problems occur at football matches in the highest Croatian League and UEFA fixtures, and suggested that these incidents usually involved the supporters of five clubs and the use of pyrotechnics. Incidents of significant violence were rare and mostly limited to groups of "supporters" linked to GNK Dinamo and HNK Hajduk.

It is important for all parties to have access to comprehensive data on levels of football-related disorder, the nature of such incidents (for example pyrotechnics, violence or other misbehaviour), the location (inside or outside stadia) and the associated policing and judicial response. This information, coupled with data on match attendances, will be of great assistance in terms of identifying emerging challenges and in assessing the impact of counter measures.

Recommendation 4 - the Croatian authorities, through the NFIP, should continue to gather and analyse data on football-related misbehaviour to ensure that the number and type of incidents in connection with football matches are recorded and linked to the number of arrested/detained persons, number of prosecutions and number of banning order sanctions imposed following a judicial process.

In highlighting the importance of this matter, the *consultative team* wishes to stress that this statistical data function is not the only, but one of a number of key activities that the NFIP will need to undertake if the national strategy and integrated local pilot projects are to be developed and delivered effectively. These inter-related issues are pursued in Sections under Section E.2 and C.4 respectively.

Recommendation 5 - the Croatian football authorities should (wherever possible) continue to gather and record attendances at all international matches and domestic cup and league matches involving top Division teams.

C.3 Co-ordination at Local Level

European experience also demonstrates that it is equally important for multi-agency co-ordination arrangements to be established at local level. Such arrangements are not universally in place in Croatia. Article 23 of the CFF Safety and Security Regulations does oblige the match organiser to establish a multi-agency liaison group to meet in the event of an emergency, but there is no indication in the Regulations if this group is expected to meet on a regular basis to discuss long term policies or to agree upon the safety and security arrangements for every match. The CFF security officer can insist that it does so in respect of "high risk" matches and can instruct the relevant local agencies to employ additional security measures if considered necessary.

This ad hoc arrangement, solely focused on the next coming event, does not reflect European good practice, given the need for local stakeholders to meet on a regular basis to deliver an integrated approach (with a long term vision); clarify the event-specific functions of each agency; oversee safety certification of stadia and associated safety and security arrangements; and resolve contested or uncertain issues. More structured local liaison can also provide a basis for implementing at a local level the national strategy.

Moreover, the emphasis on security in the current local liaison arrangements is misplaced. Safety is a crucial consideration at all matches whereas security is inevitably risk based and of variable in character. Moreover, the organiser is not the appropriate authority to oversee and co-ordinate this crucial function given that: the chief of police (on behalf of the Interior Ministry) is currently responsible for granting the organiser a safety certificate (termed as "*Security Assessment*"); the municipality may be the stadium owner; and multi-agency preparations need to encompass arrangements outside of stadia.

Furthermore, the current arrangements do not appear to include the active participation of local authorities. This does not reflect European good practice and is a matter that the *consultative team* believes should be redressed in the proposed local co-ordination arrangements, not least because the football experience extends beyond the stadia itself and because all parties stand to benefit from the development of closer links between football clubs and the local population (see Section F).

Recommendation 6 - the Croatian authorities should establish local multi-agency co-ordination arrangements in cities hosting football matches played under the auspices of the CFF and other matches for which the CFF has given its written consent.

Recommendation 7 - the Croatian authorities should 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 football events (inside and outside of stadia) safe, secure and welcoming, are represented at an appropriate ("influential") level.

As a starting point, it is suggested that the National Committee should consider the following objectives and tasks in clarifying the remit of the proposed local co-ordination structure:

- ensure that local operating arrangements (inside and outside of stadia), are comprehensive and take full account of the principles enshrined in an integrated approach to safety, security and service;
- ensure that operational strategies of local stakeholders are complementary;
- ensure that local strategies are reviewed and updated (where necessary) to reflect any refinements to the national integrated approach and post-match analysis of events connected to previous matches;
- ensure that the respective roles and responsibilities of all personnel engaged in delivery of football related operations are clear, concise and widely understood;
- ensure that multi-agency preparations clarify operational primacy;
- ensure that local liaison embraces all aspects of the wider integrated approach likely to impact on the match day dynamic, notably policing strategies, stadium licensing, ticketing, stewarding and other in-stadia operating arrangements; local hospitality and related activities (including community and supporter liaison); transport and other logistical factors; and crisis planning for emergency scenarios (inside and outside of stadia);
- ensure that football supporter groups and local communities and businesses, especially those located in the vicinity of football stadiums and city centre areas (where supporters are likely to gather before and after matches) are consulted and kept informed of operational strategies in public and private spaces (including in and around football stadia); and

- ensure that consideration is being given to identifying and delivering any football-related community and wider social preventative projects and otherwise promoting the active engagement of local football clubs and partner agencies within local communities.

The importance of local co-ordination arrangements was highlighted and it was clearly apparent that all key governmental, policing and football agencies are aware of the need for radical action to transform the football experience in Croatia. It was also recognised that this action would need to reflect the national strategy and be implemented at a local level if substantive progress was to be achieved.

C.4 Local Integrated Pilot Projects in Zagreb and Split.

The need to develop effective local co-ordination arrangements is most apparent in respect of matches involving Croatia's two most prominent football clubs, namely GNK Dinamo and HNK Hajduk. Moreover, throughout the consultative visit, it was apparent that the challenges confronting these two clubs, and the various agencies involved in the organisation and impact of their matches, could not be tackled in isolation or in the absence of an integrated, multi-agency approach to safety, security and service. The possibility of developing local integrated pilot projects in connection with the two clubs, and associated local partner agencies, was discussed and well received by all parties during the visit. Moreover, such projects would greatly assist the national authorities to identify and adopt nationally the many thematic actions integral to developing an effective national strategy.

Recommendation 8 - the Croatian authorities should establish local pilot projects in Zagreb and Split designed to develop and implement an integrated, multi-agency approach to safety, security and service in connection with football matches played by GNK Dinamo and HNK Hajduk.

Recommendation 9 - the Croatian authorities should ensure that the proposed local integrated pilot projects should take account of European good practice and incorporate all aspects of the proposed national safety, security and service strategy.

The recommended good practice should include, inter-alia, the:

- establishment of local multi-agency co-ordination committees comprising all stakeholder agencies to review all aspects of the integrated approach to be applied in respect of the respective clubs and their host cities;
- establishment of a national and local multi-agency media strategy to explain in positive terms the key components and aims of the pilot projects;
- local development and review of an action plan for modernising the respective football stadia;
- enhanced, in-stadia crowd management arrangements designed to make spectators feel safe, secure and welcomed;
- effective police-led local exclusion arrangements;
- sophisticated supporter communication and dialogue arrangements;
- preventative projects designed to tackle racism and political extremism (especially but not exclusively among the young), and otherwise deter misbehaviour (including the use of pyrotechnics) in connection with football matches;
- community projects designed to build links between the football clubs and local communities and businesses, and encourage more potential spectators to attend matches.

If the two pilot projects are to be developed and delivered successfully, and subsequently rolled-out across the country, there are a number of pre-requisites that need to be in place, the character and importance of which are reflected in the thematic sections below.

C.5 Legislative and Regulatory Framework

A clear and comprehensive legislative and regulatory framework is crucial to pursuing an effective integrated, multi-agency approach to safety, security and service. The aim should be to provide legal clarity on roles and responsibilities and empower the relevant authorities to undertake their tasks effectively. It is necessary, therefore, for the framework to encompass a diverse range of themes and appropriate procedures on matters like stadium licensing and safety certification, stadium regulations, enabling policing measures and exclusion of violent supporters.

In general, Croatia has a comprehensive legislative and regulatory framework in place, albeit one that appears disproportionately focused on security and control. Moreover, during both visits it was apparent that the Croatian authorities are willing and able to update their legislative and regulatory provisions to reflect new developments and emerging trends. This provides a clear indication that the Croatian authorities will be able to refine their legal framework to facilitate delivery of the various components of an integrated approach to safety and security. This is welcome as implementation of the two pilot projects, in particular, may identify the need for further legal and regulatory refinements.

Recommendation 10 - the Croatian authorities should periodically review the current legislative and regulatory framework governing football in order to ensure that it facilitates delivery of all aspects of the national integrated strategy and provides a more balanced approach to safety, security and service.

C.6 International Co-operation

The Croatian NFIP, spotters and visiting police delegations deployed abroad are highly regarded by their international peers. Moreover, there is nothing to suggest that the CFF does not enjoy a similarly positive relationship within the international football community.

A related issue raised during the visits centred on frustration about the reluctance of some host authorities to act on the detailed operational information and intelligence shared with the host authorities and implement the measures necessary to reduce the level of risk involving visiting Croatian supporters. This is an understandable frustration which is by no means unique to Croatia. However, it does reinforce the need for Croatia to adopt and implement more effective measures for preventing known risk supporters from travelling to football events held in other countries.

During the preliminary visit, it was suggested to the police and Sports Ministry that it would be desirable for the Croatian NFIP to accompany a governmental expert in attending meetings of the Standing Committee. This proposal was acted upon and the NFIP has participated in the last two meetings of the Standing Committee. This is a welcome development that the *consultative team* hopes will continue.

Recommendation 11 - the Croatian authorities should continue to ensure that NFIP personnel participate in Standing Committee meetings.

C.7 Media and Communications Strategy

The perceived negative role played by the media was highlighted throughout the preliminary and consultative visits, it being suggested that the media was partially responsible for widespread opposition to some of the measures employed to tackle violence and misbehaviour in stadia, not least in respect of the CFF ticketing voucher system. Frustration was expressed about media coverage of high profile incidents (with sometimes wrong information provided) compared to relative silence on preventative and other positive initiatives. The irritation was also shared by the Helsinki Committee, though their primary concern was the lack of media

criticism of extremist political chanting by some supporter groups and the absence of a critical governmental response.

The *consultative team* is no position to pass judgement on the validity of these concerns other than to confirm that whilst the character of the media may vary in each country, negative media coverage is by no means unique to Croatia. Indeed, it reflects the experience of most European countries. For that reason, a number of countries have successfully adopted proactive multi-agency communication and media strategies as part of their wider integrated approach.

European experience suggests that rather than respond to media stories on a needs must basis, it is preferable to set the agenda through tasking a multi-agency media and communications group to prepare and proactively deliver authoritative "stories" of a positive character. The group should comprise spokespersons from all the key governmental, police and football agencies and the communication strategy should encompass all themes associated with the development and character of the integrated multi-agency approach. This should incorporate providing reassurance to supporters; relaying a wide range of important information to supporters and the wider community; and demonstrating a joined-up, multi-agency commitment to creating a safe, secure and welcoming environment for all spectators.

European experience also demonstrates the importance of developing local communication and media strategies involving local authority, police and football club spokespersons. In most cases, the focus of such strategies centres on communicating key information to supporters and the wider community about the arrangements for forthcoming matches along with definitive accounts of any incidents.

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

Recommendation 12 - the Croatian authorities should establish a multi-agency group tasked to develop and deliver national and local multi-agency media and communication strategies aimed at explaining and promoting the integrated approach and associated local initiatives

The proposed setting up of two local pilot projects in Zagreb and Split (see section C.4) is likely to generate a good deal of national and local media attention which makes the need for a co-ordinated communications and media handling strategy even more important in the two cities. The two local pilot projects will require carefully orchestrated national and local communication and media strategies in order to explain the aims and characteristics of the initiative and provide reassurance to supporters and local communities alike. European experience demonstrates that the identification and use of sympathetic supporters as spokespersons can assist in countering any cynicism and negativity regarding the initiative.

Recommendation 13 - the Croatian authorities should expand the remit of the proposed multi-agency media and communications group to explain and promote the integrated approach enshrined in the local pilot projects in Zagreb and Split.

Section D - Safety

D.1 Stadium Infrastructure

The poor physical infrastructure of Croatian football stadia and need for significant investment in modernisation featured throughout the preliminary and consultative visits. There was also widespread recognition that these challenges were compounded by: an absence of legislative clarity regarding how and who should fund the modernisation; the differing legal and administrative status among top tier football clubs; and the impact of the economic crisis on available public and private funding.

Discussions on these inter-related matters highlighted a lack of consensus about how and who should meet the cost of modernising stadia and related concerns regarding the absence of legal clarity in respect of whether stadium owners (primarily municipalities) or event organisers (football clubs) are responsible for stadia infrastructure. The debate is further confused by some clubs being NGOs while others are private limited companies. Many European countries have resolved this position by making the event organiser responsible, however, in Croatia opinions are polarised.

This uncertainty regarding responsibility for stadia infrastructure reflects the ambiguity in Article 41(3) and Article 42 of the Prevention of Disorder at Sports Competitions Act 2003 (as amended) which places responsibility on "*owners or users of sports facilities shall equip the sports facilities in accordance with the provisions of this Act ...*".

The current legal ambiguity is undermining implementation of key safety and security provisions in Articles 6 and 16 of the same Act (e.g. requirement for the installation of CCTV, access controls and control rooms). The deadlines for implementation (contained in Articles 41 and 42) have long since passed and the authorities have exceptionally extended club licences to enable clubs to use stadia that are in not compliant with hosting high level football matches. The granting of safety certificates in such circumstances also undermines the credibility of all parties. By way of example, the Helsinki Committee suggested during the visit that "the FA, clubs, police and authorities do not even obey their own laws, because if they did, no stadium could be used anymore to play matches". Stadia infrastructure and associated safety certification are crucial areas and it is unfortunate that there appears to be an absence of a shared vision and effective communication between key stakeholders on this important matter.

Recommendation 14 - the Croatian authorities should determine a strategy for modernising football stadia in Croatia and clarify in law which agency should be responsible for stadia physical infrastructure and associated improvements.

Providing legal clarity in respect of stadia infrastructure is crucial for a host of reasons and should be addressed. However it will not resolve the dilemma of identifying the sources of funding necessary to comply with legal obligations and otherwise upgrade the physical infrastructure of football stadia.

The provision of stadia with good facilities is a crucial ingredient of any strategy designed to encourage potential spectators to attend matches, and integral to making spectators feel safe, secure and welcome. New modern stadia are the ideal and a longer term solution but there is widespread European experience available demonstrating that it is possible with relatively modest capital investment to refurbish old stadia and make them safe and attractive to potential spectators. That experience also demonstrates that the provision of improved stadia infrastructure and spectator facilities can and does have an impact on behaviour generally, while the installation of key safety measures like CCTV will also greatly assist the organiser and the police in identifying those who misbehave and in providing strong evidence to be adduced in court in support of the imposition of football banning orders.

High levels of frustration may be understandable but the need to overcome these obstacles is considered by the *consultative team* to be a safety (and security) imperative. There is an urgent need to explore every possible source of possible funding in a creative manner (that is to think *outside the box*) as other countries have had to do in order to modernise their stadia.

Recommendation 15 - the Croatian authorities should examine in a creative manner all possible sources of public and private funding (or a mix thereof) to meet the cost of modernising (either through renovating existing or building new) stadia hosting professional football matches played in the Republic of Croatia.

D.2 Minimum Stadium Safety Standards

The need to modernise stadia, and rectify shortcomings in the current physical infrastructure and associated crowd management arrangements, is a crucial component of the integrated approach. Moreover, it is equally important to ensure that full account is taken of European good practice when considering improvements to, and financial investment in, football stadia.

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

Recommendation 16 - the Croatian authorities should take full account of European good practice in commissioning the preparation of model guidance for modernising football stadia incorporating minimum: (i) physical standards and facilities; and (ii) crowd management arrangements

It is for each country to determine how it prescribes minimum national stadium safety standards and a range of options are practiced across Europe. However, to ensure that each stadium is in compliance with national standards, some countries enshrine the standards in a generic stadium safety certificate (see Section D.3).

Stadium safety standards should be consistent with Standing Committee Recommendation (2008/1) (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. A wide range of additional sources of information on safety standards for sports stadia is available, including UEFA and FIFA Safety Regulations and the UK Sports Grounds Safety Authority's Green Guide.

D.3 Stadium Safety Certification and Licensing

The current stadium safety certification arrangements in Croatia appear far from adequate. In accordance with Article 33 of the CFF Safety and Security Regulations, each stadium must be thoroughly inspected by the public authorities and issued with a safety certificate. In practice, this means that the "certificate" must be issued by the competent body of the Ministry of Interior in the form of the Chief of Police Department on the basis of advice received from a competent engineer and other technical experts.

The decision by the Interior Ministry to exceptionally grant an annual safety certificate to top tier football clubs for the 2013-14 football season, even though the stadia were not compliant with either legal or CFF regulations, was understandable but still a matter of some concern for the *consultative team*. Furthermore, during the visit, it became apparent that not all clubs are already taking the necessary steps to prepare for the 2014-15 season (CCTV, access control and command room), even though the Interior Ministry has advised that no further extension will be granted. The documentation and explanations provided during both visits strongly suggests that the Croatian authorities, in the form of the National Committee, should review the current safety certification arrangements, taking into account European good practice.

Stadium safety certification and licensing can be a complex issue subject, on occasions, to conflicting interests. European good practice evidences that the agencies who issue stadium licences and safety certificates need to be independent of the organiser and the government. It is recommended, therefore, that the National Committee should seek to introduce in law, a more comprehensive and sophisticated stadium licensing and inspection process and establish a designated (independent) national body to provide a source of expertise on stadia safety matters and to issue stadia safety licences. The proposed body could also undertake inspections and audits as part of its functions.

At a local level, multi-agency local safety certification groups need to be established to oversee local compliance with model safety certificates incorporating minimum national standards. The importance of these local groups is that they will involve participation of all the relevant agencies tasked to make stadia safe on match days who can meet on a regular basis to discuss the safety and security arrangements for individual matches and take account of recent or emerging risks and experiences.

There is a direct link between stadium safety certification and the introduction of minimum safety standards (see Section D.2 above). Once these standards have been established then the safety certificate and inspection process should be based on whether the stadium is in compliance. Clearly, interim arrangements will need to be put in place given the current need to upgrade all Croatian football stadia but safety should not be compromised, even if this means that only certain areas of a stadium can be used.

Recommendation 17 - the Croatian authorities should review the current stadium safety certification and inspection arrangements, taking into account European good practice.

In so doing consideration should be given to setting up an independent national stadium licensing body to oversee local safety certification arrangements and provide advice on stadia infrastructure and safety management arrangements. Consideration should also be given to developing new stadium safety certification arrangements designed to ensure that stadium safety certificates:

- i. are directly linked with minimum standards agreed at national level;
- ii. comprise model requirements to provide consistency in safety standards;
- iii. linked to periodic and audited expert inspection, undertaken by an independent national body responsible for issuing stadium licenses;
- iv. are issued by local multi agency safety certification groups tasked to ensure local compliance with minimum standards; and
- v. provide accountability in respect of meeting the standards, and ensure compliance with the conditions of stadia licenses/certificates.

D.4 Stadium Safety Management Arrangements

It is important that comprehensive stadium safety management arrangements complement the infrastructure of each football stadium. Advice on this matter is included in the Standing Committee guidance (see Section D.2 above). However there are established good practices which can provide a starting point for developing minimum safety management standards.

Recommendation 18 - the Croatian authorities should take full account of European good practices in developing minimum safety management arrangements.

Good practices to be considered and adopted, in accordance with a timetable designed to ensure that relevant personnel are trained and equipped to undertake their respective tasks effectively, should include:

- i. integrated command arrangements setting out the roles and responsibilities of stakeholder agencies; clarifying who has lead responsibility in the event of an incident or emergency; and providing formal arrangements for transferring that responsibility to another agency;
- ii. safety and security risk assessments should be completed for every match in consultation with the police and other emergency services;
- iii. match organiser (or safety officer - see Recommendation 19) should develop a stewarding plan for each event based upon the risk assessment;
- iv. evacuation and other emergency contingency plans should be established and rehearsed in multi-agency exercises;
- v. safe capacity of a stadium and each of its sectors should be determined on the basis of the evacuation capacity of each sector and the quality of the safety management of the stadium;
- vi. match organiser (or safety officer) should take responsibility for fire risk assessments and prepare an evacuation plan and fire safety check list, incorporating the policy on the fire resistance of flags and banners;
- vii. pre-event safety checks should be undertaken and recorded along with details of any remedial action taken to address any issues identified during the check;

- viii. first aid rooms should be available for minor spectator medical treatment or injuries, with appropriate directional signage to the facility, and stewards should be briefed on the procedures for required by a spectator requiring medical attention.
- ix. spectator safety policy should take incorporate guidance on children/ vulnerable adults;
- x. national standards should be set for accommodating spectators with special needs (see guidance contained within the European standard CEN/TR 15913:2009). Additional advice can be sought from the Centre for Access to Football in Europe (café <http://www.cafefootball.eu/>)

D.5 Stadium Safety Officers (Club Security Commissioners)

European experience demonstrates that the role of stadium safety officers is integral to the development of integrated local in-stadia safety arrangements. Stadium safety officers (currently known as "club security commissioners" in Croatia) should play a pivotal role in all matters concerning stadia safety and crowd management.

However, for this practice to be replicated in Croatia, it will be necessary to establish standards on safety officer competencies, status, training and authority.

Recommendation 19 - the Croatian authorities should rename Club Security Commissioners as Stadium Safety Officers to reflect and emphasise their principal role, and take full account of good practice in developing minimum standards on their competencies, status, training and authority.

The following good practices should be taken into account:

- i. safety officers should have prime responsibility for all stadia safety issues, including stadium maintenance and crowd management on match days;
- ii. safety officers should be occupationally competent for the role once he or she has sufficient training, experience and knowledge, to be able to implement the functions detailed in a model job description;
- iii. in order to effectively discharge their responsibilities safety officers should be given a detailed job description which clearly sets out the functions of the post;
- iv. safety officers should have the necessary character to be able to quickly assess and deal with developing situations in a calm manner and the ability to communicate clearly to their staff;
- v. on event days, the safety officer must have the authority to make immediate decisions on spectator safety without having to refer to senior management, board members or event organisers;
- vi. no decision which could have implications for safety should be taken without the agreement of the safety officer;
- vii. the safety officers must be able, and be permitted, to commit sufficient time to all events to enable thorough preparation and planning to be undertaken;
- viii. the safety officer needs to plan or at least participate in regular testing and exercising all emergency procedures;
- ix. the specific responsibilities of the safety officers could include but are not limited to:
 - pre-event planning and risk assessments;
 - pre-event inspections;
 - developing safety management systems;
 - preparing, monitoring and reviewing safety documentation and safety management systems;
 - contributing to the safe capacity assessments;
 - recruiting and organising the training of sufficient stewards;
 - interacting with external agencies including the local authority, the police and other emergency services;
 - maintaining safety records;
 - investigation and reporting of incidents and accidents.
 - pre-event planning and risk assessments;
 - pre-event inspections;

- developing safety management systems;
- preparing, monitoring and reviewing safety documentation and safety management systems;
- contributing to the safe capacity assessments;
- recruiting and organising the training of sufficient stewards;
- interacting with external agencies including the local authority, the police and other emergency services;
- maintaining safety records;
- investigation and reporting of incidents and accidents.

D.6 CFF Security Personnel

The proposed role of designated and trained stadium safety officers is directly linked to the extensive role of CFF security commissioners and security officers as set out in the CFF Safety and Security Regulations. This issue was briefly discussed during both visits. At present, the role of CFF personnel centres on monitoring stadium safety and security arrangements for high risk matches and intervening where they consider appropriate.

The hierarchical role and function of CFF security personnel (set out in Article 20(3) of the Regulations) reaffirms the need for stadium safety officers, especially given the unique character of the safety infrastructure and operating dynamic in each stadium. Moreover, the current role of CFF security personnel would be inconsistent with that of the stadium safety officer once trained personnel are in place. In the interim, it is likely that CFF personnel will continue to play an important role, however this is a matter that will need to be addressed in preparation for introduction of the proposed new stadium safety arrangements.

Recommendation 20 - the Croatian authorities should review the current legal and regulatory position of club security commissioners and CFF security personnel in preparation for the introduction of designated stadium safety officers.

D.7 Stadium Control Rooms

The effectiveness of stadia safety arrangements is largely dependent upon the capability of its control room to manage in-stadia safety operations, especially in the event of emergency or incident scenarios. The control room should be an integrated workplace where all the key agencies are represented at an appropriate level to ensure an integrated and swift response to any incidents that may arise prior to or during a match.

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 co-ordinate responses. The control room 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.

European good practice demonstrates that the control room should be staffed by stadia safety management personnel, supported by external partner agencies such as the police, fire and ambulance services and specialist resources able to create a multi agency task force in the event of an emergency situation.

Recommendation 21 - The Croatian authorities should ensure that European good practices are taken into account in determining stadium control room operations.

Good practice suggests that each control room should:

- i. provide an integrated workplace where all the key agencies are represented at an appropriate level and work in accordance with agreed protocols;
- ii. be staffed by experienced competent personnel;

- iii. 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;
- iv. be able to override the venue public address system to broadcast safety and security announcements;
- v. be able communicate directly with those spectators waiting to gain entry to the stadium;
- vi. be able to instruct the video board or electronic message board operators to display pre prepared safety and security messages;
- vii. be able communicate with all radio users on a designated channels;
- viii. maintain a radio log to record radio communication regarding safety operations;
- ix. be staffed by trained CCTV operators working in accordance with a communication protocol agreed between the operators and the control and command team;
- x. have access to a fire alarm repeater panel or computer display link;
- xi. have access to a turnstile monitoring system providing visual readouts of spectator numbers in each sector of the stadium.

D.8 Stewarding Operations and Training

The legal framework for the deployment and use of the various categories of stewards is provided in Articles 6-13 of the 2003 Act and in Article 22 the CFF Safety and Security Regulations. Both documents focus almost exclusively on control and intervention functions. Whilst the core duties cited in the CFF Article are not exceptional, they are some way removed from European good practice which recognises that stewarding involves a great deal more than crowd control functions.

Taken together, the documentation suggests an overwhelming focus on security-type activity. This is not altogether surprising, given that such tasks are extremely challenging for the personnel concerned and the need for a legal and regulatory enabling framework for dealing with controversial matters like constraining misbehaving spectators etc.

In discussion during both visits, it was stressed that most stewards were able to deliver a wider range of stewarding activities in an appropriate manner. This was observed to be the case in respect of the low risk Croatia v Scotland match in June 2013 when the stewarding operation was proportionate and professional and, moreover, undertaken in a welcoming and interactive manner. It was also largely the case in more challenging circumstances connected with the high risk match between GNK Dinamo and HNK Hajduk in December 2013. On that occasion, all of the stewards and security guards questioned by the *consultative team* had been trained, were licensed and had a clear idea of their respective functions. It is worth noting that both of the matches were held at the Maksimir Stadium and it is impossible to gauge if the stewarding operations observed are typical of the arrangements at all Croatian football stadia.

Recommendation 22 - the Croatian authorities should review the minimum competences set for all stadia safety and security personnel taking into account their core functions and the variety of roles that they may perform.

At present, security guards employed by a public protection company are trained and licensed in accordance with the regulations for that industry while other stewards are trained by the police in accordance with a training ordinance issued by the Ministry of Interior. On the basis of the stewarding operations observed at the Maksimir Stadium, there is nothing to suggest that the training received is either inadequate or inappropriate.

However, it would be prudent to review the current training in the light of the European good practice set out in the Standing Committee manual on safety officer and steward training (http://www.coe.int/t/dg4/sport/resources/texts/T-RV_2011_16_FINAL_Manual_safety_officer.pdf). UEFA can also provide advice and support on steward training.

Recommendation 23 - the Croatian authorities should review the training arrangements for stewards, taking into account European good practice set out in Standing Committee documentation and on the basis of advice available from UEFA

D.9 Ticketing Voucher Scheme

One issue that featured prominently during the consultative visit centred application of the voucher (ticketing) scheme, set out in CFF regulations, and the current failure of this scheme to meet its stated objectives.

Events at the GNK Dinamo and HNK Hajduk match (observed by the *consultative team*) are well documented elsewhere but on the evidence of that match, the scheme appears to be empowering rather than excluding or marginalising the influence of risk supporters. The scheme has resulted in traditionally rival supporters uniting, and working together, in opposition to the scheme. Certain elements within the established fan groups may have a vested interest in this opposition (to avoid detection etc) but the strength of the resistance goes much deeper and, moreover, appears to be deterring thousands of potential well-intentioned supporters from attending even high profile matches in the Croatian domestic football calendar.

This outcome is by no means unique to Croatia. European experience demonstrates that restrictive ticketing schemes do not provide an alternative to effective exclusion arrangements, nor, in isolation, can they hope to generate the kind of safe, secure and welcoming atmosphere that is likely to encourage a wider cross section of the community to attend matches.

Furthermore, potential spectators can be deterred from attending matches by the prospect of having to join a ticket registration or voucher scheme, not least because such schemes are often perceived as indicative of the football experience being neither safe nor secure. Membership schemes which provide benefits and incentives have proved more successful but only if accompanied by complementary stadia safety and security measures that are perceived to be working effectively.

European experience suggests that ticketing policy can play a key role both in terms of helping to identify and seek penal and preventative exclusion sanctions against offenders but also in terms of dispersing risk groups around stadia. That view remains valid but is dependent upon stadia being safe and secure and ticketing arrangements that offer incentives amid a reasonably high demand for tickets. At present, these factors do not apply in Croatia. Instead, the voucher system is being applied in a manner that appears to be a substitute for effective exclusion arrangements without offering any benefits or incentives to supporters who are already reluctant to attend football stadia because of a sour and intolerant atmosphere, a lingering threat of violence and misbehaviour, and poor facilities.

The problems generated by the application of a well-intentioned ticketing scheme demonstrates exactly why measures taken in isolation rarely succeed and why an integrated approach to inter-related safety, security and service is so important.

As with many of the proposed measures featured in this report, the local pilot projects in Zagreb and Split should provide an opportunity to review the voucher system for GNK Dinamo and HNK Hajduk matches in concert with implementation of the other preventative and safety and security measures set out in the proposal.

Recommendation 24 - the Croatian authorities should review the effectiveness and impact of the current ticketing "voucher scheme" in the light of European experience and the measures piloted in the proposed integrated local projects in Zagreb and Split.

D.10 Registered Supporters Clubs

The status and role of registered supporters clubs (as set out in Article 15 of the 2003 Act and Article 31 of the CFF Regulations) and the associated obligation on sports clubs to support the establishment of such clubs and, thereafter, liaise closely with their members on matters like ticket distribution and travel arrangements to "away" matches and other club-related activity was discussed in depth during both visits.

This seemingly positive approach is reinforced by the supporters clubs having registered activities which are positive in tone and intent. It is clear from the 2003 Act and the CFF Regulations, that these supporters clubs were established with the best of intentions. Moreover, the average attendance at top tier domestic matches is around 2,000 while membership of the bigger supporters clubs exceeds 1,000. This suggests that these clubs comprise a very significant proportion of current attendances at football matches.

However, some of these registered clubs (or at least high profile elements within) are perceived to be linked with violence, misbehaviour, xenophobia, political extremism and possibly other forms of criminality. This was certainly a view widely expressed, not least by the Helsinki Committee who provided detailed and informative reports on the behaviour observed at all high level matches. Moreover, data provided by the NFIP prior to the preliminary visit suggested that, at that time, 149 of the 176 individuals subject to banning order sanctions were members of registered supporters clubs.

The *consultative team* is in no position to provide authoritative comment on this matter, however it did become apparent during the visits that the character of each supporter club is varied, relatively complex, and can be subject to the development of internal and rival factions. For that reason, the proposed pilot projects could provide an ideal opportunity to further study the character and behavioural dynamic of the *BBB* (GNK Dinamo) and *Torcida* (HNK Hajduk) supporter groups. One objective of this exercise would be to help identify and empower individuals or groups within the wider *BBB* and *Torcida* networks who can be positively engaged during the pilot projects, as part of a wider supporter communication and dialogue arrangements.

However, for such an approach to work, it will also be necessary to exclude or otherwise marginalise the influence of those individuals within the groups who are believed to be acting in a violent manner or orchestrating violence or misbehaviour. This proposal will necessitate an expansion in the current remit and resources of the NFIP and modest investment in targeted policing operations (see Sections E.2 and E.3 respectively).

Recommendation 25 - the Croatian authorities should review the current role, status and behaviour of registered supporters clubs as part of a wider supporter communication strategy, taking into account the experience of the integrated local projects in Zagreb and Split.

D.11 Match Risk Categorisation

Discussions during the preliminary visit also focused on the seemingly arbitrary approach adopted in Article 52 of the CFF Regulations in terms of designating a match as "*high risk*". The provision sets out the preventative and repressive measures that must be taken on such a designation. It is also stipulated that such a designation must be made 15 days before the match. Inevitably, therefore, the designation is based on historical factors and the number of home and visiting supporters. There is no mention of contemporary measures like "*dynamic risk assessment*".

However, it was stressed during both visits that, in practice, the risk designation (and linked deployment arrangements) process was more flexible and could be varied after the 15 day deadline in the light of fresh information and associated expectations. This reassurance was welcomed as it recognised the benefits of flexibility and the danger of inadvertently generating *self fulfilling prophecy* scenarios.

Nevertheless, the National Committee may wish to review, in due course, the relevant legal and regulatory provisions on risk categorisation and associated linked police and steward deployment arrangements as part of a wide review of the current legislative and regulatory framework governing football matches.

Recommendation 26 - the Croatian authorities should review the in-stadia match risk categorisation arrangements, and associated police and steward deployment criteria, as part of a wider review of the current legislative and regulatory framework.

D.12 Use of Pyrotechnics in Stadia

Throughout the visits, it was stressed that the use of pyrotechnics accounted for the vast majority of in-stadia incidents of misbehaviour and posed the most significant safety risks. This phenomenon is by no means unique to Croatia and most European countries are confronted with comparable challenges. The problem is complex and clouded by assertions that pyrotechnic use is but a reflection of so called "fan culture".

However, the use of such devices is extremely dangerous and is prohibited in most countries as it is under Croatian law. European experience demonstrates that even if searching regimes are rigorously pursued, ultra groups (who are the primary users of pyrotechnics) are often able to use a range of means for smuggling the devices into stadia. This widespread experience demonstrates that the dual approach of prohibiting use and searching supporters will not prevent the use of pyrotechnics unless accompanied by a broader and sophisticated strategy.

This will be no easy task. The phenomenon is complex in character and will need to be confronted at many levels. Certainly, on the basis of European experience, to stand any chance of success, the Croatian strategy will need to be multi-faceted and bold in character, incorporating media and communication initiatives highlighting the dangers associated with fireworks, possibly involving graphic images and featuring supporters (preferably former users of pyrotechnics) opposed to the use of fireworks in stadia.

Recommendation 27 - the Croatian authorities should develop an integrated, multi-faceted strategy designed to deter, prevent and punish the use of pyrotechnics in football stadia.

In the preliminary report it was proposed that the Standing Committee and UEFA would work with the Croatian authorities in developing a pilot project at one of its clubs designed to prevent and reduce the use of pyrotechnics. It was envisaged that such a pilot would need to incorporate an in-depth analysis of the current situation; a study of the impact and effectiveness of current and additional preventative and counter measures; development of a comprehensive implementation action plan comprising the various measures identified; and an ongoing evaluation of the impact of the pilot project.

This suggestion was agreed by the Minister of Interior during the consultative visit and should be incorporated into the wider integrated pilot projects planned for Zagreb and Split. The initiative will assist the Croatian authorities to apply lessons learned across the country and place Croatia at the forefront of preventing and tackling the European-wide phenomenon of pyrotechnics.

Recommendation 28 - the Croatian authorities should ensure that the proposed integrated local pilot projects in Zagreb and Split incorporate a commitment to work in co-operation with the Standing Committee and UEFA in developing and pursuing multi-faceted options for preventing and reducing the use of pyrotechnics.

D.13 Integrated Training of Key Police and Stadium Safety and Security Personnel

Ensuring that all stadium safety and security personnel receive appropriate training to deliver their functions effectively is integral to making stadia safe, secure and welcoming for all spectators generally and is crucial in terms of achieving a successful outcome to the two integrated local pilot projects in particular.

It is equally important for policing personnel to be trained to deliver their in-stadia and wider policing football functions effectively. In view of the interaction between stadia safety and police personnel in and around stadia, and the need to maximise co-operation and clarity regarding their respective activities, it is desirable for training to be integrated in character.

UEFA along with the Standing Committee and EU Think Tank stand ready to assist in the provision of joint training of key policing and stadia safety and security personnel. Again, the *consultative team* is of the view that priority should be accorded to training personnel involved in stadia hosting GNK Dinamo and HNK Hajduk *home* fixtures as part of the local integrated pilot projects in Zagreb and Split.

Recommendation 29 - the Croatian authorities should seek external support (from UEFA, the Standing Committee and EU Think Tank) to assist in the delivery of integrated training initially as a component of the local pilot projects in Zagreb and Split.

Section E Security

E.1 Policing Football Operations

There is a widespread perception across Europe that Croatian policing football operations are exclusively designed around large numbers of police units deployed in full protective kit who are prone to intervene robustly rather than engage early and diffuse tensions. This perception has been reinforced by some high profile incidents, images of mass deployments and, indeed, the emphasis placed on riot and crowd control in enabling and procedural provisions contained in the Croatian legislative and regulatory framework.

However, European policing football experts have long held a more balanced perception on the basis of extensive inter-action and bilateral co-operation with the Croatian police in respect of football matches with an international dimension. In discussion with senior police commanders, it was stressed that whilst reliance upon policing units equipped with protective equipment was a reflection of the policing structure in Croatia, in practice the actual role and tactics of these units was based on the level of risk.

Moreover, it was apparent during discussions, that police representatives had a good understanding of the dynamic risk process, stressing that ongoing "spotter" reports determined riot unit interventions and that police deployment was based on a risk-assessment process and associated graded approach in terms of the visibility and equipment worn by policing units, both in stadia and city centres.

It was also explained that whilst the legal and regulatory position regarding the number and location of riot units located within a stadium complex was determined by a pre-determined high, medium or low risk categorisation, the character of any operational in-stadia deployment was, again, risk assessed and based on the specific character of the incident.

It was also confirmed that, where appropriate, police units would be expected to interact and communicate with supporters though there was no indication whether or not the personnel concerned received training on this matter.

In terms of football-specific policing personnel, Croatia has 13 full time regionally-based spotters who effectively act as football intelligence officers in terms of being expected to know local risk groups and understand their culture and intentions. These personnel received training provided by NFIP staff.

It was not clear if the police have a specific budget for football policing operations or, in connection with football matches with an international dimension, who meets the costs (i.e. Interior Ministry, CFF or club) associated with hosting police delegations from abroad and/or deploying police delegations to matches played elsewhere in Europe. The funding of such operations, especially in the current economic climate, is a European-wide issue. However, the consultative team consider it imperative that resources are identified for funding the deployment of police delegations abroad and hosting visiting police delegations from other countries.

Recommendation 30 - the Croatian authorities should ensure that funding is available to enable visiting Croatian police delegations to travel to matches abroad and to host incoming police delegations

E.2 Pivotal Role of the NFIP in Policing Football and Exclusion Arrangements

As stressed throughout this report, an effective exclusion strategy is integral to, and a key component of, the wider integrated approach to safety, security and service. It is also a pre-requisite to maximising the impact of other more positive ingredients.

Moreover, in view of the serious character of the challenges currently confronting football in Croatia, it is vital that the exclusion strategy is based upon a comprehensive and dedicated policing football infrastructure. At present, the extent to which Croatian policing football operations at home and abroad, and associated exclusion arrangements, are reliant upon the expertise of the NFIP cannot be over estimated. The Croatian NFIP and spotters are held in high esteem across Europe and, in discussion, it became apparent that this view was shared by senior police commanders and, indeed, partner agencies.

The NFIP certainly has extensive knowledge of the dynamics within Croatian risk groups, notably *BBB* and *Torcida*. Recent efforts to obtain banning orders against some high profile *BBB* football offenders has achieved good results and was highlighted by the Minister of Interior at a meeting during the visit.

However, the *consultative team* considers it crucial for the role and remit of the NFIP to be expanded and for the NFIP to be re-designated as a Croatian Police Football Unit tasked and resourced also to undertake a range of key functions essential for developing effective and targeted exclusion arrangements and fundamental to successful delivery of the wider integrated national strategy.

The need to transform the NFIP into an appropriately resourced and specialist multi-functional policing football unit is further evidenced by the need for the NFIP's impressive insight into the dynamics of the *BBB* and *Torcida* supporter groups to be fully exploited during the integrated local pilot projects in Zagreb and Split.

Recommendation 31 - the Croatian authorities should transform the NFIP into an appropriately resourced and specialist multi-functional policing football unit, to ensure that it can also deliver a range of key functions crucial to the delivery of effective exclusion arrangements and policing football operations.

If truly effective exclusion arrangements are to be delivered, it is considered crucial for the (expanded) NFIP to undertake the following key functions:

- i. providing expert policy advice to the National Committee and local multi-agency co-ordination groups on policing football operations and associated exclusion arrangements;
- ii. in close consultation with local police football intelligence officers/spotters, identify and target individuals who cause or contribute to football-related violence and disorder at home or abroad;
- iii. assist local police forces in the preparation of evidence packages to help inform judicial banning order proceedings;
- iv. gather information and evidence of violence and misbehaviour of Croatian football supporters in connection with football matches played in other countries;
- v. co-ordinate the gathering of information and evidence on non-football-related criminal behaviour undertaken by known football risk fans;
- vi. oversee banning order monitoring and compliance arrangements;
- vii. provide advice to senior operational commanders on policing football operations and participate with them in specific training sessions ;
- viii. train spotters and ensure an appropriate number of them are provided with necessary technical aids, like hand-held video recorders and good quality mobile phones, for intelligence and evidence gathering purposes;
- ix. oversee the gathering and analysis of football related data (number of incidents, arrests, bans etc);
- x. represent Croatia at European expert policing football meetings, including Standing Committee meetings; and

- xi. co-ordinate arrangements for international information exchange and the deployment of visiting police delegations.

E.3 Local Police Banning Order Operations

In addition to expanding the role of the NFIP, *the consultative team* consider that it will be necessary for the Croatian authorities to pursue other policing initiatives designed to assist exploit the existing judicially based exclusion arrangements, initially as part of the local pilot projects in Zagreb and Split.

As discussed in Section D.10 above, the role and threat posed by certain elements within in the *BBB* and *Torcida* supporter networks appears to extend beyond minor misbehaviour in stadia. During the visit, various suggestions were aired regarding political extremism and criminality, some of which was linked to the privileged status which regulated supporters clubs enjoy in respect of ticket and travel arrangements. Indeed, attempts to rectify this abuse by GNK Dinamo was felt to explain, in part, the *BBB's* hostility to the club's management, the CFF, and, in particular, the ticketing voucher scheme.

The *evaluation team* is in no position to comment on these suggestions, but is satisfied that they warrant further investigation along with other suspected football and non-football related criminality.

This matter lies at the heart of developing an effective exclusion strategy: a strategy targeted at individuals who organise violence and misbehaviour rather than just those who are caught committing football-related misdemeanours. The over-riding aim is to marginalise negative influences, preferably through banning orders but by other judicial means if necessary.

The *consultative team* consider that for the impact of the exclusion arrangements to be maximised, local police forces, especially, but not exclusively, in Zagreb and Split, need to be fully engaged in obtaining the evidence necessary to enable the courts to penalise and, where possible, exclude offenders.

European experience evidences that this is likely to require resources to be specifically allocated to local police commanders to prioritise this crucial activity. This process will necessarily encapsulate a range of key enabling arrangements including, inter alia:

- i. identifying a source of funding to be specifically used to obtain evidence necessary to exclude individuals who cause or contribute to football-related violence and other misbehaviour;
- ii. determining the arrangements/criteria for allocating these funds to local policing units (making full use of NFIP expertise) and ensuring that the resources are targeted and used effectively;
- iii. considering how best to incentivise local forces to use the allocated resources productively (possibly on a payment by results basis - that is, in accordance with success in obtaining banning orders or other penalties that effectively exclude targeted individuals from the football experience).

Recommendation 32 - the Croatian authorities should make resources available to specifically fund targeted police evidence gathering operations for banning order and other judicial purposes in Zagreb and Split

E.4 Other Exclusion Measures

The Prevention of Disorder at Sports Events Act 2003 (as amended) makes extensive provision empowering the courts to supplement penalties (fines and/or imprisonment) under the Misdemeanour Act or Criminal Code with the imposition of banning orders lasting up to two years or five years respectively. For both categories, the banning order arrangements can include stadium bans, reporting to police stations on match days, geographical restrictions and travel restrictions, including passport surrender. The maximum penalty for non compliance is one year imprisonment (Article 31d).

The legislation is tough and reinforced by the ability of the prosecuting agency to adduce evidence gathered over a period of time from within Croatia and/or abroad which is intended to assist the police in targeting and seeking sanctions against persistent offenders. However there does appear to be a significant discrepancy between the number of persons prosecuted for football-related offences and the number of banning orders imposed. Given that European experience evidences that exclusion is the most effective means for deterring football-related misbehaviour and repeat offending, this apparent discrepancy inevitably featured in discussions with the police and governmental representatives.

The police, governmental and football agencies share frustrations regarding this matter and offered a number of partial explanations including: variable willingness of the courts to impose banning orders (and associated preventative conditions); difficulties in engaging in meaningful dialogue with the judicial authorities as a result of the "*independence of the judiciary*" dynamic; and the reported practice of risk group leaders using younger supporters to misbehave on their behalf. These issues reflect widespread experience across Europe and are by no means unique to Croatia.

During the consultative visit, the Minister of Interior indicated that there had been a positive evolution in the number of incidents in during the current football season and that the national Committee had examined potential options for overcoming barriers. As a result, some important steps had been taken, including the introduction of fast track judicial arrangements involving the presence in stadia of a judge/magistrate to deal with in-stadia offenders, notably low level offending (misdemeanours).

These developments will clearly assist as would the appointment of specialist prosecutors to present football specific cases in courts across the country. In terms of evidence gathering, the police are able to use video equipment to gather evidence though this option is constrained by available resources and the cost of investing in such technology. The police also stressed that in-stadia CCTV would help strengthen the quality of evidence against individuals accused of what the courts might otherwise perceive to be minor offences (like use of pyrotechnics).

Aside from the key issue of gathering evidence likely to convince a court to impose penalties and other sanctions (dealt with above), there is also a need to enhance public opinion generally and football supporters in particular, regarding why they stand to benefit from robust exclusion arrangements.

Moreover, there is a need to continue working with the prosecuting and judicial authorities to develop a clearer and shared understanding of the menace of football violence and misbehaviour and the benefits associated with the imposition of football banning orders. This process is never easy, given the independence of the judiciary, and will take time, but is a crucial strand which needs to be pursued on a regular basis.

Other measures, like improvements to stadium facilities, need to be pursued in parallel with the exclusion strategy if the football experience is to be transformed. The local integrated pilot projects in Zagreb and Split will provide opportunity to identify how best to develop these inter-related measures and assess their impact on crowd dynamics.

Recommendation 33 - the Croatian authorities should continue to accord a high priority to making the exclusion arrangements more effective through developing a shared understanding with the prosecuting and judicial authorities regarding the importance of judicially imposed banning orders. This process can be piloted as part of the local integrated projects in Zagreb and Split.

Section F Service

F.1 Supporter Communication Concept

Although relations between the authorities and organised supporter groups in Croatia are currently strained, and hostile as far as a vocal proportion of match day supporters are concerned, European experience demonstrates that consistent and regular dialogue with supporters, both by the football authorities and police, can prove invaluable in enhancing understanding of supporter perspectives and in reducing tensions.

Discussion forums open to all supporters, and not limited to members of registered supporters clubs, can also help empower and inform the majority of supporters who have no intention of engaging in anti-social and more serious misbehaviour. European experience reveals that whilst such events can be challenging and will not necessarily result in agreement, the mere act of demonstrating a self-evident willingness on the part of the authorities to communicate and consult with supporters can prove beneficial for all concerned.

In practice, engaging with and empowering supporters generally whilst excluding and marginalising the influence of individuals and groups who generate safety and security risks are different sides of the same coin. They must be pursued in parallel if the football experience is to become more attractive to a wider cross section of the community.

During the visit, the *consultative team* were provided with opportunity for an interesting and useful exchange of views on a wide range of topical themes with the *Always Faithful* supporter group of the national team. This demonstrated that supporters have a desire to communicate which should be exploited as part of the development of a comprehensive supporter communication strategy.

Such a strategy will inevitably encompass a variety of initiatives ranging from the appointment of Supporter Liaison Officers to making interaction and communication with supporters a standard part of policing football and stadium safety arrangements. During the visits both frontline police officers and Maksimir Stadium stewards were observed to be fully competent in this challenging area.

F.2 Supporter Communication Strategy

As indicated above, transforming the concept of supporter dialogue into a multi-faceted strategy is an important element of the integrated approach, not least because effective communications between football clubs and/or police and supporter groups can dispel negative perceptions among all parties, promote self-regulation among supporters and assist in making football safe, secure and welcoming for all concerned.

Across Europe, the culture of supporters varies, and range of differing approaches are applied in respect of supporter communication strategies. For the most part, the strategies attempt to balance the dual aim of providing incentives and benefits to supporters whilst encouraging supporter groups to adopt and apply behavioural codes of conduct. Standing Committee Recommendation (2012) 1 on Dialogue and Interaction with Fans provides a range of options that can be customised and applied. (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 and organised grassroots network of football fans in Europe (<http://fanseurope.org>)

A related initiative centres on the development of supporters' charters which provide a basis of agreements between the football club and the supporters about what each party can expect from the other in terms of meeting the key aim of improving communication between the different sections of the club and the supporters. More detailed guidance and good practice in respect of Supporters' Charters is available in Standing Committee Recommendation (2010) 1. (http://www.coe.int/t/dg4/sport/resources/texts/Rec_2010_01_EN_Rec_supporterscharter.pdf)

The local integrated pilot projects in Zagreb and Split will provide a framework for considering the various options available and developing an implementation strategy. This will pose challenges given the extent to which the position is complicated by the role of registered supporters clubs (discussed in Section D.10), notably

the *BBB* at GNK Dinamo and, in particular, *Torcida* at HNK Hajduk. It was reported that in Split, *Torcida* own a proportion of the shareholding in what is a private limited company and are understood to be represented on the management board of the club. This presents an opportunity to engage effectively with those elements within the group who are open to meaningful discussion and change but, again, needs to be accompanied by measures designed to exclude or marginalise the influence of hostile elements within the supporters club. A similar though clearly different dynamic will need to be pursued in Zagreb.

Recommendation 34 - the Croatian authorities should liaise closely with the police, football and other relevant authorities in developing a supporter communication strategy, taking into account the experience of the local integrated pilot projects in Zagreb and Split.

F.3 Supporter Liaison Officers (SLOs)

The Croatian authorities will be aware that UEFA has formalised the 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 35 - the Croatian Football Federation should ensure that the Federation and every professional football club appoint a Supporter Liaison Officers in accordance with UEFA guidance

F.4 Preventative and Educational Initiatives

The Croatian Ministry of Science, Education and Sports and the Education and Teacher Training Agency have long recognised the potential role of educational institutions in discouraging young people from engaging sport-related violence and have been pursuing a range of measures designed to lure young supporters away from negative fan behaviour by promoting a culture of tolerance and respect of diversity.

These initiatives have been brought together in an *Action Plan for the Implementation of Educational Measures to Fight Violence in Sport, at and outside of Sports Events*. During discussions with the Sports Ministry, it was explained that the aim was to raise public awareness of the problem of violence in sport and to actively involve children, youths and educational institutions in various preventive programs at sport events.

The various initiatives underway are clearly impressive and well intentioned, however the *consultative team* remains slightly concerned that the approach to preventative initiatives remains supplementary, rather than integral, to the “fight” against violence and misbehaviour.

The concern is that the impact of preventative initiatives will not be maximised unless the initiatives are integrated into a wider multi-functional strategy in which stadia infrastructure is improved to encourage more families to attend matches and the negative (but alluring) activities of risk groups are marginalised.

Recommendation 36 - the Croatian authorities should review how best to integrate the current preventative and educational programme into a wider, multi-agency approach to safety, security and service at both national and local level.

F.5 Community Projects

European experience and good practice suggests that the participation of football clubs and national federations in national and community-based social and other projects can assist in developing closer links between football clubs and local communities. Such projects not only promote a very positive public image of the football club and football 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 consider attending matches, particularly if such initiatives are accompanied high profile improvements to stadium facilities and an effective strategy to marginalise the influence of risk groups.

The *consultative team* considers that the proposed pilot projects in Zagreb and Split will provide opportunity for this important work to be taken forward initially in the context of the two integrated local projects and, in the light of that experience, to encourage successful initiatives to be replicated nationwide.

Recommendation 37 - the Croatian authorities should encourage all national stakeholders to consider the scope for developing and delivering additional social and other community-based projects at both national and local level.

Recommendation 38 - the Croatian authorities should encourage local multi-agency co-ordination groups to work in partnership with local communities in developing and delivering social and other projects in their locality, taking into account the experiences of the integrated local pilot projects in Zagreb and Split

Section G Concluding Remarks and Summary of Recommendations

G.1 Concluding Remarks

In conclusion, the *consultative team* would like to stress that the report and accompanying Action Plan is intended to assist and support the Croatian authorities take full account of European good practice in developing their own strategy for transforming the football experience in Croatia.

Safety and security at sport events, in particular football matches, 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 and why European good practices need to be customised to fit local circumstances.

The *consultative team* recognise that this report and the accompanying Action Plan are comprehensive. At first sight, the recommended actions may appear daunting, and they clearly do represent a significant challenge especially if taken together. Nevertheless, European experience evidences that each one is deliverable. As stressed in the introductory remarks, some of the recommendations could be pursued in longer time, while others need to be pursued as a matter of high priority, notably:

- **the need for a national strategy document setting out an integrated approach to safety, security and service (Recommendation1) - the accompanying Action Plan could provide a starting point for this task;**
- **the need for more effective and targeted exclusion arrangements as part of the wider national strategy (Recommendations 30-32);**
- **the setting up of two local integrated pilot projects in Zagreb and Split (Recommendations 8 and 9); and**
- **developing a stadium modernisation strategy and associated stadium safety arrangements (Recommendations 14-16).**

In all cases, it is envisaged that establishing the recommended two local integrated pilot projects in Zagreb and Split will not only help tackle Croatia's most high profile challenges but also provide models of application suitable for application nationwide (and even internationally) in due course.

However the *consultative team* 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 *consultative team* would like to stress once more that the Council of Europe Standing Committee, UEFA and EU Think Tank are all committed to providing the authorities and other competent agencies in Croatia with further support and advice in meeting these challenges. On the other hand, the Standing Committee would also welcome periodic feedback on the progress made by the Croatian authorities concerning implementation of the recommendations in this report.

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

G.2 Summary of Recommendations

Co-ordination at National Level

Recommendation 1 - the Croatian authorities should prepare a national strategy document setting out the key measures necessary to deliver an integrated approach to safety, security and service

Recommendation 2 - the Croatian authorities should consider refining the title of the National Committee to reflect the (positive) need to co-ordinate the development and delivery of an integrated approach to safety, security and service.

Recommendation 3 - the Croatian authorities should ensure that the role, remit and terms of reference of the National Committee provides clarity on which Governmental Department is the ultimate authority in determining the way forward in respect of matters on which stakeholders cannot agree.

Data on Football Related Incidents and Associated Matters

Recommendation 4 - the Croatian authorities, through the NFIP, should continue to gather and analyse data on football-related misbehaviour to ensure that the number and type of incidents in connection with football matches are recorded and linked to the number of arrested/detained persons, number of prosecutions and number of banning order sanctions imposed following a judicial process.

Recommendation 5 - the Croatian football authorities should (wherever possible) continue to gather and record attendances at all international matches and domestic cup and league matches involving top Division teams.

Co-ordination at Local Level

Recommendation 6 - the Croatian authorities should establish local multi-agency co-ordination arrangements in cities hosting football matches played under the auspices of the CFF and other matches for which the CFF has given its written consent.

Recommendation 7 - the Croatian authorities should 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 football events (inside and outside of stadia) safe, secure and welcoming, are represented at an appropriate ("influential") level.

Local Integrated Pilot Projects in Zagreb and Split.

Recommendation 8 - the Croatian authorities should establish local pilot projects in Zagreb and Split designed to develop and implement an integrated, multi-agency approach to safety, security and service in connection with football matches played by GNK Dinamo and HNK Hajduk.

Recommendation 9 - the Croatian authorities should ensure that the proposed local integrated pilot projects should take account of European good practice and incorporate all aspects of the proposed national safety, security and service strategy.

Legislative and Regulatory Framework

Recommendation 10 - the Croatian authorities should periodically review the current legislative and regulatory framework governing football in order to ensure that it facilitates delivery of all aspects of the national integrated strategy and provides a more balanced approach to safety, security and service.

International Co-operation

Recommendation 11 - the Croatian authorities should continue to ensure that NFIP personnel participate in Standing Committee meetings.

Media and Communications Strategy

Recommendation 12 - the Croatian authorities should establish a multi-agency group tasked to develop and deliver national and local multi-agency media and communication strategies aimed at explaining and promoting the integrated approach and associated local initiatives

Recommendation 13 - the Croatian authorities should expand the remit of the proposed multi-agency media and communications group to explain and promote the integrated approach enshrined in the local pilot projects in Zagreb and Split.

Stadium Infrastructure

Recommendation 14 - the Croatian authorities should determine a strategy for modernising football stadia in Croatia and clarify in law which agency should be responsible for stadia physical infrastructure and associated improvements.

Recommendation 15 - the Croatian authorities should examine in a creative manner all possible sources of public and private funding (or a mix thereof) to meet the cost of modernising (either through renovating existing or building new) stadia hosting professional football matches played in the Republic of Croatia.

Stadium Minimum Safety Standards

Recommendation 16 - the Croatian authorities should take full account of European good practice in commissioning the preparation of model guidance for modernising football stadia incorporating minimum: (i) physical standards and facilities; and (ii) crowd management arrangements

Stadium Safety Certification and Licensing

Recommendation 17 - the Croatian authorities should review the current stadium safety certification and inspection arrangements, taking into account European good practice.

Stadium Safety Management Arrangements

Recommendation 18 - the Croatian authorities should take full account of European good practices in developing minimum safety management arrangements.

Stadium Safety Officers (Club Security Commissioners)

Recommendation 19 - the Croatian authorities should rename Club Security Commissioners as Stadium Safety Officers to reflect and emphasise their principal role, and take full account of good practice in developing minimum standards on their competencies, status and authority.

CFF Security Personnel

Recommendation 20 - the Croatian authorities should review the current legal and regulatory position of club security commissioners and CFF security personnel in preparation for the introduction of designated stadium safety officers.

Stadium Control Rooms

Recommendation 21 - The Croatian authorities should ensure that European good practices are taken into account in determining stadium control room operations.

Stewarding Operations and Training

Recommendation 22 - the Croatian authorities should review the minimum competences set for all stadia safety and security personnel taking into account their core functions and the variety of roles that they may perform.

Recommendation 23 - the Croatian authorities should also review the training arrangements for stewards, taking into account European good practice set out in Standing Committee documentation and on the basis of advice available from UEFA.

Ticketing Voucher Scheme

Recommendation 24 - the Croatian authorities should review the effectiveness and impact of the current ticketing "voucher scheme" in the light of European experience and the measures piloted in the proposed integrated local projects in Zagreb and Split.

Registered Supporters Clubs

Recommendation 25 - the Croatian authorities should review the current role, status and behaviour of registered supporters clubs as part of a wider supporter communication strategy, taking into account the experience of the integrated local projects in Zagreb and Split.

Match Risk Categorisation

Recommendation 26 - the Croatian authorities should review the in-stadia match risk categorisation arrangements, and associated police and steward deployment criteria, as part of a wider review of the current legislative and regulatory framework.

Use of Pyrotechnics in Stadia

Recommendation 27 - the Croatian authorities should develop an integrated, multi-faceted strategy designed to deter, prevent and punish the use of pyrotechnics in football stadia.

Recommendation 28 - the Croatian authorities should ensure that the proposed integrated local pilot projects in Zagreb and Split incorporate a commitment to work in co-operation with the T-RV and UEFA in developing and pursuing multi-faceted options for preventing and reducing the use of pyrotechnics.

Integrated Training of Key Police and Stadium Safety and Security Personnel

Recommendation 29 - the Croatian authorities should seek external support (from UEFA, the Standing Committee and EU Think Tank) to assist in the delivery of integrated training initially as a component of the local pilot projects in Zagreb and Split.

Visiting Police Delegations

Recommendation 30 - the Croatian authorities should ensure that funding is available to enable visiting Croatian police delegations to travel to matches abroad and to host incoming police delegations

Pivotal Role of the NFIP in Policing Football and Exclusion Arrangements

Recommendation 31 - the Croatian authorities should transform the NFIP into an appropriately resourced and specialist multi-functional policing football unit, to ensure that it can deliver a range of key functions crucial to the delivery of effective exclusion arrangements and policing football operations.

Local Police Banning Order Operations

Recommendation 32 - the Croatian authorities should make resources available to specifically fund targeted police evidence gathering operations for banning order and other judicial purposes in Zagreb and Split

Other Exclusion Measures

Recommendation 33 - the Croatian authorities should continue to accord a high priority to making the exclusion arrangements more effective through developing a shared understanding with the prosecuting and judicial authorities regarding the importance of judicially imposed banning orders. This process can be piloted as part of the local integrated projects in Zagreb and Split

Supporter Communication Strategy

Recommendation 34 - the Croatian authorities should liaise closely with the police, football and other relevant authorities in developing a supporter communication strategy, taking into account the experience of the local integrated pilot projects in Zagreb and Split.

Supporter Liaison Officers (SLOs)

Recommendation 35 - the Croatian Football Federation should ensure that the Federation and every professional football club appoint a Supporter Liaison Officers in accordance with UEFA guidance

Preventative and Educational Initiatives

Recommendation 36 - the Croatian authorities should review how best to integrate the current preventative and educational programme into a wider, multi-agency approach to safety, security and service at both national and local level.

Community Projects

Recommendation 37 - the Croatian authorities should encourage all national stakeholders to consider the scope for developing and delivering additional social and other community-based projects at both national and local level.

Recommendation 38 - the Croatian authorities should encourage local multi-agency co-ordination groups to work in partnership with local communities in developing and delivering social and other projects in their locality, taking into account the experiences of the integrated local pilot projects in Zagreb and Split

APPENDIX A

Report of the Standing Committee Consultative Visit to Croatia

Action Plan - to be completed by the Croatian Authorities

Notes:

This Action Plan incorporates recommendations included in the preliminary visit report supplemented by additional recommendations identified during the consultative visit.

For ease of reference the recommendations are presented under four headings: (i) multi-agency co-ordination arrangements and legislative framework; (ii) stadium safety; (iii) security; and (iv) service. However, as stressed throughout the consultative visit report, these headings overlap and are inter-related, and should be considered in that light.

Again, as stressed in the report, the timescale for implementing the recommendations will vary in accordance with a range of factors. However, there are four key priorities, namely:

- **the need for a national strategy document setting out an integrated approach to safety, security and service (Recommendation1) - this Action Plan could provide a starting point for this task;**
- **the need for more effective and targeted exclusion arrangements as part of the wider national strategy (Recommendations 30-32);**
- **the setting up of two local integrated pilot projects in Zagreb and Split (Recommendations 8 and 9); and**
- **developing a stadium modernisation strategy and associated stadium safety arrangements (Recommendations 14-16)**

Rec No.	Recommendation	Key Actions	Agency responsible for Implementing actions	Time schedule	Description of the action(s) taken and outcomes achieved
One - Multi-Agency Co-ordination Arrangements and Legislative Framework Recommendations					
Role and Function of the National Committee					
1	The Croatian authorities should prepare a national strategy document setting out the key measures necessary to deliver an integrated approach to safety, security and service	Consider and prepare a national strategy document setting out the actions necessary to develop and implement an integrated national approach to safety, security and service at sports events, in particular football matches.			

		Include milestones and outcome target dates and clarify the agency (agencies) with lead responsibility.			
2	The Croatian authorities should consider refining the title of the National Committee to reflect the (positive) need to co-ordinate the development and delivery of an integrated approach to safety, security and service.	Consider changing the name of the <i>National Committee on fight against violence in sports</i> to National Committee on safety, security and service in connection with sports events.			
3	The Croatian authorities should ensure that the role, remit and terms of reference of the National Committee provide clarity on which Governmental Department is the ultimate authority in determining the way forward in respect of matters on which stakeholders cannot agree.	Consider and provide the National Committee with terms of reference which: i) Clarify the role, remit and responsibilities of the Committee and participating agencies. ii) specify which government agency has ultimate authority in determining national policy when members of the committee cannot agree on the content of that policy.			
Data on Football Related Incidents and Associated Matters					
4	The Croatian authorities, through the NFIP, should continue to gather and analyse data on football-related misbehaviour to ensure that the number and type of incidents in connection with football matches are recorded and linked to the number of arrested/detained persons, number of prosecutions and number of banning order sanctions imposed following a judicial process.	Determine the best way to record all incidents and their severity, character and location and then link with: Outcome of all related arrests and detentions. Outcome of any related judicial proceedings, including imposition of banning order sanctions. Analyse trends.			

5	<p>The Croatian football authorities should (wherever possible) continue to gather and record attendances at all international matches and domestic cup and league matches involving top Division teams.</p>	<p>Record attendances at all international, UEFA competition, and domestic cup and league matches involving top Division teams.</p> <p>Analyse trends.</p>			
Local Co-ordination Arrangements					
6	<p>The Croatian authorities should establish local multi-agency co-ordination arrangements in cities hosting football matches played under the auspices of the CFF and other matches for which the CFF has given its written consent.</p>	<p>Establish local multi-agency co-ordination groups in Zagreb and Split tasked to oversee and orchestrate components of the integrated pilot projects.</p> <p>On the basis of the pilots, or before, establish local multi-agency co-ordination groups in all towns and cities hosting international and domestic matches involving top Division football clubs.</p>			
7	<p>The Croatian authorities should 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 football events (inside and outside of stadia) safe, secure and welcoming, are represented at an appropriate ("influential") level.</p>	<p>Consider how best to ensure that the composition of the local co-ordination groups includes the local authority, football club, police and other emergency services and other public, private and voluntary stakeholders involved in the local football experience.</p> <p>Task the local committees to ensure that:</p> <p>i) local operating arrangements (inside and outside of stadia), are comprehensive and take full account of the principles enshrined in an integrated approach to safety, security and service;</p> <p>ii) operational strategies of local stakeholders are complementary.</p>			

		<p>iii) local strategies are reviewed and updated (where necessary) to reflect any refinements to the national integrated approach and post-match analysis of events connected to previous matches;</p> <p>iv) the respective roles and responsibilities of all personnel engaged in delivery of football related operations are clear, concise and widely understood;</p> <p>v) multi-agency preparations clarify operational primacy</p> <p>vi) local liaison embraces all aspects of the wider integrated approach likely to impact on the match day dynamic, notably policing strategies, stadium licensing, ticketing, stewarding and other in-stadia operating arrangements; local hospitality and related activities (including community and supporter liaison); transport and other logistical factors; and crisis planning for emergency scenarios (inside and outside of stadia);</p> <p>vii) football supporter groups and local communities and businesses, especially those located in the vicinity of football stadiums and city centre areas (where supporters are likely to gather before and after matches) are consulted and kept informed of operational strategies in public and private spaces (including in and around football stadia); and</p> <p>viii) consideration is given to identifying and delivering football-related community and</p>			
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		wider social preventative projects and to otherwise promoting the active engagement of local football clubs and partner agencies within local communities.			
Local Integrated, Pilot Projects in Zagreb and Split					
8	The Croatian authorities should establish local pilot projects in Zagreb and Split designed to develop and implement an integrated, multi-agency approach to safety, security and service in connection with football matches played by GNK Dinamo and HNK Hajduk.	Consider and agree to set up the proposed local integrated (multi-agency) pilot projects in Zagreb and Split, focusing in particular on the safety, security and service arrangements for matches involving GNK Dinamo and HNK Hajduk.			
9	The Croatian authorities should ensure that the local integrated pilot projects take account of European good practice and incorporate all aspects of the proposed national safety, security and service strategy.	<p>Establish at national level an overarching multi-agency co-ordination body to monitor progress in delivering the various components of an integrated approach.</p> <p>Establish at local level, multi-agency co-ordination groups, comprising local authorities, football club, police, and other partner agencies, to develop and pursue an integrated approach to safety, security and service inside and outside of the respective stadia.</p> <p>Develop national and, importantly, local media and communication strategies designed to explain and promote the key components, aims and objectives of the pilot projects.</p> <p>Develop an action plan for modernising the respective stadia taking into account European standards and good practices, including investment in refurbishing old</p>			

		<p>stadia within modest budgets.</p> <p>Consider in a creative manner and identify possible sources of public and private funding for stadium modernisation.</p> <p>Develop improved stadium management arrangements and the appointment of trained safety officer with overall responsibility for all crowd management and stadium safety matters.</p> <p>Police, in consultation with prosecuting authorities, to pursue a comprehensive, judicially based, exclusion strategy, ensuring that individuals who cause or contribute to football violence and disorder are targeted in evidence gathering operations and that evidence packages are prepared to assist the courts impose penalties and, wherever possible banning order sanctions.</p> <p>Develop sophisticated multi-agency supporter communication and dialogue arrangements.</p> <p>Identify and pursue local multi-agency preventative projects designed to tackle racism and political extremism (especially but not exclusively among the young), and otherwise deter misbehaviour (including the use of pyrotechnics) in connection with football matches.</p> <p>Identify and pursue community-based projects designed to build links between the football clubs and local communities and</p>			
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		businesses, and encourage more potential spectators to attend matches.			
Legislative and Regulatory Framework					
10	The Croatian authorities should periodically review the current legislative and regulatory framework governing football in order to ensure that it facilitates delivery of all aspects of the national integrated strategy and provides a more balanced approach to safety, security and service.	A time table should be developed for undertaking periodic reviews of football-related legislation and CFF regulations to ascertain if additional and refined provisions are required to assist in making football safe, secure and welcoming for all spectators and local communities.			
International Co-operation					
11	The Croatian authorities should continue to ensure that NFIP personnel participate in Standing Committee meetings.	Head of NFIP or their representative to continue to attend meetings of the Standing Committee and, where appropriate, participate in other football-related pan-European meetings of safety and security and policing football experts in order to share additional information and good practices.			
Media and Communications Strategy					
12	The Croatian authorities should establish a multi-agency group tasked to develop and deliver national and local multi-agency media and communication strategies aimed at explaining and promoting the integrated approach and associated local initiatives	Develop national and local multi-agency media handling and communication strategies initially focused on the local pilot projects and, subsequently, on the Croatian football experience and the development of an integrated approach.			
13	The Croatian authorities should expand the remit of the proposed multi-agency media and communications group to explain and promote the integrated approach enshrined in the local pilot projects in Zagreb and Split.				

Two - Stadium Safety Recommendations					
Stadium Infrastructure					
14	The Croatian authorities should determine a strategy for modernising football stadia in Croatia and clarify in law which agency should be responsible for stadia physical infrastructure and associated improvements.	<p>Develop a strategy and action plan for modernising top tier football stadia in Croatia, considering both the feasibility of building new stadia (where possible) and refurbishing existing stadia to make them safe, secure and welcoming for all current and potential spectators.</p> <p>Take account of European good practice , including upgrading of old stadia.</p>			
15	The Croatian authorities should examine in a creative manner all possible sources of public and private funding (or a mix thereof) to meet the cost of modernising (either through renovating existing or building new) stadia hosting professional football matches played in the Republic of Croatia.	<p>Consider establishing a sub group of governmental, football and financial experts to consider in a creative fashion the various public and private funding options available to modernise stadia.</p>			
Stadium Minimum Safety Standards					
16	The Croatian authorities should take account of European good practice in commissioning the preparation of model guidance for modernising football stadia incorporating minimum: (i) physical standards and facilities; and (ii) crowd management arrangements	<p>European good practice should be investigated in establishing model guidance incorporating minimum standards on the physical infrastructure and on dynamic stadium safety and crowd management arrangements in football stadia.</p> <p>The standards need to be designed for application in both refurbished existing stadia and any new stadia</p> <p>Physical infrastructural standards need to be clear and universal; dynamic safety arrangements need to be designed in terms of</p>			

		outcomes to accommodate the character and design of each stadia. The two models need to be complementary both in intent and in application within each stadium.			
Stadium Safety Certification and Licensing					
17	The Croatian authorities should review the current stadium safety certification and inspection arrangements, taking into account European good practice.	<p>Consider setting up an independent national stadium licensing body to oversee local safety certification arrangements and provide advice on stadia infrastructure and safety management arrangements.</p> <p>Consider and develop new stadium safety certification arrangements designed to ensure that stadium safety certificates:</p> <ul style="list-style-type: none"> i) are directly linked with minimum standards agreed at national level; ii) comprise model requirements to provide consistency in safety standards; iii) linked to periodic and audited expert inspection, undertaken by an independent national body responsible for issuing stadium licenses; iv) are issued by local multi agency safety certification groups tasked to ensure local compliance with minimum standards, v) provide accountability in respect of meeting the standards, and ensure compliance with the conditions of stadia licenses/certificates 			

Stadia Safety Management Arrangements					
18	<p>The Croatian authorities should take full account of European good practices in developing minimum safety management arrangements.</p>	<p>Good practices to be considered and adopted in accordance with a timetable designed to ensure that relevant personnel are trained and equipped to undertake their respective tasks effectively:</p> <ul style="list-style-type: none"> i) integrated command arrangements setting out the roles and responsibilities; of stakeholder agencies; clarifying who has lead responsibility in the event of an incident or emergency; and providing formal arrangements for transferring that responsibility to another agency; ii) safety and security risk assessments should be completed for every match in consultation with the police and other emergency services; iii) match organiser (or safety officer - see Recommendation 19) should develop a stewarding plan for each event based upon the risk assessment; iv) evacuation and other emergency contingency plans should to be established and rehearsed in multi-agency exercises; v) safe capacity of a stadium and each of its sectors should be determined on the basis of the evacuation capacity of each sector and the quality of the safety management of the stadium; vi) match organiser (or safety officer) should take responsibility for fire risk assessments 			

		<p>and prepare an evacuation plan and fire safety check list, incorporating the policy on the fire resistance of flags and banners; pre-event safety checks should be undertaken and recorded along with details of any remedial action taken to address any issues identified during the check;</p> <p>vi) first aid rooms should be available for minor spectator medical treatment or injuries, with appropriate directional signage to the facility, and stewards should be briefed on the procedures for required by a spectator requiring medical attention.</p> <p>vii) spectator safety policy should take incorporate guidance on children/ vulnerable adults;</p> <p>viii) national standards should be set for accommodating spectators with special needs (see guidance contained within the European standard CEN/TR 15913:2009). Additional advice can be sought from the Centre for Access to Football in Europe (café http://www.cafefootball.eu/)</p>			
Stadium Safety Officer					
19	<p>The Croatian authorities should rename Club Security Commissioners as Stadium Safety Officers to reflect and emphasise their principal role, and take full account of good practice in developing minimum standards on their competencies, status and authority.</p>	<p>The following good practices should be taken into account:</p> <p>i) safety officers should have prime responsibility for all stadia safety issues, including stadium maintenance and crowd management on match days;</p> <p>ii) safety officers should be occupationally</p>			

		<p>competent for the role once he or she has sufficient training, experience and knowledge, to be able to implement the functions detailed in a model job description;</p> <p>iii) in order to effectively discharge their responsibilities safety officers should be given a detailed job description which clearly sets out the functions of the post;</p> <p>iv) safety officers should have the necessary character to be able to quickly assess and deal with developing situations in a calm manner and the ability to communicate clearly to their staff;</p> <p>v) on event days, the safety officer must have the authority to make immediate decisions on spectator safety without having to refer to senior management, board members or event organisers;</p> <p>vi) no decision which could have implications for safety should be taken without the agreement of the safety officer;</p> <p>vii) the safety officers must be able, and be permitted, to commit sufficient time to all events to enable thorough preparation and planning to be undertaken;</p> <p>viii) the safety officer needs to plan or at least participate in regular testing and exercising all emergency procedures;</p> <p>ix) the specific responsibilities of the safety officers could include but are not limited to:</p>			
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		<ul style="list-style-type: none"> • pre-event planning and risk assessments; • pre-event inspections; • developing safety management systems; • preparing, monitoring and reviewing safety documentation and safety management systems; • contributing to the safe capacity assessments; • recruiting and organising the training of sufficient stewards; • interacting with external agencies including the local authority, the police and other emergency services; • maintaining safety records; • investigation and reporting of incidents and accidents. 				
CFF Security Personnel						
20	The Croatian authorities should review the current legal and regulatory position of club security commissioners and CFF security personnel in preparation for the introduction of designated stadium safety officers.	<p>The CFF should consider and refine the role of their own safety and security personnel in the light of developments proposed in this Action Plan, in particular the proposed role of stadium safety officers.</p> <p>The Croatian authorities should periodically review the current legal and regulatory position of both club and CFF security personnel in the light of developments proposed in this Action Plan role.</p>				
Stadium Control Rooms						
21	The Croatian authorities should ensure that the European good practices are taken into account in determining stadium control	<p>Good practice suggests that each stadium control room should:</p> <p>i) provide an integrated workplace where all</p>				

	<p>room operations.</p>	<p>they key agencies are represented at an appropriate level and work in accordance with agreed protocols;</p> <p>ii) be staffed by experienced competent personnel;</p> <p>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;</p> <p>iii) be able to override the venue public address system to broadcast safety and security announcements;</p> <p>iv) be able communicate directly with those spectators waiting to gain entry to the stadium;</p> <p>v) be able to instruct the video board or electronic message board operators to display pre prepared safety and security messages;</p> <p>vi) be able communicate with all radio users on a designated channels.</p> <p>vii) maintain a radio log to record radio communication regarding safety operations.</p> <p>viii) be staffed by trained CCTV operators working in accordance with a communication protocol agreed between the operators and the control and command team.</p>			
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		<p>ix) have access to a fire alarm repeater panel or computer display link</p> <p>x) have access to a turnstile monitoring system providing visual readouts of spectator numbers in each sector of the stadium.</p>			
Stewarding Operations and Training					
22	The Croatian authorities should review the minimum competences set for all stadia safety and security personnel taking into account their core functions and the variety of roles that they may perform.	Task a sub group to prepare minimum competences for all personnel, notably safety officers (see above), stewards, security personnel and volunteers providing safety and security functions in football stadia.			
23	The Croatian authorities should also review the training arrangements for stewards, taking into account European good practice set out in Standing Committee documentation and on the basis of advice available from UEFA	<p>Liaise with UEFA and the Standing Committee, and others as appropriate, regarding the availability of training packages (like train the trainers) for stewards and other safety and security personnel.</p> <p>Such training could also incorporate key policing football personnel in order to enhance mutual understanding and operational co-operation.</p>			
Ticketing Voucher Scheme					
24	The Croatian authorities should review the effectiveness and impact of the current ticketing "voucher scheme" in the light of European experience and the measures piloted in the proposed integrated local projects in Zagreb and Split.	<p>The merits of the voucher ticketing scheme should be considered as part of the development of integrated pilot projects in Zagreb and Split</p> <p>In the light of that experience and associated safety and security developments, the value of the voucher scheme should be reviewed and the arrangements refined as appropriate.</p>			

Registered Supporters Clubs				
25	The Croatian authorities should review the current role, status and behaviour of registered supporters clubs as part of a wider supporter communication strategy, taking into account the experience of the integrated local projects in Zagreb and Split.	As part of the local pilot projects, the role and behaviour of the respective registered supporters clubs should be reviewed. The outcome of that review should be taken into account by the national Committee with any changes to the current arrangements applied across Croatia with any appropriate changes to the legislation pursued as part of the proposed periodic review of the legislative and regulatory framework.		
Match Risk Categorisation				
26	The Croatian authorities should review the in-stadia match risk categorisation arrangements, and associated police and steward deployment criteria, as part of a wider review of the current legislative and regulatory framework.	Any changes to the current arrangements should be considered in due course as part of the wider legislative/regulatory review in the light of the outcome of the pilot projects and other relevant developments		
Use of Pyrotechnics in Stadia				
27	The Croatian authorities should develop an integrated, multi-faceted strategy designed to deter, prevent and punish the use of pyrotechnics in football stadia.	Liaise with UEFA and the Standing Committee regarding possible components of a comprehensive strategy designed to deter, prevent and punish the use of pyrotechnics in stadia.		
28	The Croatian authorities should ensure that the proposed integrated local pilot projects in Zagreb and Split incorporate a commitment to work in co-operation with the T-RV and UEFA in developing and pursuing multi-faceted options for preventing and reducing the use of pyrotechnics.	The initial task will be to identify and test the various options as part of the local pilot projects in Zagreb and Split.		

Integrated Training of Key Policing Football and Stadium Safety Personnel					
29	The Croatian authorities should seek external support (from UEFA, the Standing Committee and EU Think Tank) to assist in the delivery of integrated training initially as a component of the local pilot projects in Zagreb and Split	<p>Liaise with UEFA, Standing Committee and EU Think Tank about the scope of arranging, at an appropriate time, sophisticated one-country integrated training events for Key police and stadium safety personnel.</p> <p>In the first instance, the focus of this liaison should be on the provision of integrated training for key police and safety personnel involved in the pilot projects in Zagreb and Split.</p>			
Three - Security and Judicial Approach Recommendations					
Visiting Police Delegations					
30	The Croatian authorities should ensure that funding is available to enable visiting Croatian police delegations to travel to matches abroad and to host incoming police delegations	<p>Liaise with NFIP regarding the potential cost involved in sending and receiving visiting police delegations in respect of international and UEFA competition matches.</p> <p>Identify source if funding.</p>			
Role of the NFIP in Policing Football and Exclusion Arrangements					
31	The Croatian authorities should transform the NFIP into an appropriately resourced multi-functional policing football unit to ensure that it can deliver a range of key functions crucial to the delivery of effective exclusion arrangements and football policing operations.	<p>Key (expanded) NFIP functions should include:</p> <ul style="list-style-type: none"> (i) providing expert policy advice to the National Committee and local multi-agency co-ordination groups on policing football operations and associated exclusion arrangements; (ii) in close consultation with local police football intelligence officers/spotters, identify and target individuals who cause or contribute to football-related violence and disorder at home or abroad; 			

		<ul style="list-style-type: none"> (iii) assist local police forces in the preparation of evidence packages to help inform judicial banning order proceedings; (iv) gather information and evidence of violence and misbehaviour of Croatian football supporters in connection with football matches played in other countries; (v) co-ordinate the gathering of information and evidence on non-football-related criminal behaviour undertaken by known football risk fans; (vi) oversee banning order monitoring and compliance arrangements; (vii) provide advice to senior operational commanders on why exclusion is a key factor in effective policing football operations; (viii) ensure an appropriate number of designated police spotters are provided with necessary technical aids, like hand-held video recorders and good quality mobile phones, for intelligence and evidence gathering purposes; (ix) oversee the gathering and analysis of football related data (no of incidents, arrests, bans etc); 			
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		<p>(x) represent Croatia at European expert policing football meetings, including Standing Committee meetings; and</p> <p>(xi) co-ordinate arrangements for international information exchange and the deployment of visiting police delegations.</p>			
32	<p>The Croatian authorities should make resources available to specifically fund targeted police evidence gathering operations for banning order and other judicial purposes, initially in Zagreb and Split</p>	<p>Identify source of funding (e.g. from which budget) to be specifically used to obtain evidence necessary to exclude individuals who cause or contribute to football-related violence and other misbehaviour.</p> <p>Determine arrangements/criteria for allocating these funds to local policing units (making full use of NFIP expertise) and ensuring that the resources are targeted and used effectively.</p> <p>Determine how best to incentivise local forces to use resources productively (possibly on a payment by results basis - that is in accordance with success in obtaining banning orders or other penalties that will effectively exclude targeted individuals from the football experience).</p>			
Other Exclusion Initiatives/sanctions					
33	<p>The Croatian authorities should continue to accord a high priority to making the exclusion arrangements more effective through developing a shared understanding with the prosecuting and judicial authorities</p>	<p>Liaise with police, prosecuting agencies, judicial authorities and other key stakeholders about how to develop enhanced understanding of the importance of exclusion arrangements.</p>			

	<p>regarding the importance of judicially imposed banning orders. This process can be piloted as part of the local integrated projects in Zagreb and Split</p>	<p>Further review judicial and prosecuting arrangements to assist exclusion process.</p> <p>Identify specialist prosecutors to lead in seeking exclusion sanctions in Zagreb and Split as part local integrated pilot projects.</p> <p>Review arrangements/proposals in the light of experience during the local projects.</p>			
Four - Service Recommendations					
Supporter Communication Strategy					
34	<p>The Croatian authorities should liaise closely with the police, football and other relevant authorities in developing a supporter communication strategy, taking into account the experience of the local integrated pilot projects in Zagreb and Split.</p>	<p>As part of the local pilot projects in Zagreb and Split, consider European practices designed to enhance communication and dialogue with supporters.</p> <p>Consider available options for empowering non risk supporters and influencing the behaviour of risk supporters, through, inter alia:</p> <p>i) open and transparent communication to supporters and community on the aims, importance and potential benefits to supporters enshrined in the integrated approach;</p> <p>ii) use of dedicated specialist dialogue personnel to liaise with influential representatives of supporter groups;</p> <p>iii) encourage all frontline policing and safety personnel to enter into dialogue with supporters generally.</p>			

Supporter Liaison Officers (SLOs)				
35	The Croatian Football Federation should ensure that the Federation and every professional football club appoint a Supporter Liaison Officers in accordance with UEFA guidance	CFF to adopt UEFA guidance in the appointment of Federation and football club SLOs. Monitor implementation, experience and progress on a periodic basis.		
Preventative and Educational Initiatives				
36	The Croatian authorities should review how best to integrate the current preventative and educational programmes into a wider, multi-agency approach to safety, security and service at both national and local level.	Review current educational and preventative projects to ensure they are consistent and form part of the national safety, security and service strategy and are incorporated into local integrated strategies. Consider how best to integrate existing preventative initiatives into the pilot projects in Zagreb and Split.		
Community Projects				
37	the Croatian authorities should encourage all national stakeholders to consider the scope for developing and delivering additional social and other community-based projects at both national and local level.	Local multi-agency co-ordination groups in Zagreb and Split should work closely with local authorities and community groups in identifying community focused educational, crime prevention and other social projects in the two cities and the role which local football clubs can play in helping to deliver the projects (e.g. use of club personnel, resources and facilities etc).		
38	The Croatian authorities should encourage local, multi-agency co-ordination groups to work in partnership with local communities in developing and delivering social and other projects in their localities, taking into account the experiences of the integrated local pilot projects in Zagreb and Split	At national level, partner agencies should examine the scope for encouraging the development and adoption of local, community based, preventative and social projects, designed around football and other sports, taking into account the experience gained in the local projects in Zagreb and Split.		

Appendix B

National Report prepared by the Croatian authorities CONSULTATIVE VISIT TO CROATIA

- **Coordination mechanism in Croatia concerning safety and security (at national and local level)**

For the purpose of more coordinated approach of all stakeholders, by the Decision of the Government of the Republic of Croatia is established National committee for the fight against violence in sport. Members of the national committee are the representatives of:

- Prime minister's cabinet;
- Assistant minister of the Ministry of science, education and sport - president of the committee;
- Deputy general director of the Croatian police – national coordinator (MoI);
- Assistant minister of the Justice Ministry;
- Teachers and education agency – assistant director, member;
- Supreme misbehavior court – adviser judge, member;
- Croatian football federation – executive president, member;
- Croatian Olympic committee;
- Association of the professional football clubs of the 1st Croatian Football Division;

Also, practical coordination at the technical level can be seen below (under the responsibilities).

- **Responsibilities and competences of all stakeholders involved (public – private, local and national authorities, etc.)**

The organiser of a sports competition shall estimate the probability of outbreak of disorder and violence at the sports competition and shall take measures for the purpose of their prevention and restraint as stipulated by the Act and other laws and regulations for their implementation, and by regulations of international and national sports federations and other sports associations of a higher level.

When estimating the threat of disorder and violence and the measures necessary for their prevention and elimination, the organiser of a sports competition shall cooperate with the competent police authority and ensure sufficient number of persons, including police officers, in the area of the sports facilities and their immediate surroundings, for the purpose of taking measures to ensure safety of the sports competition.

The organiser of a sports competition shall act according to the order of the police regarding safety measures to be taken in the procedure of preparation, organisation and holding of the sports competition.

When during a sports competition unlawful behaviour of spectators has developed to a substantial degree, the officials of the organiser shall temporarily or permanently interrupt the sports competition.

The organiser of a sports competition shall, depending on the type of sport, the level of the sports competition, the type of the sports facility, the expected number of spectators and the estimated threat of disorder and violence, engage a steward service with sufficient number of stewards.

The steward service may be comprised of persons employed by the organiser of the sports competition, of volunteer stewards, members of supporters' clubs trained to perform tasks of stewards at sports competitions.

The organiser of a sports competition may use for the tasks of the steward service also the security officials and guards employed by a licensed company, on the basis of a contract made with such company according to the regulations governing private protection business.

Rules of a sports federation or another sports association of a higher level shall stipulate, in accordance with the regulations laid down in Article 5 paragraph 1 of the Act and depending on the criteria referred to in paragraph 1 of this Article, standards for equipping of sports facilities with devices for control and counting of admission tickets and video surveillance, standards for determining the minimum number of stewards for individual sports competitions and, depending on the level of the sports competition, the cases in which the steward service must be comprised of stewards employed by the organiser of the sports competition, volunteer stewards, members of supporters' clubs, and/or stewards and security officers employed by a company having a licence for performing activities of private protection, on the basis of a contract made with such company according to the regulations governing private protection business.

At the request of the competent police authority, the organizer of a sports competition shall increase the number of stewards when the authority estimates that the planned number of stewards will not guarantee safety at the sports competition.

In accordance with the request of the police, for the security reasons, the organizer shall limit the number of tickets to be made available for sale to the number which is smaller than that of the total capacity of a sports facility.

- **Police structure, especially in the field of security at football matches**

- a) *Match commander – depending on risk assessment:*

- *Low risk – match commander would be head of police station or assistant head;*

- *Medium risk – from the level of service specialized for public gatherings of the local police HQ/County police;*

- *High risk – highly ranked commanding officer from the level of local HQ/County police (head of Public security, deputy head of County police for the very high risk matches).*

All of the a/m match commanders are experienced police commanders and match commander cannot be officer only because of the position – head of Police station etc., experience is obligatory factor.

- b) *Units engaged for the safety and security of match*

Usually, riot units/interventional police units (full time units like CRS in France) will be used to perform task of securing public order. Riot units will be briefed by the spotters and will act according to recommendation of spotters.

- **Role and competences of NFIP, match commanders, spotters, intelligence officers – specific training schemes**

- a) *NFIP – Department for prevention of disorder at sport competitions*

NFIP Croatia covers all sorts of sport competitions, not only football matches, with the task of international cooperation and it is responsible for coordination of measures undertaken by the units which conduct security measures at sports competitions. NFIP gathers information's necessary for the risk assessment and from the national level gives the information to all County police. Besides

providing the information, also impose obligatory measures regarding information provided to the local County police.

b) Match commanders

Match commanders are superior's to all police units, private security and stewards which undertake safety and security measures at stadiums. During the match they are positioned at control room. Also, they are responsible for public order in the city if it is connected with the match.

c) Spotters

Spotters gathering information on fans and providing information for all units engaged at match. Also, main task is to observe and spot fans of all types – risk, non risk, home and away with task of recognizing behavior and possible risk treats. They are directly subordinated to the match commander.

There is no written training schemes, training is conducted one to two times per year by NFIP. Spotter service is positioned at the level of County police and consists of officers with longer police experience. Full time spotters are officers with the college degree of education. For domestic matches of the national team, spotters from all round of state will be engaged for the practicing work and exchange of experience – practical training beside regular task.

d) Football intelligence officer

Service of FIO does not exist.

- **Policy on policing football matches (inside – outside stadiums) – procedure of risk assessment**

Risk assessment is based/done using the information on the expected number of spectator in total, expected number of risk fans, previous relations between home and guest supporters. Also, current position of the clubs at the competition (National championship, Cup) type of competition – national/international is important for the risk assessment.

a) Deployment at the stadium

Usually, for the low risk competition, police at the stadium will be placed under/beside tribune to avoid being present/mixed with the spectators and not to provoke any negative reaction of the spectators.

For the medium risk competition, police will be visible to show presence with the purpose of prevention. Deployment will be done on the way not to disturb and provoke spectator.

For the high risk competition, police will be deployed with the purpose to actively prevent disturbances (to prevent the contact between risk fans groups). In stated case, riot units will wear protective equipment during the time of whole engagement and will be proactive (e.g. to preventively detain possible troublemakers and known risk fans).

b) Deployment in the city

In the city area, police will be deployed at the places of fans gathering and securing of accommodation of the guest team.

Also, police will act similar as at the stadium: low risk – low visibility and presence. As the possible risk increases, visibility and presence of police will also increase and police will act more proactive.

- **Evidence gathering strategy**

The collection of data contain the following: personal data on persons recorded as perpetrators of misbehaviour referred to in Act on prevention of disorder at sport events (name and surname, name of the father/mother, personal identification number, date and place of birth, sex, nickname, pseudonym, occupation, membership in a supporters' club or a supporters' group, photograph, and all information referring to the identified natural person that may be identified), data on brought criminal charges and proposals for indictments, pronounced cautionary measures, penalties, safety and protective measures, prohibitions to attend sports competitions, brought in and detained persons, data received from foreign police authorities, and in relation to this data on supporters and supporters' groups. The data may be used for exchange within the framework of international police cooperation and may be also given to other users in compliance with the regulation governing the personal data protection. If provided by the foreign police, data on perpetrators of any of a/m misbehaviour committed away, can be gathered in evidence. The data shall be kept for ten years.

- **Some facts and figures, for example on division 1 and 2 + international matches: average police deployment, number and type of incidents, number of troublemakers identified, number of troublemakers sanctioned + what kind of sanctions**

Facts and figures following below present mainly the 1st Division (football) because only the matches of this competition are problematic regarding national competitions. Data are average statistics for season's 2010/2011, 2011/2012 and 2012/2013 (two more match days till the end of season 2012/2013).

1. *Average police deployment – app. 55 police officers*
2. *Average number of spectators per match – 2.000*
3. *Number of incidents/disturbances at sport competitions:*
 - 2010- 68
 - 2011- 52
 - 2012 - 63
4. *Number of arrested/preventively arrested/detained persons in period between 15th July 2003 till and of April 2013 (period in which Act on prevention of disorder at sport competitions is on power): 11.730*
5. *Number of persons reported to the Court (mainly Misdemeanor Courts) in total: 9.405*

Number of persons reported according the Act on prevention of disorder at sport competitions: 6.328

6. *Number of persons as subject of FBO for the moment: 176;
Number of persons as subject of precautionary measure: 25*

Types of FBO and system of conducting the FBO are described in Act on prevention of disorder at sport competitions (articles 32 and 32a).

- **Some facts and figures concerning stadiums: private or public ownership, safety capacity of the stadiums, average attendance**

Stadiums are owned by the local authorities.

Area outside the stadium

- 1. Access to the stadium should be facilitated by an efficient network of routes for private transport, and if possible, by suitable links to public transport in the vicinity of the stadium.*
- 2. There shall be large signs providing directions (location of sectors and entrances) within the immediate vicinity of the stadium.*
- 3. Approaches to the stadium must be adequately signposted (for example by means of pictograms) to guide spectators to their sectors, and all turnstiles, entry and exit gates and doors must be operational and similarly clearly indicated by signs which are universally understood.*

Article 6 Stadium perimeter, turnstiles and check points

- 1. A wall or fence may enclose the area surrounding the stadium. It shall be at least 2.5 metres in height and shall not be easy to scale, penetrate, pull down or remove.*
- 2. Entry and exit points in the stadium itself and the concourse surrounding the stadium shall be designed in such a way as to facilitate the flow of persons and vehicles in and around the stadium.*
- 3. All access gates must be able to be opened or closed quickly without causing any danger. The gates shall be designed to withstand pressure from large crowds of people. When open, the gates must be firmly secured. The gates must also be equipped with fireproof locks.*
- 4. All entry points must be equipped with facilities for searching persons and examining objects, and for storing objects securely.*
- 5. Turnstiles and checkpoint facilities may be incorporated within the perimeter wall enclosing the stadium. They must be able to withstand extreme pressure and be fireproof.*

Article 7 Perimeter surrounding field of play, emergency entry points to field of play, players' entry point

1. *While the removal of all perimeter fences and screens from football stadiums is desirable, it is acknowledged that there are places where local authorities insist upon the provision of such barriers.*
 2. *The field of play must be safe from the intrusion of unauthorised persons. To prevent unauthorised access, stadiums may have a 2.20 metre high fence (metal or safety glass, etc.), a suitable moat that prevents intrusion, or a combination of the two. The fence facing the field of play may be removed when other technical measures (video surveillance) and organizational measures (horizontal barriers preventing the spectators to enter the field of play) have been taken, and the stewards' procedures have been specifically set forth in the Match Organization Plan.*
 3. *There must be emergency access points to the field of play. Emergency gates must be incorporated into the fence surrounding the field of play. If the spectator areas are separated from the field of play by a moat, crossing points (bridges) must be provided near the emergency gates. Provided that CFF gives its prior approval, exceptions to the above are only permitted if there are enough suitable alternative exit routes for spectators.*
 4. *The emergency gates must be able to be opened quickly and easily in the direction of the field of play. In principle, they shall be positioned in a direct line with the stairways in the respective spectator area. The emergency evacuation points to the field of play must not be obstructed by advertising boards or any other objects. Advertising boards must be designed in such a way as to avoid creating an obstacle.*
 5. *The emergency exit gates shall be wide enough. They must be staffed by a steward and unlocked at all times. They shall be a different colour from their surroundings and easily identifiable by numbers or letters on both sides of the gate.*
 6. *The gates may be opened by remote control or by hand. If a gate can only be opened by hand, it must be opened from the spectators' side. If the remote-controlled systems malfunction, the gate must be able to be opened by hand immediately.*
 7. *On entering and leaving the field of play, as well as during the match, players and officials must be protected against intrusions from spectators.*
- **Safety and security organization of football matches: integrated command, cooperation between clubs and police, etc.**

In the chain of command at the matches, match commander is always representative of the police and it is superior to both police and private security and stewards. Leading persons/heads of the private are subordinated to the match commander. (Details in Act on prevention of disorder at sport competitions, article 8 paragraph 2).

Also, cooperation between police and clubs is regulated by the Act (articles 5-15).

- **Tasks, competences and responsibilities of the safety officer + training**

Article 20 **Security officer** (“Safety and security regulations applied to football matches”)

1. *CFF's Executive Committee shall, upon the proposition of CFF's Security Commissioner, appoint four (4) security officers who shall hold such office for two competition seasons, beginning from the 2010/11 season. Such persons must have experience of working with public authorities and the police services, as well as prior knowledge of match organisation issues, spectator supervision and any other*

matters relating to ensuring safety and order at an event – football match. Such person must also satisfy other criteria described in the Licensing Regulations of CFF's clubs.

2. *CFF's security officer is an official referred by CFF's security commissioner to the high-risk matches staged within the competition of the 1 and 2 CFL, Croatian Football Cup and other matches where complex security situation may arise.
CFF's security officer shall attend individual matches for the purpose of supervising and monitoring the security measures taken by the host club and all security services before, during and after the match.*
3. *Security officer shall have, among the others, the following responsibilities in case of the high-risk matches:*
 - *to contact the organizing club's security commissioner*
 - *to become aware of all the elements of security plan and programme of prevention to be applied before, during and after the match*
 - *to request the amendment to the security plan if he assesses it necessary for the security and safety of the match concerned*
 - *to request that the meeting is attended by participating security services and to become aware of their individual plans for the purpose of implementing the responsibilities targeted in the match's security plan*
 - *at the meeting, to evaluate the proposed measures and request from each participant to report on the problems referring to the implementation of the proposed security measures*
 - *to request from the club's security commissioner full implementation of such measures and elimination of disturbances that may interfere with the efficient staging of the match*
 - *to inspect the stadium, together with the club's security commissioner and representative of police forces, to satisfy himself that the measures have been taken and that all technical facilities are operative in the stadium*
 - *to be certain that before the stadium is opened for the spectators all security services (stewards and security forces) have been at the points assigned to them in the plan and that the stadium is ready to be opened*
 - *to check before the beginning of the match that all other details from the plan have been complied with and to request that the plan is fully implemented, or in case of any failure, to demand that any such failure is remedied before the beginning of the match*
 - *to meet before the beginning of the match with the delegate and referees and advise them on his security evaluation and to arrange with them about the implementation of measures and procedures in case of violence or other adverse occurrences*
 - *to maintain contact during the match with the match's delegate and coordinate with him the procedures to be applied in case of any incident*
 - *in case of any incident before, during or after the match, to request the club's security commissioner and the representative of the police forces to take additional measures to prevent violence and to protect people and property*
 - *upon the end of the match, to make detailed report on the match and conduct of all participants, and especially on the security matters, and to forward such report to the CFF's security commissioner. Such report shall be supplemented with as much as possible photographs and other documents confirming the activities and/or failures of the organizer*
4. *Security officer shall at the high-risk match where the severe incident has occurred ensure for the security forces to act in such a manner that the violence is stopped, any escalation of conflicts prevented and supporters prevented from moving from one sector to another and to the field of play.*
5. *Severe incidents include:*

- *unscrupulous use and throwing of pyrotechnics and other devices normally banned from the stadium*
 - *violence and mass fights that cannot be prevented by the stadium security forces without the application of additional forces*
 - *mass and continuing provocation and promotion of national, religious or racist intolerance*
6. *The CFF's security commissioner and/or CFF's security officer shall ensure the following procedures in case of severe incidents described in paragraph 5 of article 20:*
- a) *notify the match delegate and referee of the incident*
 - b) *request the home club security commissioner to warn through the public announcement system that the match will be interrupted if the incident is not suppressed*
 - c) *in case the incident continues request the match delegate and referee to stop the match and that the referee refers the teams to the centre of the field of play or bench for substitute players (whatever is more secure for the teams)*
 - d) *in case the incident still continues request the match delegate and referee to refer the teams to the dressing rooms and the host club announces through the public announcement system to the spectators that the match will be stopped*
 - e) *in case the incident continues for more than 15 minutes, request in agreement with the representative of the police forces who is the chief of the match security matters, the match delegate and referee to stop entirely the match.*
7. *CFF's security commissioner and/or security officer shall act in accordance with paragraph 6 of these Regulations also in case when the representative of the police forces being the chief of the match security matters requests, in accordance with article 28, paragraphs 2 and 4 of the Law on the Prevention of Violence and Disorder at Sporting Events, that the match is for security reasons interrupted either temporarily or permanently.*
If there is no CFF's security commissioner/officer at the match, then in case of any incident the match delegate shall act.

- **Tasks, competences and responsibilities of the stewards + training**

** Act on prevention of disorder at sport competitions*

Article 10

(1) Stewards shall:

- *protect participants of the sports competition and the property located in the sports facilities,*
- *establish whether a person possesses an admission ticket or any other corresponding document issued by the organiser and prevent unauthorised entry into the sports facilities,*
- *establish whether the person entering or staying at the sports facilities possesses alcoholic beverages, narcotic drugs, pyrotechnic devices, weapons or other objects suitable for causing bodily harm or creating disorder and violence, and temporarily seize such objects,*
- *establish whether the person entering or staying at the sports facilities possesses banners, flags, symbols or similar objects which express or incite hatred or violence based on racial, national, regional or religious affiliation, and temporarily seize such objects,*

- *prohibit access to the sports facilities to an intoxicated person with more than 0.50 g/kg of alcohol in blood, i.e. the corresponding amount of milligrams in a litre of exhaled air, or a person under the influence of narcotic drugs, or a person who is trying to introduce into the sports facilities alcohol, narcotic drugs, pyrotechnic devices, weapons or other objects suitable for causing bodily harm or creating disorder and violence,*

- *prohibit spectators to cross from one part of the sports facilities to another,*

- *detain the spectator who behaves violently or otherwise disturbs public order at the sports competition and deliver him/her to the police,*

- *disable spectators to access the parts of the sports facilities not intended for spectators,*

- *deliver the persons caught in committing a misdemeanour to the police.*

(2) *By way of derogation from the provision of paragraph 1 subparagraph 5 of this Article, stewards shall not prohibit access to sports facilities to sportsmen who introduce sporting weapons for the purpose of competing in the corresponding sport if such competition is held in those facilities.*

(3) *For the purpose of implementation of the duties referred to in paragraph 1 of this Article, stewards shall be authorised to:*

- *issue a warning and an order, check persons, temporarily seize objects, establish personal data, subject persons to establishment of presence of alcohol in the body, prohibit and prevent entrance to the sports facilities.*

(4) *While performing their duties, stewards may use physical force if they are not able to repulse the following in any other manner:*

- *an assault on themselves, spectators, competitors and other persons,*

- *an assault aiming to destroy or damage parts of the sports facilities and equipment thereof.*

(5) *Stewards who are employees of a company performing security operations and police officers shall also have authorities stipulated by special laws.*

Article 11

(1) *Organisers of sports competitions shall employ and use as stewards only the persons who are physically and mentally capable of performing tasks of a steward, who have at least secondary school qualifications, who have not been convicted for a misdemeanour against public order or for a criminal act committed for gain or with dishonourable motives, or for which committers are prosecuted ex officio.*

(2) *Stewards who do not have a licence for performing activities of private protection must attend training to become acquainted with their obligations and authorities, within the framework of which the degree of their physical and mental preparedness and suitability for performing tasks of a steward shall be evaluated.*

(3) *An ordinance on the training of persons performing tasks of a steward at sports competitions shall be passed by the minister in charge of internal affairs.*

Article 12

When communicating with spectators, stewards shall be polite and helpful, shall not be under the influence of alcohol or narcotic substances and shall not express their inclination toward a certain club.

** Training of stewards is described in Ordinance on sporting events stewards' training.*

TRAINING CURRICULUM FOR STEWARDING
AT SPORTING EVENTS
I LEGAL BASIS

<i>Ordinal number</i>	<i>SUBJECT MATTER</i>	<i>SUBJECT MATTER DESCRIPTION</i>	<i>NUMBER OF LESSONS</i>
1.	<i>Act on the Prevention of Disorder at Sporting Events Public Assembly Act</i>	<i>- basic understanding of these Acts, - organizer's obligations and the role of the Police</i>	3
2.	<i>Act on Private Protection</i>	<i>- legal provisions empowering security officers and guards to provide private protection services, - basic understanding of security officers and guards' powers</i>	
3.	<i>Misdemeanour Act</i>		1

*II STEWARDS' POWERS,
IMPLEMENTATION AND PRINCIPLES OF CONDUCT*

	<i>Stewards' powers</i>		
		<p><i>Issuance of warnings and commands,</i></p> <p><i>Practical manner of conduct and implementation.</i></p>	<ul style="list-style-type: none"> - <i>banning access to a sports facility to a person deemed to be under the influence of alcohol or drugs,</i> - <i>ban on bringing alcoholic drinks, drugs, explosive devices, weapons or objects suited for inflicting injuries or causing disorder and violence into a sports facility,</i> - <i>banning spectators to cross from one part of the sports facility into another one,</i> - <i>removal of spectators under the influence of alcohol or drugs, or of spectators resorting to violence or who in some other way disturb public order at sporting event from the sports facility,</i> - <i>disabling access of spectators to the parts of the sports facility not intended for spectators,</i> - <i>banning and preventing spectators entry into a sports facility,</i> - <i>preventing spectators to attempt or commit any type of illegal behaviour.</i>
		<p><i>Body search</i></p> <p><i>Search methodology</i></p>	<ul style="list-style-type: none"> - <i>does a person entering or already inside the sports facility carry or has banners, flags, symbols and alike, containing racist or other messages which can lead to disorder,</i> - <i>does a person entering or already inside the sports facility carry or has alcoholic drinks, drugs, explosive devices, weapons or objects suited for inflicting injuries or for causing disorder and violence,</i> - <i>body search of a person during detention,</i> - <i>manner of performing the body search.</i>
		<p><i>Temporary seizure of objects</i></p>	<ul style="list-style-type: none"> - <i>weapons, explosive devices and other objects suited for inflicting injuries or for</i>

			<p><i>causing disorder and violence,</i></p> <ul style="list-style-type: none"> - <i>alcoholic drinks, banners, flags and symbols containing racist or other messages which can lead to disorder, especially when:</i> - <i>entering the sports facility and when a person is caught in committing offence in the sports facility,</i> - <i>further procedure with seized objects.</i>
		<i>Detention</i>	<ul style="list-style-type: none"> - <i>of violent spectators and those who in some other way disturb public order at the sporting event,</i> - <i>of spectators in the course of establishing criminal acts or misdemeanours,</i> - <i>handing over of detained persons to the Police,</i> - <i>informing the Police of the reasons for their detention,</i> - <i>manner of detention.</i>
		<i>Identity establishing</i>	<ul style="list-style-type: none"> - <i>verification of personal data of persons entering the sports facility,</i> - <i>verification of personal data of persons caught while committing a misdemeanour offence and of those persons detained,</i> - <i>verification of personal data of persons whose objects have been temporarily seized,</i> - <i>manner of identity establishing.</i>
		<i>Misdemeanors</i>	<i>Learning about basic misdemeanour offences important for stewarding in line with the Act on the Prevention of Disorder at Sporting Events.</i>
		<p><i>Use of physical force in necessity defense</i></p> <p><i>Way of usage</i></p>	<ul style="list-style-type: none"> - <i>when repelling attack directed towards himself/herself, spectators, competitors and other persons,</i> - <i>when repelling attack directed towards destroying or damaging parts of the sports facility and its equipment,</i> - <i>the notion and definition of necessity</i>

			<i>defence.</i>
	<i>Resilience</i>	- <i>active resilience,</i> - <i>passive resilience</i>	<i>Conduct during active and passive resilience.</i>
	<i>Principle of Conduct</i>	- <i>Necessity</i> - <i>Graduality</i> - <i>Proportionality</i>	<i>Understanding and application of principles necessary for the legal use of stewards' powers.</i>

- **Applicable rules concerning stadium inspections, licensing, safety certification**

Attached in e-mail – “Security assessment”.

- **Contingency planning – evacuation exercises, etc.**

Contingency planning is part of licensing process.

- **Cooperation with fire brigade and medical services**

Article 15 *Fire safety – (“Safety and security regulations applied to football matches”)*

- 1. Fire may present one of the greatest safety risks at a venue. Preventive measures, such as the removal of sources of ignition, the provision of fire doors and the adoption of sensible precautions, especially where food is being prepared, can greatly reduce this risk.*
- 2. All hydrant terminals required by the fire fighting regulations and fire service must be installed.*
- 3. Fire extinguishers must also be provided in areas to be defined by the fire service. The fire extinguishers should clearly indicate whether they have been used or if they need to be replaced.*
- 4. At all matches, the inner areas of the stadium, immediately adjacent to the field of play, shall be equipped with buckets of sand and flame-retardant gloves.*

Article 16 *First aid*

- 1. The medical service shall be permanently provided with suitable rooms for the first aid treatment of spectators and any other person, other than the doping test room or the players' medical attention room.*
- 2. Each stadium's sector shall have fully equipped facilities for the first aid treatment of spectators, approved by the public authorities concerned.*
- 3. All facilities shall be clearly defined and access to them shall be clearly marked.*
- 4. If such facilities are not available then for the high-risk matches the organizer –host club shall ensure additional ambulance with complete medical team.*

Article 23 Liaison group**1. The match organiser must establish a liaison group which includes:**

- a senior official acting on behalf of the match organizer;
- a senior representative of:
 - each of the public authorities concerned (police, first aid services, fire services ...)
 - the stewards – private security company
 - the stadium owner/management;
 - the participating teams;
- the match delegate;
- the security officer (if appointed),
- the security commissioners of both participating teams.

- **Role and structure of fan groups**

Overview of the important supporters groups in the Republic of Croatia

<p>Bad Blue Boys</p> <p>(GNK Dinamo Zagreb)</p> <p>1257 registered supporters</p> <p>(52 with valid banning orders, 38 risk supporters)</p> <p>REGISTRATED ACTIVITIES: Designing, encouraging and leading of organised supporting at the Football matches of GNK Dinamo Zagreb; connecting, organized gathering and integration of needs and interests of supporters of GNK Dinamo Zagreb; organizing a travel of members of the Club on the matches of GNK Dinamo Zagreb outside the town Zagreb according to the special regulations; organizing of events, public tribunes, circular tables and other activities for popularisation of GNK Dinamo Zagreb and the culture of supporting; and making other activities mentioned in article 8 of the Statute. OTHER ACTIVITIES</p>
<p>TORCIDA</p> <p>(HNK Hajduk Split)</p> <p>1094 registered supporters</p> <p>(49 with valid banning orders, 73 risk supporters)</p> <p>REGISTRATED ACTIVITIES: Promotion of interests and development of HNK “Hajduk”; promotion and improvement of football, stimulation of organized supporting on matches of HNK “Hajduk”, organization of travel on matches outside of town Split, promotion and popularisation of Club with advertising activities and the media; organization of entertainment, cultural and sports events; FOOTBALL</p>

<p>ARMADA</p> <p>(HNK Rijeka)</p> <p>429 registered supporters</p> <p>(30 with valid banning orders, 23 risk supporters)</p> <p>REGISTRATED ACTIVITIES:</p> <p>Organization and conduction of activities program for the young and citizens in order to popularise sport of town Rijeka, development and improvement of the activities of the sports clubs from town Rijeka, stimulation of different ways of activities against supporters violence and violence on matches, actions in order to improve sport education of young supporters and other activities according to the article 9 and 10 of the Statute. OTHER HOBBY ACTIVITIES</p>
<p>ULTRAS</p> <p>(NK Cibalia – Vinkovci)</p> <p>101 registered supporters</p> <p>(3 with valid banning orders, 9 risk supporters)</p> <p>REGISTRATED ACTIVITIES:</p> <p>Organized gathering of supporters and sympathizers of HNK “Cibalia”, organization of special sport and entertainment events, devotion for fair supporting on matches without excess and violence, article 8 of Statute. OTHER SPORT ACTIVITIES</p>
<p>KOHORTA</p> <p>(NK Osijek)</p> <p>387 registered supporters</p> <p>(4 with valid banning orders, 43 risk supporters)</p> <p>REGISTRATED ACTIVITIES:</p> <p>Representation of cultural and sport interests of all members of the association in relation to everyone and special regulation and improvement of supporting conditions, improvement of conditions and protection of life and health of all supporters, especially the young, securing the legal terms for free and decent supporting and other activities marked in the Statute. OTHER SPORT ACTIVITIES</p>
<p>DEMONI</p> <p>(NK Istra)</p>

<p>143 registered supporters</p> <p>(11 with valid banning orders, 11 risk supporters)</p> <p>REGISTRATED ACTIVITIES: Stimulation and promotion of sport and fair supporting, especially the children and the young, management of the Club property, cooperation with other domestic and international clubs. OTHER HOBBY ACTIVITIES</p>
<p>SUPPORTERS CLUB OF CROATIAN NATIONAL FOOTBALL TEAM</p> <p>“UVIJEK VJERNI”</p> <p>REGISTRATED ACTIVITIES: Organization of supporting in spirit of sports and general culture in order to improve prevention in supporting; education of supporters through the promotion of supporters values for promotion of football, prevention and avoidance of racial, religious and national intolerance between supporters and toward players; systematic and permanent monitoring of valid regulations in connection with the supporters and supporting issues, offering the changes to the authorities in order to prevent disorder at sports competitions, other activities from article 7 of the Club Statute. OTHER ACTIVITIES</p> <p>NOTE: NO PROBLEM WITH THIS GROUP RECORDED, very cooperative both with Croatian and local police in foreign countries.</p>

- **Hospitality and service policy towards fans**

Local authorities will provide transportation-city buses if needed, for the guest supporters.

Police will act according the recommendation of the guest spotters or club security officer if the guest police are not present.

In general, in case of non risk fans, there will be no any restriction for any activities of the guest fans.

If it is appropriate, organizer of the match will provide fan zone for the ticketless fans.

- **Media and communication strategy**

Police will have press conference and permanent contacts with the media for any security interesting match. Also, in cooperation with the football authorities, Ministry of science, education and sport and Teacher Training Agency, media will be informed on any preventative activities regarding prevention on disorder at sport events.

Police will give the information on time of arrival to the stadium or collecting/check point for the fans to ensure timely entry to the stadium.

- **Preventative project**

Ministry of Science, Education and Sports (hereinafter referred to as the Ministry) and the Education and Teacher Training Agency (hereinafter referred to as the Agency) have recognized the preventive potential of educational institutions and their importance in preventing violence in sport.

A number of children and youths take part in this type of violence, before, during and after various sports events, in and outside of the Republic of Croatia. Incidents and inappropriate behavior of some Croatian fans in the Republic of Slovenia, the Republic of Austria, and the Czech Republic have substantially damaged the reputation of the Republic of Croatia.

All the fans who wanted to enjoy sports events have also suffered: those who saw the events as an opportunity to get together, not as an opportunity for fans to fight other supporters, foreigners or the police.

Since 2007 the Ministry and the Agency have been implementing various measures highlighting the importance of educational institutions in the prevention of the sports fans' violent behavior and the promotion of culture of fandom in the spirit of tolerance and respect of diversity.

In 2008, the Ministry and the Agency have formalized their activities and produced the Action Plan for the Implementation of Educational Measures to Fight Violence in Sport, at and outside of Sports Events (hereinafter referred to as the Action Plan). The main goal of the Action Plan is to raise the public awareness of the problem of violence in sport and to actively involve children, youths and educational institutions in various preventive programs at sport events.

The Action Plan is implemented through following activities:

- *Organizing conferences as a part of a program of continuous training of educational workers for the preparation and implementation of preventive activities;*
- *Providing technical literature and working material for the implementation of preventive activities in school environment;*
- *Active participation of students in the preparation and implementation of prevention activities.*

Since May 2007, the Ministry and the Agency have been working together with relevant Croatian and international institutions, partnering with them in the preparation and implementation of specialized training programs about violence in sport (the Police Directorate of the Ministry of the Interior, the Embassy of the Republic of France in the Republic of Croatia, the Croatian Football Federation, the Faculty of Education and Rehabilitation Sciences and Faculty of Political Sciences of the University of Zagreb, the cities of Zagreb and Rijeka, the Croatian School Sports Federation); this is part of the activities related to the continuous training of educational workers for the preparation and implementation of preventive activities in line with the Action Plan.

The detailed information related to implementation of Action Plan for the Implementation of Educational Measures to Fight Violence in Sport, at and outside of Sports Events is available in the attached brochure.

- **Policy on combating racism and other forms of discrimination.**

Policy on combating racism and other forms of discrimination is based on UEFA's 10-POINT PLAN ON RACISM (Article 52(4)). Also, it is regulated thru licensing process for the clubs of 1st and 2nd Division.