

STANDING COMMITTEE (T-RV)

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



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European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (T-RV)

Report of the Consultative visit to Lithuania
on the implementation of the Convention
23-25 November 2009

Reports by:

Lithuania
The Advisory Team

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A - NATIONAL REPORT BY LITHUANIA

I. APPROPRIATE NATIONAL LEGISLATION

A. Legal acts that define the role and responsibilities of an organizer during sports events

1. The Law on Physical Education and Sport of the Republic of Lithuania (as last amended on 17 April 2008; *Official Gazette*, 1996, No. 9-215; 1997, No. 65-1549; 1999, No. 112-3256; 2005, No. 76-2745), Article 42 “Principles for organizing sports competitions and events”, Part 4 “Organizers of sports competitions and events shall be responsible for the safety of athletes, sports professionals, sports fans, and spectators during sports competitions and events”; Part 3 of the same article: “Each sports (branch of sport) federation must have safety regulations for competitions”. In view of the requirements of international sports (branch of sport) organizations, safety regulations are approved by management bodies of respective sports (branch of sport) federations.”
2. The Law on the Safety of an Individual and Property (*Official Gazette*, 2004, No. 116–4317), Article 5 Part 3 specifies that police must be informed in advance about maintenance of public order at public mass events and mass gatherings (in stadiums, squares, parks, etc.); armed and non-armed protection of a person and property in accordance with the procedures established in licensing rules and joint actions must be agreed to ensure public order at an event.
3. Resolution of the Government on “Confirmation of licensing rules for armed and non-armed protection of a person and property” (*Official Gazette*, 2005, No. 17–535), Clause 17 establishes that a security service must agree the Plan for Maintenance of Public Order and submit it to the territorial police unit no later than 5 working days prior to an event. The Plan for Maintenance of Public Order must specify the planned security forces and measures; establish contacts with the territorial police unit and possible task sharing; identify a person in charge of the security of an event; establish preventive measures for maintaining public order (control of people intoxicated with alcohol, search for prohibited items, etc.), and other measures for maintaining public order depending on the specifics of the event.
4. Rules for organisation of events in public places: each municipality approves a set of rules that should establish a requirement for the organisers of an event to agree security requirements with the police, i.e. the police may approve/disapprove the security plan which shall specify the number of security services and policemen required for maintenance of public order (currently this is the means of ensuring that organisers consider the security of an event). Experiences in Kaunas and Panevėžys have shown that it is useful to take an initiative and work together with members of the Municipal Council in preparing such rules.

B. Legal acts that regulate police activities during sports events

1. The Law on Police Activities of the Republic of Lithuania (*Official Gazette*, 2000, Nr. 90-2777). Article 5 Objectives of the police:
 - protection of human rights and freedoms;
 - ensuring public order and security;
 - prompt assistance to people when it is necessary due to their physical or psychological fragility, or persons who have suffered from a criminal act, other violations of law, natural disasters, or similar actions;
 - prevention of criminal acts and other violations of law;
 - disclosure and investigation of criminal acts and other violations of law;
 - supervision of traffic safety.

2. The Law on Public Gatherings of the Republic of Lithuania (*Official Gazette*, 1993, No. 69–1291) does not regulate sports competitions, concerts, and other events taking place at locations designated for such events.
3. Instructions regarding police work in maintaining public order, safety of people and traffic during mass events (approved by resolution No. 141 of 20 April 2000 of the Commissioner General of the Police Department under the Ministry of the Interior). Section II “Cooperation of the Police Force with municipal officials, organisers of events, administration of the location of the event, security services, and representatives of fans”.

Prior to organising measures to ensure public order, public safety, and organisation of traffic during mass events, the official of a police unit must:

- participate in activities of the organisational committee (if any);
- discuss the proceedings of the event with organisers of the event, administration of the premises of the event, management of security services that will ensure safety during the event, fans of the teams (if it is a sports event), and representatives of fan clubs;
- regularly communicate with the municipal official responsible for events and the administration of locations where the mass events take place, and discuss issues related to the proceedings of the event;
- inspect the rules for conduct in public in the premises where mass events frequently take place and ensure that the administration adjust their provisions to suit the provisions of valid legal acts;
- ensure that the administration of premises where cultural and sports events take place agree their internal rules of conduct with the police and allocate premises for the police with appropriate furniture and a telephone line;
- recommend that security services, the administration of premises where the event will take place, and organisers of events conclude new, or supplement old contracts regarding public order during events.

C. Legal acts of national sport federations, associations and unions

Appropriate legal acts of international/ European sport federations adopted by Lithuanian national sport federations such as the UEFA Club Licensing Regulations.

II. INTERNATIONAL LEGISLATION

A. European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches, and all resolutions, recommendations, charters and guidelines of the Council of Europe related to this issue.

B. The EU measures related to this issue.

The Council Resolution of 17 November 2003 concerning stadium bans or the Council Resolution of 6 December 2001 presenting a handbook of recommendations for international police co-operation and measures to prevent and control violence and disturbances in connection with football matches.

C. Appropriate legal acts of international/ European sport federations such as the FIBA Europe “Bid and Event Manual for the European Championship for Men” (Appendix II).

III. NATIONAL CO-ORDINATION

A. The Commission for the Prevention of Spectator Violence at Sports Events.

The Commission is composed of governmental and non-governmental representatives. The Commission's members represent the Police, the Department of Physical Education and Sports under the Government of the Republic of Lithuania, the Lithuanian Football Federation, the Lithuanian Ice-Hockey Federation, the Lithuanian Basketball Federation and the Association of Heads of Lithuanian Municipality Sport Divisions. The Commission was established by the Police Commissioner General and Director General of the Department of Physical Education and Sports under the Government of the Republic of Lithuania (DPES) on 4 October 2005 (Order No. 5-V-601/V-395) and renewed on 18 June 2009 (Order No.5-V-435/V-342). The Commission's duties:

- To introduce, where appropriate, legislation which contains sanctions for violent spectators or persons inclinable to commit acts of violence.
- In co-operation with public and municipality institutions, sport federations, clubs and sport facility owners to secure that designed, built or reconstructed sport facilities provide conditions for safety of spectators and allow the police and security agencies to work efficiently.
- To set provisions for co-operation of bodies responsible for the organisation of sports events, public order and safe traffic at such events.
- To give to bodies organising sports events advise on appropriate actions securing public safety at such events.
- To encourage proper behaviour of spectators by various means, e.g. to offer sport clubs to select potential stewarts from their members.
- To co-ordinate and handle international co-operation.
- To invite experts from other institutions to deal with issues of the competence of the Commission.

B. Organising Committees/ Working Groups for International Events to be held in Lithuania such as the European Athletics U23 Championships 2009 or the European Basketball Championship for Men 2011.

IV. THE ORGANISATION OF SPORT IN LITHUANIA

A. Spheres of activity and entities of the system of physical education and sport (Appendix I)

1. The system of physical education and sport – the totality of natural persons and legal entities who educate an individual by engaging all measures of physical education, consistent and continuing development of physical and spiritual abilities of an individual and strengthening of his health.

2. The system of physical education and sport shall comprise the following spheres of activity:

- education of children and youth in the field of physical education and sport;
- development of physical education of adults and disabled persons;
- development of sports;
- training of sportsmen of high-level sport mastership.
- Entities of the system of physical education and sport shall be:
 - sportsmen, sport amateurs, professional sportsmen;
 - physical education and sport clubs;
 - municipalities or institutions authorised by them, county or national sport (sport branch) federations;

- sport education centres;
- county governors, units of the administrations of the county governors responsible for sports;
- state institutions and establishments assigned to the sphere under their regulation, the activities of which are related to the development of physical education and sport;
- healthy lifestyle schools and sports centres, other organizations that develop physical education and sport.

V. COMPETENCE OF STATE AND MUNICIPAL INSTITUTIONS IN THE FIELD OF SPORT

A. The competence of the Seimas of the Republic of Lithuania in the field of sport

The Seimas of the Republic of Lithuania shall:

- define the strategic directions of the sports policy;
- approve the state sports strategy;
- approve state budgetary appropriations for funding sports measures;
- ratify and denounce the most important international agreements on sport, to which the Republic of Lithuania is a state party;
- perform other functions laid down by the law.

B. The competence of the Government of the Republic of Lithuania in the field of sport

The Government of the Republic of Lithuania shall:

- approve the priority directions and programmes related to the development of physical education and sport;
- set up the National Physical Education and Sports Council and approve its regulations;
- lay down the conditions and procedure for paying annuities to former sportsmen;
- set the amount of bonus payments to reward the sportsmen of high-level sport mastership as well as lay down the procedure of their payment.

C. The National Physical Education and Sports Council and its competence

1. With the aim to encourage the interest of all public administration institutions and non-governmental organizations in physical education and sport as well as their cooperation, the Government shall set up the National Physical Education and Sports Council and approve its regulations.

2. The National Physical Education and Sports Council shall:

- promote physical education and sport;
- seek that the development of physical education and sport would be in compliance with the international regulations on physical education and sport.

3. The National Physical Education and Sports Council shall consist of the representatives of the Seimas Commission for Youth and Sport Affairs, the Office of the Government, the Ministry of Finance, the Ministry of National Defence, the Ministry of Social Security and Labour, the Ministry of Education and Science, the Ministry of Health, the Ministry of Foreign Affairs and the Ministry of the Interior, the Department of Physical Education and Sports, non-governmental sports organizations. The regulations of the National Physical Education and Sports Council shall fix the number of representatives, the duration of their term of office and lay down the procedure of election of its chairman.

D. The Department of Physical Education and Sports, and its competence

With the aim to develop physical education and sport in Lithuania, the Department of Physical Education and Sports shall:

- take part in shaping the policy of the Republic of Lithuania in the field of physical education and sport, as well as pursue it;
- draw up a long-term physical education and sports strategy and a development programme, strategic action plans of the institution, control their implementation;
- approve a list of strategic sports;
- dispose of state budgetary appropriations, funds of the Republic of Lithuania Foundation for the Support of Physical Education and Sport as well as other funds received in a legal manner, exercise control over the use thereof;
- coordinate activities of the entities from the system of physical education and sport in the field of physical education and sport;
- cooperate with the Lithuanian communities abroad in the field of physical education and sport;
- set the qualification requirements for heads of physical education and sports institutions, coaches and specialists, their performance evaluation, granting of categories, the procedure for issuing certificates for physical education and sports activities;
- promote the development of the physical education and sport information system and sports science;
- accumulate and analyse statistical information about physical education and sport;
- pursuant to resolutions of the Government, lay down the procedure for paying for work to employees of budgetary institutions and organizations of physical education and sport;
- carry out other functions set out in this Law and other legal acts.

E. The competence of the Ministries and other state institutions in the field of physical education and sport

1. The Ministry of National Defence and the institutions from the national defence system shall, within their competence, organize and ensure physical fitness of soldiers, create opportunities for soldiers to practice sport and participate in sports competitions.

2. The Ministry of Social Security and Labour shall develop physical education and sport of the disabled as a means of their integration into society, support the initiatives and programmes of physical activity of the family and community.

3. The Ministry of Transport and Communications shall regulate the issues concerning the organization and management of qualifications of sportsmen and specialists of aviation sports, flight safety, control of the technical status of aircrafts, flying, motorboat, automobile and motor cycling sports.

4. The Ministry of Health shall develop the principles of healthy lifestyle, draw up and coordinate programmes for enhancing physical activity, draw up drafts of legal acts related to enhancement of physical activity, participate in solution of the issues regarding the use of doping in sports, lay down the requirements for health check-ups of sportsmen.

5. The Ministry of Education and Science shall, within its competence, form and implement the physical education and sports policy in the establishments carrying out the programmes of formal and non-formal education.

6. The Ministry of the Interior shall take care of physical fitness of the officers of the internal service system, create opportunities for these persons to practice sport and participate in sports competitions.

7. Other Ministries and state institutions shall, within their competence, participate in the formation of a physical education and sports policy, implement it and create conditions for the development of physical education and sport.

F. The competence of the county governor

While developing physical education and sport in the region, the county governor shall:

- establish, reorganise and liquidate county's state institutions of physical education and sport in the manner prescribed by legal acts, be responsible for their functioning and maintenance, have care of the condition and development of sports facilities;
- prepare and implement programmes for the development of physical education and sport in the county.

G. The competence of municipalities

1. The municipal council shall form a physical education and sports policy in the municipality.
2. Municipal councils shall set up and liquidate physical education and sports institutions, may, in accordance with the procedure laid down by themselves, fund the activities of sport education centres, sport clubs and other non-governmental sports organizations which function within the municipal territory but do not carry out public administration functions.
3. Municipal councils may set out the criteria and procedure for awarding grants which would be paid from municipal budgets to sportsmen, as well as the criteria and procedure for awarding bonus payments which would be paid from municipal budgets to members of the municipal teams.
4. While implementing the physical education and sports policy in the municipal territory, the director of the municipal administration or a municipal establishment authorised by him shall:
 - prepare and implement programmes for the development of physical education and sport in the municipality;
 - implement a strategy of the development of sports facilities in the municipality, ensure their accessibility to the residents;
 - in accordance with the procedure laid down by the municipal councils, fund participation of teams in national and international competitions;
 - carry out educational activities, shape a positive attitude of the people residing in their territories towards the importance of physical education and sport to health;
 - approve sports teams of city and (or) district municipalities.

VI. COMPETENCE OF NON-GOVERNMENTAL ORGANIZATIONS IN THE DEVELOPMENT OF PHYSICAL EDUCATION AND SPORT

A. Development of physical education and sport

1. Non-governmental physical education and sports organizations, registered in accordance with the procedure laid down by legal acts, shall develop Olympic, Paralympic, deaflympics and special Olympics, Sport for All movements in Lithuania, various sports, groups of sports or sport for all. Physical education and sports organizations shall have the right to unite into associations in accordance with the procedure and for the purposes laid down by laws.
2. These organizations shall adhere to the legal acts of the Republic of Lithuania, regulations of international physical education and sports organizations, and other international documents.

B. Activities of physical education and sport clubs

1. A sport club shall be the main sports institution. Sport clubs may be established for sport amateurs and for professional sportsmen.
2. Amateur sport clubs shall be public legal entities of the Republic of Lithuania as well as branches set up in the Republic of Lithuania by an undertaking established in one of the Member States of the European Union and any other state of the European Economic Area, whose purpose shall be to satisfy public interests in the field of physical education and sport, to unite sport amateurs and sportsmen for physical activity, healthy lifestyle, development of physical education and sport, to aim at qualitative and quantitative results of physical education and sport. A unit of an educational and scientific establishment uniting sportsmen of one or several sport branches, sport amateurs, sports promoters may also be regarded as a amateur sport club.
3. Professional sport clubs shall be private legal entities of the Republic of Lithuania as well as branches set up in the Republic of Lithuania by an undertaking established in one of the Member States of the European Union and any other state of the European Economic Area, whose purpose shall be to develop professional sports as an economic activity, to aim at quantitative and qualitative sport results.

C. Activities of sport (sport branch) federations

1. National or regional sport (sport branch) federations may be set up.
2. The Department of Physical Education and Sports shall recognize only one national sport (sport branch) federation which is registered in the Register of Legal Persons in accordance with the procedure laid down by legal acts; such federation shall use the name of Lithuania in its title and unite the sports (sport branch) associations functioning in three different counties of Lithuania. The procedure for recognising national sport (sport branch) federations and other criteria shall be set out by the Department of Physical Education and Sports.
3. The Department of Physical Education and Sports shall sign a contract for use of budget funds only with a recognized national sport (sport branch) federation. The procedure and form of conclusion of such contract shall be laid down by the Department of Physical Education and Sports.
4. Only a national sport (sport branch) federation which is recognized by the Department of Physical Education and Sports shall:
 - organize an official national championship;
 - form sports teams of Lithuania and represent Lithuania in international competitions;
 - ensure preparation of Lithuanian teams and their participation in competitions;
 - upon the receipt of permission of the Department of Physical Education and Sports, organize international sports events, international, complex sports competitions in Lithuania;
 - according to the international doping control rules, impose sanctions for the use of doping agents and methods, organize doping control during competitions, carry out educational activities with regard to doping control;
 - perform other functions provided for in the statutes of the sport (sport branch) federation of Lithuania.
5. A sport branch that is being developed by a sport (sport branch) federation of Lithuania in accordance with the procedure laid down by the Department of Physical Education and Sports, may be recognized as a strategic sport branch after the evaluation of the achieved sport results during the last Olympic cycle and included in the list of the strategic sports.

VII. AREAS OF POLICY WHERE LITHUANIA WISHES SPECIFIC ADVICE TO BE GIVEN

A. Hospitality principles when organising sports events.

We wish to host the most hospitable, friendly and safe international sport event in Lithuania ever — the European Men's Basketball Championships 2011, as good as the European Football Championships in Portugal in 2004 for example.

B. The use of public viewing areas at large scale sports events.

There is little of knowledge and experience in planning and managing public viewing areas at large scale nationwide sports events. The Municipality of Vilnius has some experience in organising similar kind of viewing areas in the city, e.g. when the Lithuanian National Men's Team plays its matches at the Olympic Games or in the world or European championships.

C. Friendly police concepts and hooliganism prevention (ticket sales, stadium/exit/entry bans, spotters).

We do not have neither stadium (arena) nor exit or entry bans in our country.

D. Training safety and security personnel and volunteers.

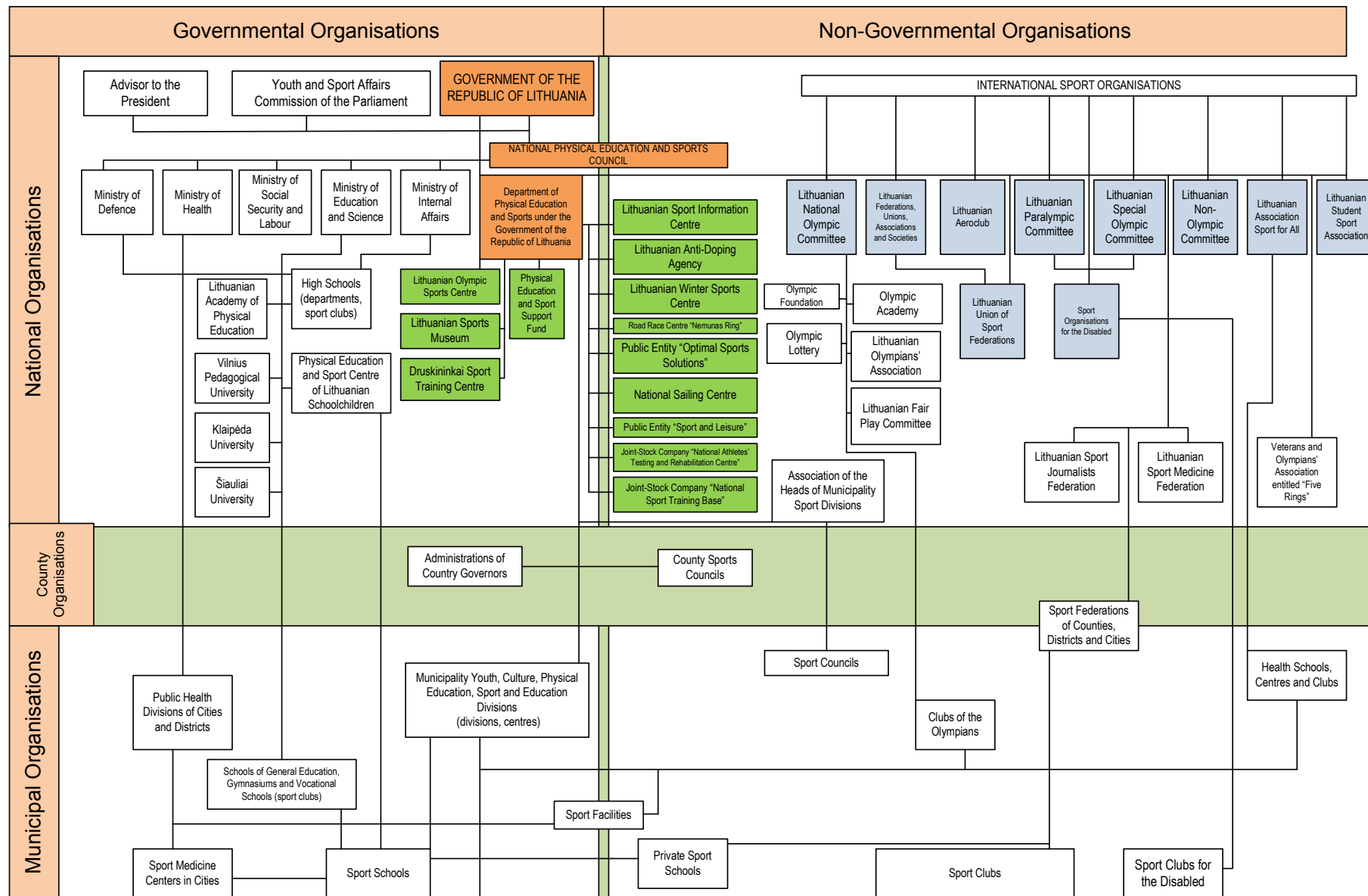
The Lithuanian association of sport volunteers is available for all main international larger scale sport events in Lithuania, however their leaders need to be trained well in advance before the Eurobasket2011 to enable them to train the others. Security guards (they usually perform the role of stewards in Lithuania) need to be trained additionally, too.

E. Transport, accommodation and information strategies.

The Lithuanian national airlines (FLYLAL) went bankrupt at the end of 2008, and air connections with Lithuania are now complicated. Highways and roads are in good condition and their system has been well developed. Trains go at very slow speed (50 km/h) and they are of little convenience. With regard to accommodation, there will a shortage of rooms in smaller cities such as Klaipeda, Siauliai, Panevezys and Alytus (group games). The spectators and guests might be scattered across the country.

APPENDIX I - Lithuanian Sport Organisation

APPENDIX I LITHUANIAN SPORT ORGANISATION



APPENDIX II - FIBA Europe “Bid and Event Manual for the European Championship for Men”

XXIII “Safety and Security”

238. Responsibilities and Communication Lines

The LOC shall appoint a Security Manager who has the responsibility to ensure that all of the security related measures are undertaken. This person will be the interface between all of the relevant parties on all security related questions. For each of the following groups, a security contact shall be identified: Arena management, Local authorities, Private security, Volunteers security, Team delegations, FIBA Europe.

The on-duty personnel shall be permanently available by mobile phone, walkie-talkie or pager.

The responsibility for each area of security shall be clearly defined and assigned according to the required level of expertise (e.g. VIP hospitality areas -> volunteer security; entry gates -> private security; public riots -> local authorities, etc.)

All personnel involved in the Event needs to be informed of the Security Plan and how to react in the case of an emergency. Any significant problems must be immediately reported to the LOC and FIBA Europe. The spectators have to be informed through security information that shall be printed on the reverse side of all of the tickets. In the case of an emergency, communication with the spectators should be through the arena’s audio system and video screens (messages to be prepared in advance).

239. Arena Safety Standards Compliance

The LOC shall provide as part of their bid application all of the necessary technical documents that confirms that all of the arenas to be used for the competition are fully compliant with all safety and security standard requirements.

In addition, all event specific constructions such as those items listed below must fully fulfil all of the relevant safety standard requirements: Temporary/removable tribunes, Press Centre, Podiums, Press Conference Rooms, TV equipment such as platforms, cranes and rails etc., Additional lighting such as photographer’s strobe lights, Cabling and Advertising signage.

The Security Manager shall be responsible for ensuring that all items and areas are compliant.

240. Security Plan Definition

The Security Plan is a document developed by the LOC which addresses all security aspects. Although there will be various meetings between the LOC and the local authorities to develop and to define the Security Plan, there will be at least one meeting where the FIBA Europe Security Adviser is included in this process.

The Security Plan shall be presented to FIBA Europe at least six (6) months before the start of the Event.

240.1. Security Plan Review with Local Authorities

The LOC shall inform the relevant local authorities of all of the relevant information related to the Event dates, participating teams, venues, hotels, etc.) and shall specify their requirements (hotel protection/security, transportation escorts, arena attendance, etc.).

241. Access Rule Definition

The access rules determine who accesses which area and in which way. The access rules should be drawn on a map of the arena with colour codes as shown in the example above. It shall include all of the functions and categories foreseen by the Event Accreditation System. In addition to the map, a document should describe in words how each category of person will access its areas and circulate between them.

The access rules shall be defined by the LOC in co-operation with the arena management, and shall be approved by FIBA Europe (see Accreditation Section of the Manual).

242. Professional Security and Volunteer Assignment

The number of security personnel shall be defined in accordance with the Security Plan and the access

rules. The assignment ratio between the professional security personnel and volunteers shall be dictated by the specific security category and its needs. A detailed briefing to explain the Accreditation System, access rules and Security Plan, shall be undertaken with all security personnel no later than 24 hours before the first game of the Event. Such briefings may be repeated during the Event should new access rules or changes in the access regulations be required. The security personnel shall wear a distinct uniform.

243. Crisis Scenario Review

A detailed Crisis Management Plan shall be developed by the LOC in co-operation with the local authorities and FIBA Europe at least six (6) months before the start of the Event and should be revised one week before the start of the Event. The two main considerations for the Crisis Management Plan shall intend:

1. Optimum preparation of all security personnel, first aid and medical staff in the arena as well as all local and regional security and medical authorities with a detailed action and evacuation plan covering all emergency situations in and around the arena.

2. A clear internal and external communication policy in the case of an emergency and also in case of negative aspects in the Event organisation or other incidents which may reflect badly on the image of the Event. A few examples of Event-related and event-independent crisis scenarios are: war, bomb threat or bomb explosion, riot between two sets of rival spectators, fire alarm or fire breakout, court invasion by the spectators, power cut in the arena, spectators riot in the Event city, earthquake, flooding, snowstorm or other natural catastrophe, data systems breakdown resulting in wrong or late information communication to the media, and malfunction of game equipment.

A small Crisis Communication Team with a maximum of two spokespersons (one from the LOC and one from FIBA Europe) shall be established in order to speak with one co-ordinated voice and to work together to achieve the following joint goals: 1. Good internal communication, 2. Co-ordinated and fast reaction, 3. Use of the media outputs for "official communications", 4. Anticipation, 5. Entrance Security Checks.

In addition to those items typically prohibited at public venues, the following items are specifically forbidden at FIBA Europe events: • Fireworks • Flag poles longer than one (1) metre.

244. In Arena Product Sales

The LOC shall ensure that any beverages, food products or other products sold within the stadium cannot be used as dangerous projectiles by spectators.

245. First Aid Venue Set-Up

The venue shall include a first aid room and the LOC shall ensure that the appropriate medical staff and nurses are on-site at the venue and that they have the appropriate equipment (e.g. life-saving equipment as well as stretchers and gurneys). An ambulance together with qualified personnel shall be stationed at an entrance as close to the playing court and training areas as possible and shall be available during all-training sessions and games.

246. Insurance Subscription

246.1. FIBA Europe Responsibilities

FIBA Europe shall insure the following persons against accidents, which may occur during their travel to and from the venue of the competition: the international referees (appointed by FIBA Europe); the commissioners and instructors; the official representatives of FIBA Europe present at the competition.

246.2. LOC Responsibilities

The LOC shall ensure that there is medical care/insurance at the venue for all participants (players,

coaches, referees, commissioners and officials) in the case of illness and/or accident during their entire stay for the competition. This medical care shall be at the LOC's expense and shall cover any and all accidents, which may occur during any local transportation arranged by them. The LOC shall carry civil insurance (third party liability) for any and all accidents which may be caused through poor organisation such as faulty fittings, equipment and stands, security during the game and, in general, all material organisation for which the LOC are responsible. FIBA Europe shall be a co-insured party on this insurance policy. The LOC must carry appropriate cancellation insurance and FIBA Europe shall be a co-insured party on this insurance policy.

247. Participating National Federation Duties

The National Federations whose teams participate in an official competition must insure their teams against:

- Accidents which may occur during the travel to and from the country of the competition
- Accidents which may occur to members of their team during the competition and for which the LOC are not responsible.

B - REPORT OF THE ADVISORY TEAM

1. Background

Context

From 23 to 26 November 2009, a delegation of the Standing Committee on Spectator Violence of the Council of Europe (“the team”) undertook a consultative visit in Lithuania, as part of the Compliance with Commitments project. The starting point of this consultative visit was the European Convention on Spectator Violence and Misbehaviour at Sports Events and in Particular at Football Matches.

The programme of the visit is attached as Annex 1.

The team comprised:

- Mr Paulo Gomes, Chairman of the Standing Committee and Director of the Higher Institute on Police Sciences and Internal Security in Portugal;
- Mr John de Quidt, Vice-Chair of the Standing Committee and Chief executive of the Football Licensing Authority in England and Wales;
- Ms Ana Kosovac, Manager for Normative Affairs, Harmonisation of Regulations with EU law and International Co-operation in the Ministry of Youth and Sport of the Republic of Serbia;
- Ms Marie-Françoise Glatz, Secretariat of the Standing Committee.

Unfortunately, Ana Kosovac experienced severe travel delays and was unable to participate in the visit.

The team would like to thank all our interlocutors for arranging to meet us and for answering our questions so patiently. Particular thanks are due to Mr Ritas Vaiginas (Acting Director General of the Department of Physical Education and Sports) for his significant contribution to the organisation of the visit and to Mr Sigitas Stasiulis (Department of Physical Education and Sports) for the warmth of his welcome, his assistance with all the practical details and the excellent organisation of the visits and meetings.

Preliminary remarks

Lithuania signed the Convention in 1993 and ratified it in 2000. Since then, the Lithuanian authorities have demonstrated that they have taken their responsibilities under the Convention very seriously (annual national report, regular participation in the Standing Committee meetings and organisation of a SPRINT seminar in 2003 on “GO-NGO Partnership in sport in SPRINT countries”).

This culminated in this initiative to host a consultative visit in the run-up to the European Basketball Championship in 2011, “EuroBasket 2011”, the organisation of which was awarded by FIBA Europe to the Lithuanian authorities and will be held in August 2011 in six different cities around Lithuania.

This awarding is an acknowledgement, by the international basketball authorities, that Lithuania is not only a world reference in the field of men’s basketball but also that the country has the necessary will and capacity to organise the best EuroBasket tournament ever.

Basketball is by far the national sport in Lithuania and this is reflected in the important number of clubs, athletes and supporters, and in the quality of the arenas, as compared with football, for example.

Lithuania has accumulated a relatively important experience in hosting and securing international events, like the NATO summit, international sports events or the current set of events under the umbrella of Vilnius 2009 European capital of culture.

So far, the relevant Lithuanian authorities have prioritised the construction of the infrastructure needed for EuroBasket 2011, namely several new modern arenas and the complementary facilities. Now that the event kick-off is one and a half year ahead, they recognise that their efforts should be more and more concentrated on the people rather than on the facilities. *Inter alia*, they need to focus on the co-ordination of the event, police strategy, crowd management and the care of supporters.

The Lithuanian authorities are conscious of the importance for a small Eastern European country of holding such a major international event. This is envisaged both as a challenge to the ability of the country to successfully organise one more event, and as an opportunity to gain more international visibility and recognition and improve the national capacities and resources, notably in the areas of national co-ordination, public-private partnerships, policing, sports infrastructures and local hospitality facilities.

The successful organisation of this event is also a major opportunity, based on the experience of previous tournaments, to test and identify best practices and lessons learned. The legacy of this tournament should be a reference for future similar tournaments and Lithuania can become a regional provider of knowledge in this field.

The consultative visit undertaken by the Standing Committee team was requested by the Lithuanian sports authorities in the context of the organisation of EuroBasket 2011.

Therefore, this report addresses in particular the situation of basketball in Lithuania, with a view to the organisation of EuroBasket 2011. Many of the team's comments and recommendations are nevertheless of more general application.

Likewise, the report covers, but is not limited to, the five matters on which the Lithuanian authorities specifically sought advice in their national report:

- hospitality principles;
- the use of public viewing areas;
- friendly police concepts and the prevention of hooliganism;
- training safety and security personnel and volunteers;
- transport, accommodation and information strategies.

The initiative of the Lithuanian authorities to host a consultative visit is a clear demonstration of their willingness to co-operate, to learn from the international experience and, ultimately, to improve their organisational structures and capabilities in the run up to EuroBasket 2011.

The team congratulates and is grateful to the Lithuanian authorities for having taken this initiative and for having created the necessary conditions for it to carry out its mission.

In an effective use of time available, the team was able to meet and discuss with all the previously identified relevant stakeholders, notably the police, the Parliament, the governmental sports authorities, the basketball and other sports associations, the municipal authorities and supporters' representatives.

The team has sought to be as fair and accurate as possible. It has attempted to give due weight to the particular social and cultural circumstances of Lithuania. However, in a short visit it is not possible to explore every aspect in great depth. It also had to work through interpreters. It recognises that certain nuances or subtleties may have been lost in this process.

2. Key findings

2.1 Legislation, responsibilities and co-ordination

Legislation

As regards national legislation on the sharing of powers and responsibilities between the police and the private sector, the police are responsible for public order and security outside the sports venues, whereas the private sector is primarily responsible for keeping order, safety and crowd management inside those venues.

In practice, the team considered that there is room for improvement as to the legal provisions on security and safety co-ordination. Legislation should specify as clearly as possible who is responsible for what, who co-ordinates – in particular on the occasion of an international major event – and who takes the final decision on the occurrence of a serious crisis or emergency.

The police would like to see new legislation on stadium and exit bans for sports fans. This measure would be in line with a successful existing strategy (UK) that aims at excluding the tiny minority of violent supporters from sports grounds, while at the same time providing a positive atmosphere to the vast majority of fans that are law-abiding.

Allied to this, the team's interlocutors pointed to the absence of a national database on which details of supporters who had caused (or were suspected of causing) trouble could be held. The number of supporters recorded on this database might be quite small and access to this could be restricted in line with local policy and data protection laws. However, it could prove an invaluable resource that would enable the police and any other appropriate authorities monitor the movement of troublesome elements and to exchange information with their counterparts in other countries.

The team recommends therefore that the Lithuanian authorities identify and evaluate the offences to be put into law, implement a stadium ban sanction and create a national database.

The team was advised that racism and xenophobia do not currently present a major problem in Lithuania. However, it was informed of one recent incident, which, if it were to become normal, could be regarded as a cause for concern. The team therefore recommends that the Lithuanian authorities strengthen the fight against racism and xenophobia before it becomes a serious issue.

The team was made aware of a perceived need for new legislation in order to allow police to escort the teams, to make sure that national teams will arrive in time to the venues. Based on the assessment of the previous European Championship, that was held in Poland, it would appear that further attention should be paid to the personal protection and privacy of the national teams, namely in their accommodation sites.

Local and national co-ordination

The Lithuanian national report explained the roles and responsibilities of many different bodies including the Commission for the Prevention of Spectator Violence in Sport, the various state and municipal institutions in the field of sport and the non-governmental organisations in the development of physical education and sport. The team was also given a significant amount of information about the role and responsibilities of the police.

The team had difficulty separating the roles and links between the different national and local co-ordinating bodies. There appeared to be two parallel structures. The Commission for the Prevention of Spectator Violence was responsible at the national level *inter alia* for legislation, overall general safety conditions, setting the provisions for co-ordination by other bodies, advising the tournament organisers and international co-operation.

The local city committees for EuroBasket 2011, with their subject working groups, are expected to comply with the Commission's overall concepts. They sign agreements with the sports federation. Both the Commission and the local city committees include representatives of the various interested parties.

In parallel, the police has its own Working Group (established in 2009) which also reaches agreements with the sports federations. Each local county force works with the sports federations to ensure security at events. The police maintained that it had the overall overview of the event and that it focused on the totality of the event, not merely the sports element. Its responsibilities included legal questions, safety and racism. The police professed itself fully prepared for 2011.

Different views were expressed about the effectiveness of the co-operation between the police, the sports federations and the municipal authorities. The sports bodies were generally happy but this view was not shared by the municipal authorities who were critical of the lack of co-operation between the police, organisers, sports federations and municipalities. In addition, they did not appear to share the view that the police had primacy every aspect of the event.

Whichever version is accurate, there would appear to be a problem of perception which needs to be addressed. The team considers that it is unhealthy and indeed potentially hazardous to have different committees or working groups alongside each other without a formal structure linking them together.

During its visit, the team did not fully understand that the Lithuanian government had established a Working Group to co-ordinate the preparation of EuroBasket 2011. This meets two or more times a year. This is a good start and is to be commended. However, the team recommends that the role and status of this Working Group needs to be enhanced.

Co-ordination, co-operation and communication are, as usual, the three magical C's that are critical for the success of a major event. The EuroBasket 2011 overall organisation should be grounded on a national inter-agency structure where the different security and safety stakeholders should have a seat to discuss and approve the main strategies and policies, notably the tournament's security and safety concept and strategy. This national committee needs to clarify the different roles and responsibilities of the various actors, as well as the decision-making processes. It is extremely important, from an early stage, to have a clear idea of who takes the ultimate decisions in the event of a crisis or an emergency and who does what.

This should be linked with the clear identification of responsibilities. The team does not seek to identify who should discharge which responsibility. This should reflect the particular history,

political and legal systems and culture of Lithuania. However, it is important that each responsibility should be clearly allocated to a particular body and recorded in writing. Each body should be aware not merely of its responsibilities but also those to be exercised by others.

The best starting point is the Council of Europe Standing Committee checklist of measures to be taken by the organisers of professional sporting events and by the public authorities, Recommendation (2008)1. The team therefore recommends that the Lithuanian authorities, in agreement with all the relevant parties adopts a checklist on safety and security measures, based on the Standing Committee checklist, and determines in writing who is responsible for what.

2.2 Policing

The team was struck by the very strong emphasis on the threat of violence and disorder, even though these are still relatively uncommon in Lithuania. This may be because of the leading role played by the police, who are naturally inclined to focus on these issues. The team's recommendation above about a checklist for allocating safety and security responsibilities will need to be implemented through practical measures at the local level. This might help improve this balance. An integrated security, safety and medical emergency network system, with all the actors working together, will be a key element of the success of EuroBasket 2011.

In general, but more specifically in the context of the security strategy for EuroBasket 2011, a crisis management and control strategy should be considered. This should include the need to draft and approve internal and external emergency plans, respectively of the responsibility of the organiser and the local authorities, in consultation with the police and the fire department. A calendar of test matches and simulation exercises, involving all the relevant actors, should also be part of that strategy.

Lithuania is complying with the EU decision on NFIP's, as well as with the EU handbook on international police cooperation, but the use of intelligence officers and police spotters could be extended to other sports like basketball, especially on the occasion of an international tournament. This should be part of a national strategy on international police co-operation specifically designed for EuroBasket 2011.

Within the above-mentioned strategy of international police co-operation, the following specific issues should also be considered:

- setting up a police intelligence co-ordination centre, which should manage the national database and the information provided by transit and participating countries;
- signing up bilateral agreements with the Ministries of the Interior of those countries;
- taking advantage of the assistance Europol, Eurojust and Frontex can provide;
- integrating national police delegations of the participating countries in the security strategy, in accordance with the threat and risk assessment.

During the preparation phase, it could be useful to ask for the support of the European Think Tank of police officers in specific technical police matters that might need to be improved, notably through training schemes.

Moreover, and in the field of operational and tactical policing of major sports events, it could also be interesting to make use of the European peer review mechanism, which enables police commanders to exchange best practices and lessons learned.

As indicated below, it is important to maintain an appropriate balance between maintaining order, spectator safety and providing an enjoyable experience. Some spectators expressed a negative view

of the police whom they considered to be heavy-handed. Policing should wherever possible be conducted with a light touch. The team considers that a strategy for policing sports events based on the following principles should be established:

- the policing of sports events is a highly professional operation which requires all participating officers to receive proper, updated training. Police commanders would benefit from attending matches in other countries;
- timely and accurate strategic information about supporters can positively influence the level and style of police deployment. This should be supported by operational dynamic risk assessment throughout the duration of the operation which should, in turn, influence police tactics;
- experience has proven that adopting a gradual approach, based on the above-mentioned principles of dynamic risk assessment and crowd management can assist in preventing outbreaks of disorder;
- the police deployment should, as far as practicable, be organised in a non-provocative manner in order to underline the festive nature of the event. Police officers are often the first people supporters come into contact with and to whom they may put their questions, as they are highly visible and easy to identify. It is therefore desirable that all police officers are aware of their role and of the importance of presenting a friendly, calm and respectful response;
- police units unnecessarily deployed in full protective equipment may not prevent incidents, indeed there is a risk that they may provoke them; sufficient police with the necessary equipment should, however, be available for deployment when needed;
- international police co-operation includes the key role of information exchange prior to and during international matches/tournaments;
- recent research in crowd psychology and crowd management can provide a good basis for the policing of major sports events.

Accordingly, the team recommends that the Lithuanian authorities:

- balance the police operational profile on the basis of a dynamic risk analysis and low-profile intelligence-led policing: “public relations” police officers to welcome spectators and to communicate and interact with them, riot police for public order interventions (not visible or with low visibility) and police officers for evidence gathering;
- encourage police commanders to attend matches abroad to gain experience and expertise in identifying and dealing with foreign supporters who may cause trouble;
- give careful consideration to devising and progressively implementing measures to ensure the control of spectators in a non-repressive manner.

The team suggests that perceptions in particular between the police and supporters could be improved by better communication. Clubs and supporters’ organisations could and should be part of the overall strategy of EuroBasket 2011. Lines of communication should be established between them and the local and national security and safety co-ordination structures, with a view to actively involving them in the prevention, hospitality and public relations policies among others. A similar approach should be adopted for other major sports such as football.

The team recommends that the Lithuanian authorities should create communications structures between clubs, police and supporters’ organisations.

2.3 Venues and crowd management

Venue infrastructure

The team was provided with a detailed overview of the construction or redevelopment of the venues due to host matches during EuroBasket 2011. It was clear that the various responsible authorities had proceeded with vigour and that work was on schedule. The authorities are aware that priority should now be given to the spectator management issues.

The team visited only one of the new venues, the impressive Kaunas Arena. It is situated on an island in the river and incorporates many modern concepts and facilities, including a fully-equipped control room, CCTV cameras and an electronic turnstile entry system. The main spectator access is via two new bridges. 1,500 car parking places are located at a major shopping centre just across the river. The venue is to be operated by a major bank under a 25 year lease. As well as the municipal authorities, the police and fire service were fully consulted during the design and construction.

The team also visited two other arenas, the Siemens Arena in Vilnius (also a EuroBasket 2011 venue) and the existing smaller Kaunas arena. Both were in good condition. Neither is equipped with a control room though there are plans to install one at the Siemens Arena. There are no structural issues at either; any concerns will relate to the crowd management. There are good facilities for disabled spectators. The team recommends that the Lithuanian authorities should enact specific legislation on stadium control rooms and CCTV for basketball arenas. This could be extended to other facilities where there is a need.

The Kaunas football stadium was by contrast in fairly poor condition. Built on three sides around a running track, it has steep stands which have had to be strengthened because of the dynamic vibration. It has no control room and a limited number of CCTV cameras, only one of which is mobile. Apart from the VIP and press area, all the spectator accommodation is uncovered. A moat keeps spectators off the pitch. There is only one toilet block for a capacity of 8,000. There are four wide entrances but no turnstiles. In practice, football is a minority sport and crowds seldom exceed 1,000 for domestic matches. For larger matches the tickets are scanned electronically and volunteers regulate the crowd flows. It would benefit from a major refurbishment when the funds become available.

Considering the features of basketball arenas, where supporters are in a more reduced and indoor space and very close to the match area, the importance of ticketing and accreditation policies should not be underestimated, especially in the event of an international tournament like the EuroBasket 2011. Therefore, and despite the fact that basketball supporters are traditionally not as prone to violence as football supporters, a ticketing policy should be agreed between the national authorities and the local organising committee (FIBA).

These policies should, as much as possible, make use of the new technologies available. These technologies, like the electronic turnstiles and fake-proof and personalized tickets, should allow the counting of spectators complying with the capacity of the arenas, as well as prevent counterfeiting or falsifying the tickets and, if necessary, the segregation of any rival groups of violent or violent-prone supporters, according to the match risk assessment. For instance, the Kaunas Arena will have several modern technologies available, which meet the above mentioned safety purposes.

The team therefore recommends that the Lithuanian authorities agree a ticketing policy with the organisers of EuroBasket 2011.

Stewards and volunteers

Different views were expressed to the team about the role and competence of the “stewards”. Some were generally complimentary; others were highly critical. It was noticeable however that most interlocutors appeared to regard the stewards, normally described as private security personnel, as primarily responsible for the prevention of misbehaviour, with rather less emphasis on spectator safety. One of the main preoccupations of the police appeared to relate to the distinction between outside the sports venue (seen as the role of the police) and inside (the role of the private security company).

There was some disagreement over the extent to which the private security companies were sufficiently regulated. The companies are required to submit security plans for the maintenance of public order to the police at least five working days before the event. These plans should cover the planned security forces and measures, establish contact with the territorial police and possible task sharing, identify the person in charge of security and identify measures for maintaining public order. The police commented that the private security services were not ready to ensure safety.

The team considers that it is essential to specify clearly and in writing the respective responsibilities of the police and the security companies. This should preferably be in the form of a management document (not a formal legal agreement) that covers their functions and powers both inside and outside the venue. Thus, if the stewarding companies are to be responsible for “security” inside the venue, this needs to be recorded in detail, along with their powers. The document should also identify who is to be responsible for spectator safety and what they may do.

The team was informed that the stewards are not drawn from supporters. However, there is an association of sports volunteers. The basketball authorities were pleasantly surprised by their level of professionalism. However, others told the team that this association only had 100-150 trained members, which was not sufficient for a major tournament. If it was planned to use this association during EuroBasket 2011, the Lithuanian authorities would need to initiate a major programme of recruitment and training. Most of all, however, they would need to clarify the role and powers of these volunteers relative to those of the stewards and the police.

The Ministry of the Interior and the police emphasised that, with much of the venue infrastructure now in place or under construction, they would focus during 2010 on the safety and security of EuroBasket 2011. The team welcomes this commitment and encourages the Lithuanian authorities to give this a high priority.

In particular, it recommends that the authorities enact specific legislation on a proper stewarding system to tackle the deficiencies in the current system (especially on standards, training and quality assurance). This should include measures to identify on an objective basis the number of stewards required at each venue, having regard to the tasks that they should undertake. Such guidance is available from the UK on the internet if desired.

The team was informed that the private security personnel are “experienced”. Such experience is, however, no substitute for proper training. It recommends that the Lithuanian authorities should set the target of having all stewards fully trained and assessed for their roles in advance of EuroBasket 2011. Such training should encompass both theoretical knowledge and supervised practical training in a sports facility. The police expressed their willingness to help provide relevant parts of this training.

The syllabus of the training course should be based on a clear statement of the tasks of the stewards. The Lithuanian authorities may wish to draw up a list of responsibilities, taking as their starting point Recommendation (1999)¹ of the Council of Europe Standing Committee on Stewarding, the details of which are attached. Information and guidance on further work under preparation by the Standing Committee can be provided on request.

As to volunteers, the team recommends that the Lithuanian authorities set up a system building upon the positive Portuguese experience during the European Football Championship in 2004. This system contributed to the creation of a happy and almost trouble-free atmosphere during this tournament.

Crowd management

The advisory team attended the basketball match between Kauno Zalgiris and Fenerbache Ulker (of Turkey) at the Kaunas Arena. While it is always dangerous to generalise on the basis of one event, the team wishes to highlight the following matters.

Spectators entering the Arena at the VIP entrance had their tickets checked. The private security personnel then checked them for unauthorised objects. The system appeared to work well for a compliant Lithuanian crowd, though there was no obvious recording of the numbers who had entered other than by counting the tickets.

Inside the arena, the sole purpose of the security personnel appeared to be to provide a deterrent to prevent spectators entering the area of play. In one sector, a group of “ultras” were allowed to stand and jump in unison. There did not appear to be any attempt to manage them. The team did not ascertain whether there had been any discussions between the arena management and this group about what they could and could not do or whether the “ultras” were tacitly allowed to behave as they wished.

A similar lack of crowd management was evident towards the end of the match when large numbers of spectators left their seats and congregated around the exits without any obvious effort to move them.

The team did not have an opportunity to question the security personnel about either their tasks or their training. Their role appeared largely passive, though this may not necessarily be a true reflection of the situation. It would be interesting to test how they would react when faced either with a safety problem, or an incident of misbehaviour or with the need to evacuate the arena. The team recommends that, if the Lithuanian authorities have not already done so, exercises to test this (and to learn from the results) should be arranged at all sporting facilities at which such personnel are deployed, well before EuroBasket 2011.

None of these matters presented a problem at the event in question. However, a less compliant crowd or one with many supporters from other countries could create challenges with which this system might not be able to cope. This could apply not merely in basketball but also in other sports such as football where a visiting team might bring substantial numbers of supporters.

Accordingly the team recommends that, while the overall arrangements appear to be appropriate for Lithuanian supporters, the Lithuanian authorities consider how they will manage large numbers of supporters from other countries with different habits and needs (such as accommodation, language facilities and transport).

Alcohol

One subject that aroused strong feelings was the serving of alcohol. The police indicated that 80% of the trouble was alcohol-related and argued for a total ban on the consumption of alcohol inside the venues. Others were less keen on such a prohibition and were sensitive to the need to create a welcoming atmosphere for the great majority of spectators who were not likely to misbehave.

There are no mandatory international regulations on this issue either from EU or from the Council of Europe. Article 4f of the Convention provides that countries should restrict, or preferably ban, the sale and distribution of alcoholic drinks at stadia. Each country is free to interpret and apply it in line with its national circumstances. For example, in England and Wales the availability and consumption of alcohol beverages inside the sports venues is strictly controlled; Germany allows the consumption of light beer – 2 degrees. These countries regard these approaches as preferable to a prohibitive policy, which, in some contexts, could create a problem where it doesn't exist. This seems to be the case of the current alcohol policy in place within basketball arenas in Lithuania. The Lithuanian authorities, notably the Parliament and the Police Department, would like to adopt new legislation on this issue, with a view to ensure better security and safety inside the arenas hosting the EuroBasket 2011, but the national background should be considered.

The team recommends that the Lithuanian authorities have regard to local circumstances in deciding how far to restrict the sale and consumption of alcohol at the venues.

Evaluation of EuroBasket 2011

The organisation of EuroBasket 2011 should be an excellent opportunity for FIBA Europe and the Local Organizing Committee (LOC) to carry out a scientific-based self-evaluation process, from a very earlier stage to the post-event phase.

Several Lithuanian authorities attended the previous EuroBasket that was organized by Poland. They brought back good practices and lessons learned and will take them into account in the planning of the incoming event. But it seems desirable to record in writing all the legacy of such an event, in order to facilitate the transfer of all this knowledge to the future organisers.

In line with this and following what has been a good practice in football championships, the Standing Committee would also like to set up an Ad Hoc Working Group on the EuroBasket 2011, in order to monitor and assess the compliance with the Convention and identify the strengths and aspects of the event that are likely to be improved in future similar events.

The team therefore recommends that the Lithuanian authorities record in writing the good practices and lessons learned from EuroBasket 2011 so as to transfer their know how to future championship organisers, to FIBA and to the Standing Committee.

2.4 Welcoming and caring for supporters

Hospitality principles when organising sports events

The team strongly believes that, when organising a major sporting event, consideration should first be given to the festivity and conviviality of the event and not to violence and security issues. This is particularly so in Lithuania where spectator violence is still uncommon.

The organisers, in close co-ordination with sports bodies and municipalities, have to recognise the importance of a customer-oriented approach in all policies relating to the event and arrange for a high level of spectator hospitality both during matches and during free time before or after matches.

Visiting supporters should be treated in the same way as home supporters; they should be provided with sufficient information and facilities, for example fan-embassies, fan-parks, public viewing areas, and others areas designed to host fans. They should have enough opportunities for friendly, relaxed meetings between the opposing fan groups e.g. by offering activities they can both attend (painting walls, joint fan parties, concerts);

The authorities should make sure that information on fan culture, fan behaviour and supporters' rituals in all its diversity is widely disseminated among the local population, local businesses, local tourism agencies, local police / security forces and the media to avoid unwarranted fear of supporters and make sure that information is available in every language required by the event. They should ensure the provision of extensive information and training to guarantee a warm and discrimination-free welcome and stay to people with different cultural, religious and social backgrounds as well as sexual orientations.

Well-informed fans feel comfortable; people who feel comfortable remain relaxed. It is therefore desirable that not merely the national authorities but also the municipalities engage positively with the media. This includes using websites and other modern means of communication

Sport associations and clubs, public or private bodies, when organising sports events, should be encouraged to:

- recognise the social and festive nature of sports events;
- recognise that the vast majority of spectators want to enjoy the sports event freely in a good-natured and peaceful manner;
- recognise that well-treated and cared for spectators are less inclined to cause trouble;
- acknowledge that supporters expect not only an interesting event but also adequate services, decent sanitation, hygienic catering and clear information;

The team recommends that the Lithuanian authorities adopt and implement the concept of hospitality, in particular for EuroBasket 2011.

Public viewing areas

In recent years a new phenomenon has developed in sport life. There has been a dramatic increase in the number of football fans attending public viewing areas to see a match on a big screen. To see a match at a public viewing area provides a similar experience as watching a match at the stadium, such as feeling the atmosphere and the common emotions of the group.

Public viewing areas have been extensively and increasingly used during recent big football tournaments such as the FIFA World Cup (public viewing spectators reached 14 million, while there were only 3.2 million spectators attending inside the stadia) and UEFA European

Championships (Austria counted approximately 2.5 million fans while Switzerland had 4.5 million visitors at public viewing events).

Public viewing areas also frequently become focal points for fan 'get-togethers' on non-match days during the tournaments.

This development was caused, inter alia, by the growing internationalisation of big sports events, cheap and easy travel, together with the overcoming of travel barriers, which have resulted in a massive increase in the willingness to participate in sport tournaments and big sports events. This demand greatly exceeds the number of available tickets.

At the same time, the combination of a limited number of tickets and their price with the festive atmosphere in countries and cities hosting sports tournaments also increases the number of supporters wishing to "be there" without any intention or attempt to buy a ticket and attend the match. This also applies to local inhabitants.

Providing public viewing areas for these supporters can provide a suitable way of satisfying their need for the sport and "feeling of the event" or provide an appropriate and desired leisure activity during the period between matches, for which they have tickets and at the same time of offering a controlled way of spending time which might otherwise end in excessive drinking and anti-social behaviour. On some occasions, public viewing areas have provided a catalyst for significant public disorder. They can also provide a good means of preventing violence and disturbances and can enhance the festive atmosphere of the event, provided sufficient safety and security measures are taken.

Organising public viewing areas is also an important means of involving the local inhabitants in the event. However, organising public viewing areas can bring some risks and present additional challenges in certain circumstances, certainly if the arrangements are not well prepared. These risks are the same as in any other big events requiring a security overview and crowd management, with some additional sport event-related risks. First of all there is no absolute segregation of the supporters of different teams so there is a high possibility of a mixture of rival supporters' groups.

There is also a chance that some known risk supporters or, more likely, other violent, antisocial persons, particularly after excessive drinking, may use public-viewing sites as a location for spontaneous or orchestrated clashes.

For this reason, the team recommends that it is imperative that any decision on whether or not to organise public viewing facilities is subject to a thorough police risk assessment and that, if such events are approved, all necessary measures are taken to minimise safety and security risks. Some basic elements of these measures are included in the Standing Committee's Recommendation (2009)¹ on this subject.

Should public viewing areas be organised during the European Basketball Championship in 2011, the authorities should:

- ensure that it is subjected to a thorough police risk assessment so that the public may participate in this event in a friendly, enjoyable and safe environment;
- oblige municipalities, sport associations, clubs, other appropriate sport, public or private bodies considering organising public viewing areas on their own to follow the same policy;
- recognise that the organisation of public viewing areas must require strict safety and security measures similar to those which are adopted within the arena;
- ensure that safety and security interests take precedence over commercial interests;
- oblige the organisers to incorporate minimum safety and security measures, including:

- setting a maximum number of spectators;
- setting opening and closing hours and communicating them to the public;
- ensuring the presence of a sufficient number of qualified private security personnel at the site;
- ensuring that there are clear regulations for the use of the site and that visitors are aware of the consequences of breaking these regulations;
- ensuring that (potential) troublemakers are immediately removed from the site;
- indicating and announcing which items are prohibited, including pyrotechnics, firearms, knives or other dangerous or unacceptable objects, as well as objects that can be thrown, such as glass bottles, tin cans, or any similar restricted container;
- arranging for entrance checks by private security personnel;
- planning for emergencies, including setting the evacuation capacity and evacuation plan of the area;
- arranging for sufficient medical assistance;
- ensuring the installation of a public address system for informing spectators;
- considering the use of a CCTV system within and around the area to give a better overview of the area and to improve crowd management;
- providing hospitality facilities for spectators including catering and sufficient toilets;
- ensuring that all seats and tables are secured to the ground;
- preparing an alternative solution in the case of technical problems (e.g. a breakdown of the TV relay system).
- ensuring a close co-operation between the organiser, police, public health system and other emergency agencies (preferably based on a written agreement identifying the role and obligations of each body);
- set the alcohol policy (preferably the prohibition or strict regulation of alcohol sales inside and in the vicinity of the area, e.g. selling only low alcohol beer),

The role of municipalities

The team is convinced that municipalities must be encouraged to participate actively in the preparation and management of large sports events; this is particularly true for EuroBasket 2011. Partnerships are essential in order to define the responsibilities of each party involved in the event. Such partnership strategy may enable fans and inhabitants to be included in a positive way.

Cities need to have the legal capacity and the necessary financial resources to play this key role and take measures in preventing violence in sport.

They could for example organise side events for fans between the matches or for those who could not attend the event and make sure that these side events are intercultural and bring people from different backgrounds together.

They could ensure the support and involvement of the local population by information about and participation in the event, making special use of the knowhow and skills of local fans and make sure that local fan groups and fan cultures are taken into consideration in the planning, prior and genuine involvement of local fans have shown that they can prevent many conflicts.

They could also:

- make proper arrangements, in close co-ordination with the organising committee and police, for local transport to facilitate the influx of supporters, ensure the smooth circulation of supporters, by whatever means of transportation is chosen; travel options should be available in all price categories;

- provide for adequate accommodation to meet the needs of different income groups, including youth hostels, camp sites, etc.;
- arrange for sufficient catering in all price categories;
- provide sufficient information for visitors at the sports event and, in this connection, make necessary arrangements with tourist offices;
- encourage local businesses to take part in the event; ensure that they comply with local alcohol policy relating to the event and contribute to the overall hospitality scheme by offering event-oriented services and products.

Accordingly, the team recommends that the Lithuanian authorities encourage the municipalities to participate actively in the preparation and management of large sports events as described above.

Accommodation and transport

Some touristic cities, like Vilnius or Klaipeda, seem to have sufficient accommodation sites for the estimated number of foreign fans. However, other cities may need to increase the number of beds available or think of alternative strategies, like camping sites, temporary accommodation facilities or renting by private owners. The distances between hosting cities are not short enough to allow frequent travels.

A mobility policy should foresee, amongst other measures, the following: an integrated public transport system, which includes combined tickets for buses and trains; good national road and train networks, with good interfaces between them and with airports; an efficient traffic management system in the major cities, with good signage and accessibilities to the sports venues; and good and sufficient parking areas in the cities and in the vicinities of the sports venues.

The recent closure of the only national Lithuanian airline company should be compensated with the availability of sufficient supplementary charter and regular flights to Vilnius and other major airports in the country.

Airports facilities should be prepared for the most important flows of passengers travelling to attend the matches.

RECOMMENDATIONS

The team commends the Lithuanian authorities for their commitment to staging EuroBasket 2011 to a high standard. It was impressed with the work already done to produce good quality facilities. As the Lithuanian authorities are themselves aware, there is still much more to do. In the hope that these will prove of assistance, the team recommends that the Lithuanian authorities:

1. develop a long-term plan of all of the measures recommended or suggested in this report and rank them in order of priority;
2. make an evaluation of the offences to be put in the law, implements a stadium ban sanction and create a national database;
3. strengthen the fight against racism and xenophobia;
4. enhance the role and status of the Working Group that has been established to co-ordinate the preparation of Eurobasket 2011;
5. adopt a checklist on security and safety measures, based on the checklist of the Standing Committee of the Council of Europe, and determines in writing who is responsible for what;
6. implement the function of intelligence officers and a police spotting system;
7. balance the police operational profile on the basis of a dynamic risk analysis and low-profile intelligence-led policing: “public relations” police officers to welcome spectators and to communicate and interact with them, riot police for public order interventions (not visible or with low visibility) and police officers for evidence gathering;
8. encourage police commanding officers to attend matches abroad to gain experience and expertise in dealing with foreign supporters who may cause trouble;
9. give careful consideration to devising and progressively implementing measures to ensure control of the spectators in a non-repressive manner;
10. enact specific legislation on stadium control rooms and CCTV for basketball arenas;
11. create communication structures between clubs, police and supporters’ organisations;
12. agree a ticketing policy with the organisers of EuroBasket 2011;
13. enact specific legislation on a proper stewarding system to tackle the deficiencies in their current system (especially on standards, training and quality assurance);
14. set a target of having all stewards fully trained and assessed for their roles in advance of EuroBasket 2011;
15. set up a system of volunteers, building upon the positive Portuguese experience during the European Football Championship in 2004;
16. arrange exercises to test how the stewards would react when faced with a safety problem, an incident of misbehaviour or the need to evacuate the arena;

17. while the overall arrangements appear to be appropriate for Lithuanian supporters, in the run up of the European Basketball Championship in 2011, the Lithuanian authorities may wish to consider how they will manage large numbers of supporters from other countries with different habits and needs (accommodation, languages facilities, transport, etc);
18. have regard to local circumstances in deciding how far to restrict the sale and consumption of alcohol at the venues;
19. record in writing the good practices and lessons learnt from EuroBasket 2011 so as to transfer their know how to future championship organisers, to FIBA and to the Standing Committee.
20. adopt and implement the concept of hospitality, in particular for EuroBasket 2011;
21. it is imperative that any decision whether or not to organise public viewing facilities is subject to a thorough risk assessment and that, if such events are approved, all necessary measures are taken to minimise safety and security risks;
22. encourage the municipalities to participate actively in the preparation and management of large sports events, as described in the text.

APPENDIX I - Programme of the visit**Monday 23 November 2009**

19h00 Preliminary meeting of the evaluation team and dinner
The CoE Team, Mr Sigitas Stasiulis (sport), Mr Virginijaus Šostucha and Ms Ingrida Lamanauskienė (police)

Tuesday, 24 November 2009

10h00 Meeting with Mr Algirdas Stoncaitis, Lithuanian Police Acting Commissioner General, Deputy Commissioner General

10h30 Meeting with the members of the Police Working Group on the Prevention of Spectator Violence at the European Men's Basketball Championships 2011

Agenda to include:

1. Role of the police in ensuring security and public order during sports events, cooperation with Lithuanian Basketball and Football federations, police readiness for the European Men's Basketball Championships in 2011 (Rapporteur - Mr Renata Pozela, Head of the Public Order Board of the Police Department).
2. Problems which counties and cities face during the preparation for the the European Men's Basketball Championships 2011 (Rapporteurs – Deputy Chiefs of Vilnius, Kaunas, Klaipeda, Siauliai, Panevezys and Alytus County Police Headquarters, who control public order units).

12h00 Lunch

13h30 Meeting with the Chairman of the Commission for Youth and Sport Affairs of the Parliament of the Republic of Lithuania Mr Zilvinas Silgalis

Agenda to include:

1. Co-operation with the Standing Committee (Mr Ritas Vaiginas, Acting Director General, DPES).
2. EuroBasket 2011 legal environment ensuring safety and security from the point of view of the Police (Mr Renatas Pozela, Head of Public Order Board of the Police Department under the Ministry of the Interior).
3. FIBA Europe EuroBasket safety and security requirements (Mr Mindaugas Spokas, Project Manager of the Lithuanian Basketball Federation).

Invited participants:

- *Ritas Vaiginas, Evaldas Skyrius, Kornelija Tiesnesyte, Sigitas Stasiulis (DPES)*
- *Renatas Pozela and Virginijus Sostucha (police)*
- *Mindaugas Spokas (LBF)*

15h00 Meeting with the heads of sport of Lithuania

Agenda to include:

1. Lithuanian sport system (Rapporteurs – Mr Ritas Vaiginas and Mr Valentinas Paketuras, Secretary General of the Lithuanian Union of Sports Federations).
2. Key international basketball, football and ice-hockey events in 2012-2012 (Rapporteurs – heads and representatives of the federations).

3. Vilnius City EuroBasket 2011 management plan (Rapporteur – representative of the Municipality of the City of Vilnius).

Invited participants:

Mr Gintautas Babravičius, Vice-Mayor of the City of Vilnius and Ms Edita Tamošiūnaitė, Head of Sport and Physical Education Division of Vilnius City Municipality

Rimantas Kveselaitis, President of the Lithuanian Union of Sports Federations, and Mr Valentinas Paketuras, Secretary General of the Lithuanian Union of Sports Federations

Mr Liutauras Varanavičius, President of the Lithuanian Football Federation, UEFA Executive Committee Member

Mr Mindaugas Balčiūnas, Secretary General of the Lithuanian Basketball Federation and Mr Mindaugas Spokas, Manager of the Lithuanian Basketball Federation

Mr Raimundas Dervinskas, Vilnius County Police Deputy Chief, and Mr Vytautas Grasys, Head of the Public Order Board of the Vilnius County Police Headquarters Deputy General Directors and the heads of units of the Department of Physical Education and Sports under the Government of the Republic of Lithuania

17h00 Meeting with supporters: Vilnius Zalgiris and Vilnius Lietuvos Rytas Basketball Club.

17h45 Siemens Arena

19h45 Private Rowing Museum and Dinner, Trakai

Wednesday, 25 November 2009

10h00 Kaunas stadium, Kaunas basketball arena and the construction site of the Kaunas Arena

11h45 Lunch

13h00 Meeting with the Mayor of the City of Kaunas, Mr Andrius Kupcinkas, the Heads of Kaunas City Municipality and the organisers of EuroBasket 2011

Agenda to include

1. Kaunas City EuroBasket 2011 management plan (Rapporteur – Mr Vygantas Gudenas, the Director of the Administration of the Municipality of Kaunas).
2. Klaipeda, Siauliai, Panevėžys and Alytus EuroBasket 2011 management plans (Rapporteurs – representatives from the cities).
3. EuroBasket 2011: preparatory work and problems (Rapporteur – Mr Mindaugas Spokas, Manager of the Lithuanian Basketball Federation).

Invited participants:

- *Heads of Municipality Administrations of the cities of Kaunas, Klaipeda, Siauliai, Panevėžys and Alytus, and the heads of sport divisions of these cities*
- *Heads of Kaunas County Police*
- *Heads of the Department of Physical Education and Sports under the Government of the Republic of Lithuania*
- *Mr Mindaugas Spokas, Manager of the Lithuanian Basketball Federation*

15h00	Press Conference
15h15	Kaunas Sightseeing
17h00	Dinner
18h40	Briefing before the match
19h45	Basketball match – Kauno Žalgiris – Fenerbache Ulker

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APPENDIX II – Council of Europe Consultative team

Paulo Gomes, Chair of the Standing Committee and leader of the consultative team

John de Quidt, U.K T-RV delegate

Ana Kosovac, Serbian T-RV delegate *(excused)*

Marie-Françoise Glatz, Council of Europe Sport Conventions Division

APPENDIX III - List of TRV recommendations, which could be of particular interest for the Lithuanian authorities for the preparation of the European Basketball Championship in 2011

- **Rec(1987)1 on alcohol sales and consumption** which extends the provisions of Article 3. 4f. of the convention on the prohibition of the introduction of alcoholic drinks into stadia and the restriction, and preferably ban, of sale at stadia, to include the travel arrangements and the neighbourhood of stadia.
- **Rec(1999)1 on stewarding** which recommends to governments that they encourage clubs, stadium owners and/or other appropriate bodies in football and other sports to develop a system of stewarding at sporting events with large attendances, based upon the principles detailed in the recommendation.
- **Rec(2001)6 of the Committee of Ministers to member states on the prevention of racism, xenophobia and racial intolerance in sport** which recommends the governments to adopt effective policies and measures aimed at preventing and combating racist, xenophobic, discriminatory and intolerant behaviour in all sports and in particular football, drawing inspiration from the guidelines in the appendix to this recommendation.
- **Rec(2003)1 on the role of social and educational measures in the prevention of violence in sport** which recommends that the government takes preventive social and educative measures aiming at improving the welcoming and coaching of supporters, with regard to their national circumstances, drawing inspiration from the principles and initiatives presented in the *Handbook on prevention of violence in sport* appended to the recommendation.
- **Rec(2008)1: Checklist of measures to be taken by the organisers of professional sporting events and by the public authorities** (updated version adopted by the Standing Committee on 31st January 2008) which gives guidelines on the identification and agreement of responsibilities between the organisers of sports event and the public authorities of the country where the event is to be held.
- **Rec(2008)3 on the use of pyrotechnical devices at sports events** which recommends to governments that they forbid the use of pyrotechnical devices at sporting events.
- **Rec(2009)1 on the use of public viewing areas at large scale sports events** which mentioned principles, based mainly on the German experience during the FIFA World Cup 2006 and also on the experiences of Switzerland and Austria at the UEFA EURO 2008, provides minimum safety and security standards for public viewing areas.

For any further information, look at the Council of Europe website: www.coe.int/sport

C – COMMENTS BY LITHUANIA

The Lithuanian authorities consider the report comprehensive, true and correct. Moreover, they find the report and its recommendations extremely valuable. They will make every effort to follow the recommendations and thereby improve the organisation of the EuroBasket 2011.

The Lithuanian authorities believe that consultative visits are an excellent tool for co-operation and provide a good opportunity for improving national capacities and qualifications in the area of safety and security at sports events.