

## **STANDING COMMITTEE (T-RV)**

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



Strasbourg, 24 June 2011

T-RV (2011) 05 FINAL

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

Consultative visit to Poland  
on the implementation of the Convention  
(Stewarding in the context of sports events security)

15-17 November 2010

Reports by:

Poland  
The Advisory Team

FINAL

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## A - NATIONAL REPORT BY POLAND<sup>1</sup>

### Introduction

The provisions of the new Act on mass events security of 20 March 2009 oblige the organiser of a mass event to provide stewarding staff during the event. The tasks of stewarding staff include i.e. informing spectators about the safety rules at the venue, showing them the way to first-aid posts, catering establishments and toilets, as well as keeping order. Stewarding may be a novelty at mass events, including football matches, in Poland, but it has proved to be a success in numerous European countries.

It is therefore extremely important to gain experience and disseminate good practices that will help successfully implement modern solutions in Polish stadiums.

Steadily improved and upgraded stadium infrastructure and friendly and professional stewarding staff whose tasks include ensuring emotional safety of all football fans, are important to the security of major sports events and help the spectators enjoy watching the event.

Stewarding is a new concept in Polish regulations concerning the management of mass events. It is therefore advisable to create a platform that would help exchange experience and discuss the organisation and effectiveness of stewarding services in other European countries. Any assistance from the Standing Committee of the Council of Europe and technical assistance of the Committee's experienced experts will be extremely useful in ensuring that mass event organisers make the best of the potential of stewarding staff, which they have been obliged to deploy at events since 2009.

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<sup>1</sup> Prepared by the Department of Professional Development, Ministry of Sport and Tourism of the Republic of Poland for the consultation visit of the T-RV Standing Committee of the Council of Europe. This paper is based, among others, on materials from police authorities (including reports on mass events security), the Ministry of Internal Affairs and Administration (including the Communique on the implementation of the Act of 20 March 2009 on mass events security), Ministry of Sport and Tourism, Polish Football Association and Ekstraklasa S.A.

## 1. Physical culture

The significance of physical culture issues is reflected in the provisions of Poland's supreme law, the *Constitution of the Republic of Poland*, which states in Article 68 that public authorities support the development of physical culture, particularly among children and youth.

Government activities in the fields of physical culture and tourism are the responsibility of the Minister of Sport and Tourism who also initiates, coordinates and implements measures necessary to prepare, organize and promote UEFA EURO 2012.

“Physical culture” covers the following:

- 1) sports;
- 2) physical education;
- 3) physical rehabilitation.

“Tourism” covers issues concerning development of tourism infrastructure and regulation of the tourism market.

It should also be noted that education, which is the responsibility of the Minister of National Education, includes i.e. physical culture of children and youth, with the exception of issues under the jurisdiction of other public administration bodies.

Tasks related to state policies of the fight against doping in sport and combating pathologies in sport, including the implementation of the provisions of the European Convention on Spectator Violence and Misbehaviour at Sport Events and in Particular at Football Matches, are coordinated by the Department of Professional Development of the Ministry of Sport and Tourism.

Poland has ratified the European Convention on Spectator Violence and Misbehaviour at Sport Events and in Particular at Football Matches, published in Journal of Laws [Dziennik Ustaw] of 1995, No. 129, item 625. Measures have been taken to implement the provisions of the Convention.

Issues related to sport and its organisation are governed by the Act on sport of 25 June 2010, which entered into force on 16 October 2010.

The legislation on sport introduces European standards into Polish sports, deregulates sports and strengthens the position of Polish sports federations.

Article 1, which determines the scope of the act, states that many issues do not need to be regulated by the law and should rather be governed by the internal rules of sports organisations. The act on sports does not define the rules of sports. Instead, it sets procedures to ensure that these rules are protected.

### *1.1. Organisation of sport in Poland – according to the provisions of the Act on sport of 25 June 2010*

Sports activities are conducted, in particular, in *sports clubs*, including *student sports clubs*, which are a special form of sports club, governed by the Associations Law of 7 April 1989.

A *sports federation* may be established by a minimum of three sports clubs, and may operate as an association or a union of associations.

A *Polish sports federation* may be established to organize the system of competition in a particular sport. Its establishment is subject to approval by the Minister of Sport and Tourism. At present, there are 69 Polish sports federations, including 37 federations representing Olympic sports.

Members of a Polish sports federation may include sports clubs, sports federations and other entities whose statute, deed or founding act specifies the sport in question as that entity's area of activity.

A Polish sports federation becomes a legal entity when it is entered into the National Court Register. The term of the authorities of a Polish sports federation shall not be longer than four years and the president of a Polish sports federation shall hold office for no more than two consecutive terms.

A Polish sports federation operates in one sport, unless the minister with jurisdiction over physical culture permits it to operate in more than one sport.

A Polish sports federation has the exclusive right to:

- organise and conduct sports competitions for the title of Champion of Poland and for the Polish Cup in the sport it represents,
- set and enforce sports, organisational and disciplinary rules in sports competitions organized by the federation,
- appoint the national team and prepare it for major sports events (Olympic Games, World Championships, European Championships),
- represent the sport in international sports organisations.

The minister with jurisdiction over physical culture supervises the activities of Polish sports federations.

In a sport where sports competition takes the form of league games, the Polish sports federation may establish a professional league and, if more than half of the sports clubs are public limited companies, the Polish sports federation has the obligation to establish a professional league.

In team sports, all members of a professional league must be sports clubs operating as public limited companies. A professional league is managed by a legal entity operating as a limited company. The rules of a professional league are defined in an agreement between the relevant Polish sports federation and the company managing the professional league. Such an agreement must be approved by the Minister of Sport and Tourism before it is concluded.

## 1.2. *Olympic movement*

The goals of the Olympic movement are set and pursued by the *Polish Olympic Committee*, which is a non-governmental organisation.

The *Polish Olympic Committee* is a union of associations formed by Polish sports federations and other legal entities, organisations without legal personality and natural persons associated with the national Olympic movement:

The Polish Olympic Committee cooperates in the field of sport with the minister with jurisdiction over physical culture.

The Polish Paralympic Committee, operating as an association or union of associations, organizes the national Paralympic movement of the disabled.

The Polish Olympic Committee supports activities promoting fair play through i.e. the Fair Play Club, whose mission is to promote fair play. The Club organizes an annual fair play contest and nominates candidates to the International Fair Play Committee.

In addition, the Club organizes conferences, symposiums and meetings with young people and publishes papers about the promotion of fair play as part of education.

### *1.3. Doping in sport*

The fight against doping in sport is the area of responsibility of the Commission Against Doping in Sport, whose members are appointed and dismissed by the Minister of Sport and Tourism. The Minister also lays down the Commission's statute.

### *1.4. Public authorities' support for sports*

The responsibilities of local and regional self-governments include creating conditions, organisational and otherwise, that facilitate the development of sport.

The minister with jurisdiction over physical culture may provide financial support for practising, organizing and promoting sports.

The minister with jurisdiction over education and the minister with jurisdiction over higher education may provide support, including financial support, for the development of sports in schools and universities, respectively.

The Minister of National Defence and the minister with jurisdiction over internal affairs may provide support, including financial support, for the development of sports in units subordinate to, or supervised by, those ministers.

A part of the budget of the minister with jurisdiction over health goes for financing health care for athletes who are members of national teams in Olympic and Paralympic sports.

## 2. Sports events security and preventing violence and aggression in sport

Issues related to mass events security are coordinated by the Ministry of Interior and Administration, headed by the Minister of Interior and Administration.

The Minister of Interior and Administration is responsible for the following fields of government administration:

- public administration;
- information technology;
- internal affairs;
- religions and national and ethnic minorities.

The most important bodies subordinate to or supervised by the Minister of Interior and Administration include the following:

- National Chief of Police,
- National Chief of the State Fire Service,
- National Chief of the Border Guard,
- Chief of National Civil Defence,
- Head of the Office for Foreigners,
- General Surveyor of Poland.

### 2.1. *The Act on mass events security of 20 March 2009*

Mass events security is governed by the Act on mass events security of 20 March 2009. The act entered into force on 1 August 2009, with the exception of the provisions concerning identification of spectators at football matches played outside professional leagues, which entered into force on 1 August 2010.

The new act differs in a number of ways from its predecessor, the Act on mass events security of 22 August 1997. The new act specifies, among others, the following:

- 1) Entities responsible for security, objectives of mass events security measures, and entities obliged to participate in providing security;
- 2) Procedure for granting permits to organize mass events. The permit defines the conditions for conducting the event and is granted by the local self- government body with jurisdiction over the venue, on request of the mass event organiser. A body which has issued a permit for a high risk event is obliged to monitor the event for compliance with the conditions of the permit;
- 3) Voivodes' mandate to check compliance with minimum technical requirements for audiovisual devices used for monitoring mass event;
- 4) Mass event organisers' duty to provide policing and stewarding staff; the roles and tasks of the two type of staff have been determined;
- 5) The act includes a separate chapter devoted exclusively to football match security; the chapter introduces i.e. the following solutions:
  - obligation to identify football match spectators, and to use electronic supporter identification systems at professional league venues,
  - sale of tickets on name for sitting places only,
  - club bans, which may be imposed by football match organisers on persons who have breached the rules and regulations of the venue or event;

6) Sanctions for unlawful acts committed in connection with mass events have been tightened. Most sanctions provided for in the act are financial. Furthermore, several breaches of the law are now considered crimes whereas under the previous act they were considered misdemeanours.

At present, the following acts are considered misdemeanours:

- ignoring a policing staff order or trespassing on an areas restricted for spectators,
- ignoring a police or military police order at an event,
- bringing in or possessing alcohol at a mass event,
- failing to comply with the duty to provide information relevant to mass event security, or providing false information.

The Act defines the following unlawful acts as crimes:

- organizing a mass event without the required permit or breaching the conditions of a permit, or holding an event in defiance of a ban,
- bringing in or possessing weapons, pyrotechnics, highly flammable materials, explosives or other dangerous objects,
- trespassing on the pitch,
- throwing objects that pose a threat to the health, life or safety of the participants of the mass event, or disrupting the event in another equally dangerous way,
- assaulting a member of the policing or stewarding staff at a mass event,
- covering one's face to conceal identity,
- provocative actions by the stadium speaker, inciting dangerous behaviour.

The act allows to impose a 2 to 6 year long court ban on entering mass events on a person who has committed a crime or misdemeanour committed in connection with a mass event. Such a ban is obligatory in the case of crimes or misdemeanours committed in connection with a mass sports event. A person with a court ban is obliged to appear at a police station during matches. Court bans also covers matches played abroad by the Polish national team and by Polish clubs.

The new act was followed by eight regulations which include detailed provisions concerning mass events security.

On 4 September, amendments to the Act on mass events security and to the Penal Code entered into force. The new laws allow to punish a person who has failed to comply with a court ban on entering mass events and with the accompanying obligation to appear at a police station during mass events.

## 2.2. *Mass event organiser's staff: policing and stewarding staff*

According to the Act on mass events security, the event organiser is responsible for security during mass events. A permit is required to hold a mass event; such a permit is granted by the local self-government body with jurisdiction over the venue. In order to obtain a permit to hold a mass event, the organiser has to submit opinions issued by authorities dealing with security, including police and fire service. On the basis of these opinions, the planned event may be classified as a high risk mass event, which means that the organiser has to meet additional requirements related i.e. to the number of policing and stewarding staff.



According to the provisions of the Act on mass events security, police forces should not directly participate in policing mass event (including sport event) venues. Police forces are deployed outside the premises of the venue and are responsible for security along travel and access routes, as provided for in the Police Act.

Only the commander of the police forces or his/her representative is present at the venue, in order to ensure direct and uninterrupted liaison with the security manager appointed by the event organiser. This does not preclude the presence and activities of police crime investigators at the venue. If breaches of the law take place, it is the organiser's staff that have the duty to directly intervene. Only when such intervention fails does the organiser's representative make a request to the police to intervene (the request must be immediately confirmed in writing) and only then can police forces enter the venue to restore order.

Members of policing staff (authorized to use force and direct coercive measures) and of stewarding staff report to the security manager who represents the mass event organiser.

The organiser's policing staff's role is to provide security and public order at the mass event, while the organiser's stewarding staff help ensure the safety of the spectators, mainly by informing them about the organisational aspects of the event.

Requirements concerning the numbers of the organiser's staff are as follows:

- 1) for events which are not high risk events – at least 10 policing and stewarding staff per 300 potential event participants, and 1 policing or stewarding staff per each 100 participants in excess of 300; policing staff should represent no less than 20% of the total number of staff;
- 2) for high risk events – at least 15 policing and stewarding staff members per 200 potential; event participants, and 2 policing or stewarding staff members per each 100 participants in excess of 200; policing staff should represent no less than 50% of the total number of staff.

Policing and stewarding staff have the mandate to check whether the participants have the right to be present at the event, to check IDs in order to establish the participants' identity, to search luggage and clothes of persons suspected of bringing in or possessing dangerous objects, to issue orders and to apprehend and hand over to the police persons who pose a direct threat or have committed unlawful acts.

Furthermore, the regulations provide for a division of tasks between the two types of staff.

Tasks of policing staff:

- 1) to refuse entrance to the mass event to persons serving a mass event ban issued by a court, a foreign stadium ban or a club ban; to persons who are clearly under the influence of alcohol, drugs, psychotropics or other substances; to persons who have weapons or other dangerous objects; to persons who are aggressive, act provocatively or pose a threat;
- 2) to remove from the mass event venue persons who disrupt public order or breach the rules and regulations of the venue or event.

Tasks of stewarding staff:

- 1) to provide information on the venue's security facilities and security requirements set by the organiser or by services in charge of rescue operations;
- 2) to provide information on location of first-aid posts, catering establishments and toilets;
- 3) to ensure that the participants enter and leave the mass event in a safe manner;
- 4) to prevent access to areas restricted for spectators;

- 5) to respond to incidents and threats and take remedial measures including, in particular, notifying policing staff;
- 6) to monitor risk areas;
- 7) to ensure that the participants comply with the rules and regulations of the venue and event.

Stewarding is a new concept under Polish law, but it has proved to be a success in numerous European countries.

Policing staff must be trained in mass event security and must hold security guard licenses, while stewarding staff must be trained in mass event security.

It is important to note that the new legislation allows event organisers (clubs etc.) to train their own staff, provided they meet certain conditions.

This means that the organisers may now have real influence on the selection and quality of the training of their staff and may better address security needs.

Training of stewarding staff covers i.e. the following issues:

- 1) Organisation and functioning of the organiser's staff, their duties and obligations, cooperation with police;
- 2) Legal issues, including:
  - elements of criminal law; identification of illegal symbols inciting national, ethnic, racial or religious hatred;
- 3) Keeping order during mass events, including:
  - mandate and tasks related to checking IDs, checking compliance with rules and regulations,
  - apprehending people, checking IDs, searching spectators' luggage and clothes,
  - responding to the needs of spectators, looking after the disabled,
  - fire safety and evacuation issues,
- 4) Elements of psychology, including:
  - communication techniques,
  - crowd psychology, violent behaviours,
  - observation and memorizing techniques; responding to conflicts,
  - memorizing, creating composite pictures, dealing with difficult situations;
- 5) First aid.

Training of policing staff covers i.e. the following issues:

- 1) Elements of psychology, including issues concerning memorizing techniques, creating composite pictures, dealing with difficult situations;
- 2) Issues related to the duties of policing staff and to keeping order during mass events, including:
  - organisation and functioning of the organiser's staff, their duties and obligations; selected regulations,
  - responding to the needs of spectators,
  - fire emergency and evacuation procedures,
  - tasks related to checking IDs, checking compliance with rules and regulations,
  - checking IDs, searching spectators' luggage and clothes,
  - apprehending and removing people from a mass event venue,
  - areas and principles of cooperation with the Police, the Government Protection Bureau and the State Fire Service.
- 3) First aid.

### 2.3. Council for Sports Events Security – Coordination of sports events security measures

The Council for Sports Events Security was established under Instruction No 104 of the Prime Minister of 23 September 2008. The Council includes deputy ministers of the Ministry of Interior and Administration (Chairperson), Sport and Tourism, National Education, Justice and Infrastructure (Deputy Chairpersons), other representatives of the above mentioned ministries as well as the Government's Plenipotentiary for Equal Treatment, representatives of the Internal Security Agency, the National Chief of Police, National Chief of the State Fire Service, President of the Polish Olympic Committee, President of the Polish Football Association and President of Ekstraklasa S.A. (Council Members).

The Council has established a Standing Expert Group, the Council's advisory body, whose members are appointed by the Council.

According to Instruction No 104, the Council's responsibilities include the following:

- 1) developing, and monitoring the implementation of, prevention programmes aimed at improving security at sports events;
- 2) initiating and evaluating legislative initiatives concerning sports events security;
- 3) analysing and assessing measures taken by various services and institutions in connection with sports events security;
- 4) initiating and commissioning research and analytical work;
- 5) coordinating undertakings aimed at preventing violence related to sports events;
- 6) analysing security breaches related to mass sports events;
- 7) cooperating with the Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in Particular at Football Matches;
- 8) coordinating and monitoring undertakings aimed at preventing discrimination, particularly racial discrimination, in connection with sports events.

In the initial period of the Council's activity, its efforts were focused on monitoring and supporting work related to the adoption of the new Act on sports events security and to the drafting and implementation of regulations based on that act.

The Council pays special attention to prevention programmes targeting children and youth and aimed at combating violence through sport and at shaping non-violent, positive attitudes among spectators.

Another important aspect of the Council's work is the promotion of, and participation in the implementation of education initiatives targeting supporters, especially those based on the 'fan coaching' approach and aimed at eliminating racism, xenophobia and anti-Semitism.

The Council launches initiatives that help implement the recommendations of the Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in Particular at Football Matches, such as the initiative concerning the appointment of evaluation teams. The teams' task is to evaluate actions taken by entities involved in the organisation of sports events, both in the preparatory phase and during the event, as well as to evaluate the adequacy of the infrastructure at the venue and in its neighbourhood.

The Council for Sports Events Security cooperates with international institutions, including the Standing Committee of the European Convention on Spectator Violence and the EU Council's Police Cooperation Working Party Think Tank; moreover, cooperation has begun with *Nationaler Ausschuss Sport und Sicherheit (NASS)*, the German counterpart of the Council for Sports Events Security.

Below are the most important projects implemented by entities represented in the Council for Sports Events Security, including projects implemented under the auspices and in cooperation with the Council:

- 1) 'Fans Together' programme, a project implemented by PL.2012 Spółka z o.o.; its objective is to eliminate violent attitudes among football spectators; the project is based on the 'fan coaching' method. The project is to include long-term education work among supporters and will be implemented with the participation of UEFA EURO 2012 host cities.
- 2) Participation in the 'I'm fair' programme, implemented together with Łódź University. The idea of the project, which targets young people, is to use the notion of fair play in educational work aimed at combating racism, xenophobia and anti-Semitism.
- 3) Implementation of the interministerial programme entitled 'Preventing aggression and pathology among children and youth through sport'. The main objective of the programme is to reduce aggression and pathology among young people by providing children and youth with opportunities to participate in various forms of physical activity. The programme is funded through EU grants applied for at the regional level, as well as by the Physical Culture Development Fund, managed by the Minister of Sport and Tourism.  
The programme is consistent with the government programme called 'It Is Safer Together', coordinated by the Ministry of Interior and Administration.
- 4) Organisation of a contest for local self-governments for the best sports events security project; the contest is part of the government programme 'It Is Safer Together'.
- 5) Implementation of the programme entitled 'My sports field – ORLIK 2012' ('Orlik' is Polish for 'Little Eagle'), prepared by the Minister of Sport and Tourism. The objective of the programme "My sports field – ORLIK 2012" is to build general-access, free of charge sports fields with changing rooms and sanitary facilities in all Polish municipalities.
- 6) Implementation of a project called 'Sports activist at my sports field – Orlik 2012', designed to support local self-governments in their efforts to ensure that the ORLIK 2012 sports facilities are regularly used for sports and recreation.
- 7) Organisation of the Nationwide Orlik Tournament for the Cup of Prime Minister Donald Tusk; the tournament is aimed at promoting sports and fair play among children and youth, mobilizing local communities and encouraging the organisation of various sports activities at ORLIK 2012 sports facilities.
- 8) Supporting the implementation of the 'Fans in Their Cities' programme, an educational programme targeting supporter associations and authorities of cities hosting UEFA EURO 2012. Its aim is to contribute to the organisation of structures ensuring proper cooperation between supporter associations and local authorities.
- 9) Organisation of conferences, e.g. 'No to racism in sport', 'We Support Fair' – in cooperation with the Polish Olympic Committee.
- 10) Participation in the organisation of the contest for the media entitled 'Stop Racism in Sport', implemented by the Government's Plenipotentiary for Equal Treatment.
- 11) 'Polish Supporters Platform' - the main idea of the project is to create a platform for people and organisations involved in the promotion of non-violent and positive supporting.
- 12) Implementation of the project entitled 'Be an Effective Coach – Be a Good Mentor' – pilot workshops aimed at improving the skills that coaches and instructors working with children and youth need in order to be able to work with and manage sports groups. The workshops will focus on improving skills related to building proper relationships within a sports group, developing interpersonal skills, solving problems, cooperating with sports groups and motivating sports groups.
- 13) Organisation, in cooperation with Spółka PL.2012, of workshops entitled 'Fan Embassies during UEFA EURO 2012'.

### 3. Activities of the Polish Football Association (PZPN)

The Polish Football Association is the largest and one of the oldest Polish sports federations. The founding rally of the Polish Football Association was held in Warsaw on December 20-21, 1919. Kraków was the first seat of PZPN. One year later, district football associations began emerging. At present, there are 16 district football associations (located in 16 vivodships), grouping 7047 football clubs who have 455 380 registered players. Ekstraklasa, the top professional football league includes 16 teams and is managed by the company Ekstraklasa S.A. The Polish Football Association runs I Liga which includes 18 clubs, while II Liga is divided into two divisions (Eastern and Western), each including 18 clubs.

All issues related to order and security at stadiums are coordinated by PZPN's Department for Football Venue Security.

Below are some of the most important measures taken by PZPN to eliminate unwanted behaviour and attitudes at football venues:

- 1) all matches are attended by security representatives appointed by PZPN, who cooperate closely with the security manager, the stadium speaker, the organiser's policing staff and Police; the representatives are obliged to prepare reports and other documentation which is then submitted to PZPN and Ekstraklasa S.A.; the representatives should also report all observations made by the referees, the observer and representatives of the spectators;
- 2) during pre-match briefings with the organisers, policing staff and other officials attention is drawn to the zero-tolerance policy regarding racist or xenophobic behaviour; the League Committee (with jurisdiction over Ekstraklasa) and the Disciplinary Department of PZPN (with jurisdiction over I Liga and II Liga) have the authority to impose sanctions on clubs and players, ruling in accordance with the Disciplinary Rules and Regulations;
- 3) if the representatives report any unwanted incidents, their reports are referred to the League Committee of Ekstraklasa SA or to the Disciplinary Department of PZPN;
- 4) PZPN's Department for Security at Football Venues has appointed its representative to act as liaison and cooperate with the association "NIGDY WIĘCEJ" ["NEVER AGAIN"] in connection with the public campaign called "Let's kick racism out of stadiums";
- 5) spectators who hold or disseminate racist, anti-Semitic or xenophobic symbols and banners are denied access to football venues by imposing stadium bans;
- 6) training programmes for national level representatives and security managers of Ekstraklasa, I Liga and II Liga football clubs include issues related to combating racism, xenophobia and anti-Semitism;
- 7) PZPN has published a "Polish Football Stadiums Security Guide" which i.e. contains illustrations of the signs and symbols used by hooligans in football stadiums, explaining the meanings behind the letters and numbers.

Tab. 1) Incident statistics based on 'Stadium Security Reports' published by the Polish Football Association

*	Season				
	2004/2005	2005/2006	2006/2007	2007/2008	2008/2009
Total number of incidents	736	825	187	158	232
Number of disciplinary rulings by the League Committee of Ekstraklasa and by the Disciplinary Department of PZPN	191	175	187	157	235
Total number of spectators at Ekstraklasa, I Liga and II Liga matches	<b>1603125</b>	<b>2066806</b>	<b>2123278</b>	<b>2416959</b>	<b>2725898</b>

\*Source: PZPN Stadium Security Reports

**4. Current situation (2006 – 2009):***(According to the Report on Mass Events Security in 2009 – National Police Headquarters)***4.1. Policing of sports events in 2007 – 2009**

	<b>Incident/Year</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
1	Number of policed sports events	7768	6942	6230	5741
2	Number of incidents involving hooligan violence and misbehaviour	241	218	222	188
	1) before events	46	26	44	35
	2) after events	96	59	31	14
	3) during events	63	96	127	109
	4) en route	36	37	23	30
3	Number of injured persons	93	93	49	65
4	Number of detainees	2064	1432	2166	1316
	including minors	347	165	237	274
5	Number of persons detained due to alcohol intoxication	573	486	383	266
6	Number of misdemeanours referred to courts	1363	858	1320	947
7	Number of police tickets issued	5494	6136	5608	4407
8	Number of crimes referred to courts	447	251	275	385
	Number of cases referred to courts for minors	110	159	153	195
9	Total number of police officers involved, including	242214	255667	261530	220285
	1) officers policing football matches	189316	194519	185093	148103
	2) officers policing supporters travelling:	18449	23888	39382	35709
	a) by road	8862	11919	26623	20341
	b) by train	7972	11759	12759	15368
	3) number of patrols policing supporters travelling	1941	1473	2608	2351
	a) by road	975	1113	2025	1909
	b) by train	299	360	583	442
	4) number of joint patrols with the Railways Security Guard	68	76	123	61
	10	Total number of collective breaches of law, including	114	76	55
	collective breaches during football matches	103	66	49	45

4.2. *Policing of sports events other than football matches in 2006 – 2009*

	<b>Ruling/Year</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
<b>1</b>	Number of misdemeanours referred to courts, including	130	130	119	136
	1) requests for expedited proceedings	16	62	50	88
	2) requests for mass event bans	37	62	85	93
<b>2</b>	Number of cases with legally binding rulings	44	80	98	93
	1) mass event bans	15	49	88	63
	2) other sanctions	22	24	24	16
<b>3</b>	Number of cases heard under ordinary proceedings despite requests for expedited proceedings	7	16	53	5
<b>4</b>	Number of cases referred to courts for minors	11	4	10	8
	1) mass event bans	2	0	0	0
	2) other sanctions	0	2	0	15
<b>5</b>	Number of criminal proceedings initiated by public prosecutors	47	57	10	129

4.3. *Policing of football matches in 2006 – 2009*

	<b>Ruling/Year</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
<b>1</b>	Number of misdemeanours referred to courts, including	1116	732	1195	803
	1) requests for expedited proceedings	223	305	360	247
	2) requests for mass event bans	486	293	855	563
<b>2</b>	Number of cases with legally binding rulings	527	364	573	667
	1) mass event bans	284	302	465	616
	2) other sanctions	75	92	265	160
<b>3</b>	Number of cases heard under ordinary proceedings despite requests for expedited proceedings	40	115	120	175
<b>4</b>	Number of cases referred to courts for minors	135	142	136	187
	1) mass event bans	22	16	16	1
	2) other sanctions	4	6	2	17
<b>5</b>	Number of criminal proceedings initiated by public prosecutors	304	268	255	381

## **B - REPORT OF THE CONSULTATIVE TEAM**

### **1. General remarks**

#### *Introduction*

From 15 to 17 November 2010, a consultative team (“the team”) delegated by the Standing Committee (“the Standing Committee”) of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (“the Convention”) carried out a consultative visit to Poland (“the visit”) under the programme for monitoring commitments on implementation of the Convention.

At the request of the Polish authorities and in accordance with the arrangements governing consultative visits organised by the Standing Committee<sup>2</sup>, the team focused particularly on the theme of stewarding in the context of sports event security.

The programme of the visit is in Appendix 1.

The team consisted of the following persons

- Paulo Gomes, Chair of the Standing Committee and team leader
- Ana Criado-Contreras, Delegate of Spain on the Standing Committee
- Elisa Cozza, Delegate of Italy on the Standing Committee
- Martin Girvan, consultant, Football Licensing Authority, United Kingdom
- Kenny Scott, consultant, UEFA
- Pierre Masson, Secretariat of the Standing Committee, Council of Europe

The team would like to thank all its interlocutors for meeting them and answering their questions frankly and openly. They particularly wish to thank Mr Henryk Janus (Department for Professional Development, Ministry of Sport and Tourism) for his important contribution to the organisation of the visit, his practical help and the excellent organisation of the visits and meetings.

#### *Context*

Poland signed the Convention in December 1994 and ratified it in April 1995. Since then, the Polish authorities have shown that they take their responsibilities under the Convention seriously: an annual report to the Standing Committee, regular participation in its meetings and organisation of a monitoring visit on implementation of the Convention in November 2002.

In addition to important developments in implementing the Convention, Poland’s adoption on 20 March 2009 of a new Act on mass events security (No. 405) should also be stressed. In the introduction to their national report, the Polish authorities clearly indicate that stewarding is now formally included in the Act, at the same time pointing out that this is something new for Poland, although it is based on well-established and proven European practices.

This situation led Poland to request the organisation of a consultative visit on application of the Convention, placing special emphasis on stewarding in the context of sports event security in order to benefit from European experience with a view to improving policies and practices on stewarding.

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<sup>2</sup> [http://www.coe.int/t/dg4/sport/Source/59rév\\_BIL\\_couv\\_manuel\\_respect\\_engagements.pdf](http://www.coe.int/t/dg4/sport/Source/59rév_BIL_couv_manuel_respect_engagements.pdf)



For the Standing Committee, Poland's request is of paramount importance. Firstly, because it falls within the framework of assistance in the implementation of the recommendations which the Standing Committee made to the Polish authorities after the monitoring visit in 2002<sup>3</sup>.

Secondly, because the Polish request also falls within the more general framework of Poland's participation in the organisation of UEFA's 14<sup>th</sup> European Football Championship ("EURO 2012"), awarded jointly to Poland and Ukraine and to be held from 8 June to 1 July 2012 in, among other places, four Polish cities.

Lastly, because, during their 18<sup>th</sup> meeting (Baku, Azerbaijan, 22 September 2010), the European Ministers responsible for Sport invited States parties to step up their evaluation and monitoring of the Convention, and invited those hosting major international sports events to consider including monitoring visits as part of their preparation, and to be aware that non-compliance with commitments may have consequences for the organisation of such events.<sup>4</sup>

### *Methodological aspects*

#### a. General organisation

This context explains the special attention and care the Standing Committee gave to the preparation and organisation of the visit, in order to take up the challenge of transferring to the Polish authorities the essence of pan-European knowledge and practices relating to stewarding and sports event security and identifying all the points for improvement in policies, systems and practices in order to help ensure a high-quality EURO 2012, in particular through stewarding arrangements in line with European best practices, while at the same time taking steps to ensure the sustainability and general dissemination in Poland of progress made in the context of organising EURO 2012.

This challenge explains a set of new measures on four levels that the Standing Committee considered it useful to take.

**Preparation of the visit:** in order to ensure the effectiveness and relevance of activities during the visit, a checklist of the essential thematic aspects of the visit was drawn up. As far as possible, it identified all the relevant points and was given to the Polish authorities before the visit in order to enable them to make appropriate preparations for the various exchanges on the agenda. While the team recognises that the Polish authorities were given too little time, the fact that the checklist was available during the visit enabled the members of the team to ask all the relevant questions and avoid omissions.

**Cooperation with UEFA:** independently of the fact that Poland is currently involved in organising the 14<sup>th</sup> European Football Championship, UEFA, like *mutatis mutandis* the Standing Committee, has experience, competences, tools and standards that are relevant and applicable in the framework of the Convention. Cooperating with UEFA in the framework of the Standing Committee's work therefore makes it possible to pool those resources with two particularly welcome results: firstly, avoiding a system of double standards in Europe and, secondly, thanks to the long-term relations established between UEFA and countries organising European tournaments, broadening and deepening the

<sup>3</sup> In paragraph 6a of its report (T-RV (2003) 3), the Evaluation Team saw the main challenges for the Polish authorities as including: development of the stewarding concept for the welcoming and control of supporters inside the stadium.

<sup>4</sup> [http://www.coe.int/t/dg4/epas/Source/IM1808Resolution2\\_en.doc](http://www.coe.int/t/dg4/epas/Source/IM1808Resolution2_en.doc)

understanding of a given national situation, while visits organised under the aegis of the Standing Committee are traditionally single occasions of limited duration.

**Team formation:** particular care was taken to form a multidisciplinary team with overall experience making it possible to deal with the greatest possible number of relevant aspects. The team thus included a lawyer, two representatives of police forces, and two experts on safety and security issues, stadium approval and stewarding.

**Follow-up:** two institutional mechanisms will be reactivated or strengthened. Firstly, as provided by Article 10 of the Convention<sup>5</sup>, the report of the consultative visit will be forwarded to the Committee of Ministers of the Council of Europe. Secondly, as provided for in the programme for monitoring compliance with commitments, the Polish authorities will be invited to produce a report, by the beginning of 2012, detailing the measures taken to implement the recommendations set out below.

### b. Objective and scope of the visit

For the Polish authorities the scope of the visit was stewarding in the context of mass events as defined in the Act.

Stewarding is certainly an important element for ensuring the safety and security of spectators at a sports event. For the team, however, the theme proposed by the Polish authorities for this visit had to be understood more broadly than the examination of the elements in the Act concerning stewarding. Successful reception of spectators in good safety and security conditions does not mean only the presence and activity of stewards, but also lies in the quality of various other mechanisms that stewards rely upon in order to ensure the success of their work, such as the implementation of tried and tested safety and security policies, the existence of well-designed systems and effective procedures, comfortable facilities and clear circulation plans and paths, for example.

The team wishes to stress that, throughout this report, its purpose is to assist the Polish authorities to identify the measures that they need to take. Any comments or criticisms should be understood in this context. Overall, the report should be seen as a positive endorsement of the measures already taken or planned, albeit with detailed suggestions for further improvements.

## **2. Principal findings**

### *2.1. Legislation*

#### 2.1.1. Predominant place of the Act in the safety and security system

On 20 March 2009, Poland adopted a new Act on mass events security (No. 405) (“the Act”) covering, among other things, sports events in general and football matches in particular.

While this legislative development is undoubtedly to be welcomed, the team was nonetheless struck by the excessively central role played by this Act for persons concerned in one way or another with safety and security at sports events. During the team’s discussions with the various representatives of the Polish authorities during the visit, the impression that emerged was that of a tautological attitude on

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<sup>5</sup> [http://www.coe.int/t/dg4/sport/violence/convention\\_EN.asp?](http://www.coe.int/t/dg4/sport/violence/convention_EN.asp?)

their part: first saying that the wish to move forward had resulted in a new Act, and then that all the mechanisms provided for in the Act represented progress in relation to the previous situation. The team often felt that this attitude was accompanied by doubt or even scepticism on the part of the Polish authorities that the results of the visit could or should involve a possible revision of the Act.

This attitude often resulted in what seemed to be a lack of understanding between the team and the various Polish representatives it met during the visit who, because they were convinced of the excellence of the Act, did not always understand either the justification for or the substance of a criticism, comment or suggestion.

The team also observed in some of the Polish representatives what was perceived as an attitude of refusal to even envisage the possibility of amending the Act, whereas the team, while accepting that the new Act constituted undoubted progress, nonetheless felt that some aspects of it required urgent revision, in particular in order to bring it into line with European best practices at a time when EURO 2012 was fast approaching.

It seemed to the team that by giving the Act central importance, too little importance was generally accorded to other aspects that are equally fundamental in the delivery of effective safety and security conditions, including the fact that optimum safety and security are based as much on a set of solid, tried and tested systems, mechanisms, plans and procedures, as well as competent, qualified human resources trained in their respective professions, as on an appropriate legal framework.

As has already been said, the team regards the new Act as a significant step forward. It is convinced that the suggestions that follow should not be seen as criticism, but as a contribution that, if exploited by the Polish authorities, could, through a few further efforts – some of them considerable, it is true, but most of them marginal – bring the Act into line with European best practices on the subject.

As part of this process, the team recommends that guidance on the legislation should be provided to those who would benefit thereby, in particular the local authorities who issue the permits for staging the event.

The team recommends that guidance on the application and implementation of the legislation should be available to the permit-issuing authorities. (Rec 3)

### 2.1.2. Role of the police inside the ground

The Act provides that safety and security inside the ground should be ensured by crowd control services, information services and a competent safety officer in charge of those two services provided by the organiser of the sports event. Apart from spotters and plain clothes detectives, police officers stay outside the ground, ready to intervene inside if, in the event of disorder, the crowd control services are unable to re-establish order.

According to the explanations provided by the Chief of Police of Poznan Voivodship, this situation is explained by the fact that Polish spectators are allergic to police presence which, the team was told, had led to riots in the past. The team fully appreciates the historical reasons why the police are not normally deployed inside the stadium. However, it is concerned that this can give the impression that there is no integrated approach to stadium safety and security.

While the team understands the problem, it cannot understand the deep-seated motivation for it, in that, to carry out their mission, the members of the crowd control services have to be equipped with truncheons, handcuffs, teargas canisters and other material that necessarily gives them a paramilitary appearance.

The team understood that this question had been raised many times between the Polish authorities and the representatives of UEFA in the context of the preparations for EURO 2012 and that the Interior Ministry had undertaken to review the physical appearance of the crowd control services in order to make it less aggressive and to introduce low-profile policing.

For the team, this was a crucial point because during EURO 2012 Poland would receive a large number of European visitors used to policing in grounds being carried out by the police and to a low-profile, benign and therefore reassuring, police presence being visible inside the ground. The current Polish practice is substantially different from European practices and could lead to misunderstanding and even apprehension among visitors, perhaps giving rise to precisely the sort of tensions that any well-understood stewarding policy is supposed to avoid.

The team also said that, in addition to the psychological impact on the visitors, this situation involved a serious risk in the event of substantial misbehaviour that necessitated the intervention of police stationed outside the ground. Because they were not inside the ground, the police would not be able to respond either immediately or effectively, since they would need a great deal of time to understand and evaluate the situation and organise themselves before they could take appropriate and effective measures to re-establish order. More seriously, they can only intervene once the situation has become very serious and they cannot play any part in preventing any loss of control.

It is further recommended the roles and responsibilities of the police and sports ground management be recorded in a Memorandum of Understanding that reinforces an integrated approach to crowd safety management. The Memorandum of Understanding should be reviewed annually and prior to an event at which there is a higher level of risk associated with it.

The team recommends that the Polish authorities consider amending the Act in order to reintroduce a police presence inside grounds. It is further recommended the roles and responsibilities of the police and sports ground management be recorded in a Memorandum of Understanding that reinforces an integrated approach to crowd safety management. The Memorandum of Understanding should be reviewed annually and prior to an event at which there is a higher level of risk associated with it. The team considers that this reintroduction of police presence inside grounds is imperative for EURO 2012 and that it should be planned and completed as soon as possible so that any teething troubles can be overcome before the start of EURO 2012. (Rec 2)

### 2.1.3. Risk management – dynamic risk assessment

The Act provides for the number and distribution of members of the crowd control services and information services on the basis of two levels of risk, low and high. In the first case, the distribution is 80% - 20% and in the second 50% - 50%. The rationale behind this way of establishing numbers is not clear and the team obtained no explanation as to the reasons.

Moreover, other than considerations based on maintaining public order and risks of violence in the crowd, the Act does not make provision for any risk assessment based on the dangers (hazards) or on the probability of their occurrence.

Although the risk assessment process described in the Act (chapter 5) provides for consultations with the police, the fire service and the medical services and the submission of their respective opinions to the office of the mayor of the city in which the mass event is being organised, the team felt that, in practice, only the police have authority in establishing risk, the assessment of which is largely and mainly based on public order considerations, as was pointed out above.

Lastly, the team notes that these consultations take place by correspondence and not through a multidisciplinary security group including representatives of all the bodies concerned.

The team recommends that the Polish authorities consider amending the Act in order to introduce a risk assessment system covering all types of danger (hazards) constituting a potential threat to the safety and security of spectators, as well as their dynamic assessment, on the basis of a multidisciplinary security agency mechanism including all the representatives concerned at the local level. (Rec 1)

## *2.2 Examination of safety and security mechanisms*

### 2.2.1. Security policy

The remaining sections of this report consider the practical application of the law both in general terms and in the specific context of the friendly match which the team attended on 17 November between Poland and the Ivory Coast in Poznan, during which it had informal discussions with various parties including national and local officials and the police.

The observations in respect of the match arrangements relate to the limited areas of the ground that were directly observed. They also relate specifically to that match and may not necessarily be typical of all venues and matches in Poland. While the detailed Recommendations in this section are specifically directed to this particular ground, many of them may also be valid more generally.

The team had been asked to concentrate on the stewarding arrangements. However, these cannot be considered in isolation. Accordingly, this report also contains comments in respect of the overall safety management of the venue.

The question of statutory authorisations covering the security of operations in stadia in Poland is described in the Act on mass events security, No. 405, of 20 March 2009, commonly known in Poland as the Mass Events Act.

This Act describes a multi-agency consultation mechanism that can be seen as an integrated and joint approach involving all those responsible for stadium security in the decision-making process on the issuance of authorisations.

At the national level, there is a consultative group that meets regularly and deals with mass events at league one (Ekstraklasa) football grounds, but there seems to be nothing at the local level.

In the team's opinion, this lack is particularly regrettable because, according to its observations, the different agencies involved in risk assessment are consulted, and their opinions obtained, through exchange of e-mails.

The team recommends that the Polish authorities should consider establishing a local multi agency safety group to ensure co-ordination between the local authorities, police, stadium management and other relevant parties for each venue, constituted according to local need, with clear powers and written terms of reference. (Rec 4)

As indicated above, the team considers that risk assessment dealt with factors connected with the maintenance of public order and threats connected with crowd violence. It considers, however, that risk assessment did not deal with all the potential dangers (hazards) or an assessment of the probability of their occurrence. They also noted the dominant place of the police and their role as arbiter with regard to risk assessment.

The police risk assessment for the match on 17 November had graded it as a high-risk fixture based upon an expectation of rival Polish supporters attending the event. The mayor who issues the permit for the match can disagree with the police opinion on whether the match should be allowed but cannot override the police classification of the risk associated with the match. The classification of the match is the determining factor on the number of police, stewards and private security to be deployed and on the relative percentages of stewards and private security. It was unclear, however, whether there was any form of dynamic risk assessment in place and how the police, ground management and other relevant parties could respond to changes in circumstances on the day of the event.

In response to a public order incident at a recent national league match, the police required the stadium to erect a steel mesh screen in front of the lower tiered seating area at each end of the ground. This decision was taken by the police alone without any consultation with the other stakeholders. This had implications for the behaviour of the crowd and the capacity of the stadium. During discussions with the police and Ministry officials, the consultative team was unable to ascertain whether the Polish authorities accepted the Standing Committee's Statement of June 1997 on fences and barriers, the recommendation of 1999 on the removal of fences in stadia (Rec 99/2)<sup>6</sup> and the UEFA policy on this same issue.

The team recommends that:

- all arrangements likely to affect the safety or security of spectators at the stadium should be discussed in advance within the local safety group; there should be no alteration to the venue without the prior agreement of the permit-issuing authority; (Rec 5)
- the police (or whichever body is responsible) should discuss their risk assessment with the local authorities, the stadium management and other relevant parties and take account of their views before coming to a final conclusion; procedures should be in place to review the risk assessment in the light of any changes of circumstances before or on the day of the event; the process should furthermore have scope for additional categories of risk so as to allow greater variety in the safety management plans; (Rec 6)
- the Polish authorities should clarify their policy on fences and barriers and should ensure that this is accepted by all parties. (Rec 17)

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<sup>6</sup> [http://www.coe.int/t/dg4/sport/resources/texts/sprec99.2\\_en.asp?](http://www.coe.int/t/dg4/sport/resources/texts/sprec99.2_en.asp?)

According to the team, the Act does not require the preparation of a document describing a policy on the safety and security of spectators prepared and distributed by the stadium management.

No indication was given that enabled the team to conclude that such a document is actually prepared or that a related process has been defined.

Similarly, and quite logically, the team did not establish the existence of a process for applying or revising such a policy on the safety and security of spectators.

The team considers the drafting, practical implementation and revision of such a document to be an indispensable asset fostering not only communication between all the protagonists and with the authorities concerned, but also the provision of information to – and even the education of – technical staff, including stewards and safety officers, as well as spectators.

The Act also provides a set of indications on the role of management, safety officers and stewards. However, in the team's opinion, these indications are too general to be actually useable during mass events. They believe these roles and responsibilities should be the subject of a description specific to each place in which mass events are likely to be organised and hosted.

The team recommends that the local authority and / or other appropriate authorities should ensure that all the necessary contingency and safety plans for the stadium are in place, that the stadium management is familiar with these and that they have been tested, validated and reviewed on a regular basis. (Rec 10 part 1)

### 2.2.2. Authorisation

Although the Act makes provision for an integrated consultation mechanism, the team noted that the process for issuance of authorisation to hold the match had not been conducted in accordance with the stipulations of the Act.

During the technical delegates' briefing held at 09.30 on 17 November 2010, the permit-issuing officer of the City of Poznan indicated the permit had been issued for the event. There was some confusion from the police commander who indicated he was not aware of this and was surprised the local authority had issued the permit without comments from the police. Whether or not this is typical, it demonstrates the need for an integrated approach whereby all arrangements likely to affect the safety or security of spectators at the stadium to be discussed and agreed between the local authority, the police, the stadium management and any other relevant parties.

More specifically, the team considered it unusual for a statutory permit to be issued for such a significant event on the day of the event itself. It suggests that detailed pre-event planning by all agencies should be undertaken in a timely manner, to ensure there are no risks to the event or the participants. The team believes that this could best be achieved by establishing a formal co-ordination structure, whereby a local safety group is created to discuss all safety related matters at mass events, so all stakeholders and interested parties may work to a common agenda and may input to the decisions and determination made by the local authority. It would be for the Polish authorities to determine the chairmanship, composition and functions of this group in accordance with local needs (see Rec 4 above).

### 2.2.3. Safety procedures and systems

On the question of whether there is an operations handbook setting out the inspections and tests to be carried out on buildings, structures, installations and entrance/exit equipment, the team was told that such handbooks did not yet exist but were under development. The team was unable to obtain any information about their content, however. Such an inspection could *inter alia* have detected the problem with the numbering of the seats, the design and strength of the barriers and the width of some passageways (see below).

The team was able to establish that the local authorities did not require any inspection system, by the stadium management or the event organiser, prior to the match held on 17 November 2010. Moreover, the team observed that the safety officer did not undertake a series of pre-event checks and inspections. In the team's experience, such checks are an integral and essential part of the safety management of spectators and should be included in the integrated approach referred to above.

The team recommends that the Polish authorities should consider how best to integrate formal match-day inspections of the stadium into the approach to safety management mentioned above; these inspections should be undertaken, by a competent person, both by (or on behalf of) the event organiser – and submitted to the permit-issuing authority – and by that authority to ensure that the organiser is complying with the conditions of the permit. (Rec 9)

Generally, the team did not receive any information about, nor was it able to observe, the existence of a register in which incidents and complaints, or possible follow-up measures, could be recorded.

The team was assured that there was a medical plan for the Poznan stadium during the 17 November match and that it was in the possession of the staff at the headquarters of the ambulance service. According to what the team was told, this plan seemed to be very succinct.

The team saw no systematic debriefing involving the stadium management, the security services and the other parties concerned. From what it was told, the team concluded that such debriefings do not yet take place.

With regard to fire risks, the team was not informed of the existence of specific plans. However that may be, the team observed the haphazard presence of stalls where cooked food was prepared and sold and where electric cookers were in use.

During an inspection visit to this stadium in October 2010, UEFA asked for clarifications in this regard, as well as for a fire risk management strategy to be produced. This document was not available at the time of the team's visit.

For the team, it is generally accepted that when an incident occurs whose nature or scale is beyond the capacities of the organiser, the police are supposed to take over. There is no written declaration detailing this procedure, however.

With regard to the respective responsibilities of the organiser and the police for questions concerning the safety and security of spectators, the team observed that, in the context of the 17 November match, the organiser was the Polish FA and that it had appointed a security delegate.



The team noted the presence of persons responsible for supervising the stewards situated around the stadium. These supervisors were in radio contact with the stewards and were situated in the control centre. The team did not observe the presence of an assistant to the security delegate.

With regard to emergency plans, the team received assurances that the security delegate appointed by the Polish FA had personally reviewed the stadium evacuation plans. Subsequent discussions revealed this was not the case. A written emergency plan exists, but it was not communicated to the team.

When the team stressed this point, it emerged that the stadium had no formal, simple evacuation plan. The team was able to establish, however, that the police, fire service and ambulance service each had an evacuation plan, although those plans were not available at the stadium during the 17 November match.

On the basis of the information that it was able to gather during the visit, it seems to the team that the emergency plans have not been tested and, therefore, no lessons have been learned.

The team noted that there was communication equipment for stewards, but was not able to establish whether procedures for its use existed and were implemented.

The team noted the existence of computerised turnstiles with all the required recording facilities.

The team was not able to establish the existence of a plan and procedures for the prevention and treatment of situations in which escape routes and passageways are congested. It did note, however, that some supporters were standing and blocking passageways and exit routes without that triggering the stewards' intervention.

The team recommends that there should be an audit of all the contingency plans and safety policies for each venue to ascertain what written documentation is actually in place. (Rec 10 part 2)
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#### 2.2.4. The security delegate

The team found no provision in the Act requiring stadium operators to produce a written job description for their security delegate, nor was it able to observe in practice the existence of such a job description.

With regard to the job description, and as an example illustrating its importance, the team noted that the delegate in charge during the match on 17 November 2010 was classed by the Polish FA as very experienced but that this did not apply in respect of this particular venue. Although he had been present as an observer at three matches held previously at the Poznan stadium, he had received no mentoring and had never had that responsibility before in that stadium. This was despite the fact that the police had classified the match as high risk and that the declared number of spectators corresponded almost to the maximum capacity of the stadium.

Quite logically, the team was unable to determine the functions, responsibilities and powers of the security delegate in regard to spectator safety and security policy, maintenance and development of the stadium or during particular events.

The team noted the lack of a stadium operator duly appointed to that position, which means that in practice different structures are in place for different matches and that, consequently, the security

delegate is not the same for matches played by the club as for international matches. The team was concerned that this could remain a problem until a permanent stadium operator is appointed in the lead up to EURO 2012.

As a consequence of the above, the team was unable to ascertain how long the security delegate has been employed by the stadium and whether he holds other positions that might conflict with his safety and security role or if he was in fact appointed by the Polish FA (PZPN) for the match in question only.

The team understood that the security delegate assigned for the 17 November match had not been closely involved in the work plan prior to the match or in the pre-match stadium inspections.

The team was not therefore able to establish whether the security officer worked part time or full time or whether there was a clearly identified, trained and competent person able to take care of safety problems in his absence.

Nor was the team able to establish whether there was a minimum level of training or competence to be demonstrated by any person performing the role of security delegate during a mass event in Poland as it is stipulated in Articles 19.4 and 26.5 of the Act.

The Act does not seem to require mass event organisers to appoint a deputy and communicate his or her identity to the local authorities, and the team was able to observe that such a system is not in place.

The team recommends that no mass event should be held where the designated safety officer has no operational experience of the venue concerned; all safety officers should be trained to a level reflecting recognised best practice in Europe. (Rec 16)
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#### 2.2.5. Stewarding

##### a. Requirements and procedures

The Act provides for assessment of the risks associated with the organisation of mass events and their division into two categories: low risk and high risk. It also sets out the number and proportion of the different categories of staff to be deployed in order to ensure the safety and security of spectators and, in particular, the information services and the crowd management services.

The team was informed that, because the match was classified as high risk, 861 persons had been recruited for crowd management purposes. It was obviously unable to check that information, but the whole team was concerned that there was apparently a general lack of management, follow-up and control of spectators inside the ground and fears that there was therefore no real ongoing and dynamic assessment and management of security during the event.

The team considers that the elements of the Act describing the number and distribution of the different categories of staff to be deployed in order to ensure the safety and security of mass events provide a useful basis, but one that could be improved on (see above).

On the other hand, the team was unable to observe the existence of a written stewarding plan, making it impossible to know the plans for deployment of stewards and supervisors inside the ground.

Another essential point is the question of determining stewards' legal powers. The team noted that this question is covered by the Act.

#### b. Training

UEFA has provided the Local Organising Committee with a steward training programme for EURO 2012. Stewards seem to follow a basic training programme and to receive a certificate stating that they have been duly trained. Private security firms receive a licence after undertaking a government-approved programme. It is planned that all stewards and private security officers will follow the training programme backed by UEFA, which is in the process of deployment (see below).

This training programme will be offered to all stewards in Poland during 2011, in accordance with the development plan prepared by the Polish authorities, and will be conducted by approved, specialised training suppliers and establishments.

The team was told that this training programme would include a section for the persons who will be responsible for supervising the stewards.

This programme, which is due to start in 2011, will be based on the training resource of UEFA / ESSMA (European Stadium Safety Managers Association).

The team did not receive from the Polish authorities any confirmation that this planned training for stewards would include a section devoted to security staff involved in crowd management. This question seems to have received a positive response from the Polish authorities, but the team thought it perceived a degree of reticence on the subject, particularly because the extension of this training to staff involved in crowd management seems to imply a criticism of the Polish system that distinguishes between staff responsible for informing supporters and those responsible for crowd management.

The team also notes the assurance given by the Polish authorities that specific training would be put in place for staff responsible for crowd management, including a module on appropriate crowd management techniques given by police trainers.

According to the Act, the organiser of the event is responsible for providing the number of persons needed for the management of the mass event according to the terms of the permit issued by the local authorities. In this context, it is expected that stewards will receive training based on the approved training course. The team noted that there was no record showing this to be the case.

The team recommends that:

- the stewards' training programme should begin at the earliest opportunity and should cover all stewards undertaking a safety-related function at mass events; (Rec 14)
- the stewards' qualifications should be overseen by independent bodies though the sports governing bodies may be responsible for delivering the training through accredited training centres or colleges. (Rec 15)

c. Briefing and identification

In addition to the general and systematic training of staff involved in the safety and security of spectators, the team looked at the question of briefings during events and of whether stewards, including those who are not employed by private security firms, are given full briefings and receive checklists and other memory aids for use during the event.

The team noted that the Act says nothing about this and that, according to what it was told, this practice does not exist. The team was told, however, that the stadium management organises cascade briefings for stewards given by their supervisors, but was not able to observe this.

As for the identification of stewards, the team noted that they wore clothing that allowed them to be identified and that distinguished them from information service staff and those responsible for crowd management.

In the team's view, training and briefings covering a minimum level of knowledge are imperative before stewards are deployed in grounds they do not know or when it is their first job.

d. Crowd management and control

In the team's view, the aim of training and briefings should be to make stewards very familiar with the lay-out of the areas in which the spectators are placed and the location of exits, emergency equipment, medical services and other facilities.

Their observations during the 17 November match gave the team the impression that this was not the case. It particularly noted the lack of general management in the conduct of operations, the lack of reaction in managing spectator flows arriving in the ground before the match, risks that appeared during the match, such as the obstruction of vomitories by supporters and their banners, and the use of pyrotechnic devices.

The stewards' attitude during the match is another important point. They are supposed to remain at their posts and not to allow themselves to be distracted by the game.

The team observed the stewards attentively for the first 15 minutes of the game and reached the conclusion that many of them were watching the match and therefore not concentrating on observing what was happening in the stands. Despite the presence of the supposed 861 staff members responsible for information and crowd management, the team unanimously noted the insignificance of the numbers of staff present and of their action.

<p>The team recommends that the safety and security philosophy and management model should balance the competing demands of safety, security and service; priority should be given to developing a safety culture whereby the safety stewards are primarily responsible for the safety and security of spectators. (Rec 11)</p>
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For the team, the question of management of entrances and exits is crucial. It observed, however, that during the match on 17 November 2010 no proactive action was taken to keep access ways free of all obstacles and that, throughout the periods of play, all the radial access ways of the lower third of the stadium were obstructed. This was, under the circumstances, the correct decision, based upon a

dynamic assessment of the situation. Clearing the areas or removing the banners from the fences might have caused a breakdown of public order.

It was noted that, during the game, the majority of spectators stood and, as a result, the gangways in those areas affected by the standing were all blocked. Again, there was no evidence of positive action by the stewards to keep exit route systems clear, even in those areas not affected by the steel mesh barriers. In fact, the team saw limited evidence of a stewarding or security presence in the stadium bowl.

Similarly, there seem to have been no interventions by the stewards as a result of misbehaviour. This lack of intervention is a sign of the lack of any real security management system in the ground and is probably a consequence of the lack of a full-time stadium operator.

During the discussions with the police, it appeared that this situation was usual and that there was no wish to rectify it because, the team was told, Polish spectators are resistant to any measure that might be perceived as police coercion.

The team received positive information about the use of visiting stewards and stewards in public screening locations, although it was unable to verify this.

e. Plans for 2012

The team examined the integrated safety and security strategy which the Polish authorities plan to implement for EURO 2012 and the related training programme. The Polish authorities said that they wanted to implement a strategy inspired by the graduated response philosophy in 3 steps: dialogue, de-escalation and determination.

The team received no indication of how this approach would actually be implemented.

The team recommends that it should be possible to deploy police officers at mass events to support the safety stewards; the overall safety and security management should be based upon an effective integrated approach where the level of police involvement is graded in response to a dynamic risk assessment; this should reflect the policy of THE 3 D's. (Rec 12)

f. Role of the police

Regarding the question of when, in the event of a public order problem, the police would support the stewards or take over from them in order to re-establish order, the team was assured that this transfer of responsibility between the stadium management and the police force would be the subject of a written document, but it was unable to find any evidence of such a process or even of the advance preparation of a declaration of intent in this regard.

The police are deployed outside the ground and are supposed to respond to incidents that take place inside the ground at the request of the event organiser and following consultation of a police commander situated inside the ground. He is in the control centre and is accompanied by a few officers. The intervention of the police is supposed to be the subject of an agreement between the parties present in this control centre.

The team noted with approval that there is an integrated control room within the Poznan stadium where the police and stadium management are co-located. CCTV is operated from here and the control room is also the location of the computer monitoring the turnstile operation. However, the control room does not have a full view of the stadium bowl being situated in the middle tier of the stadium. The local authorities, police and stadium management will need to take appropriate measures to ensure that all parts of the stadium can be suitably monitored.

At present, the only police officers inside the ground are those designated by the Polish authorities as "spotters".

In fact, these "spotters" are not the people one usually has in mind when referring to standard European practice. They were described to the team as "emotionally connected with the club and its supporters". This concept of "spotters" presents a real problem in the context of EURO 2012, during which Poland will be receiving a large number of European supporters coming from abroad who will neither recognise nor understand the presence of such "spotters".

The team recommends that the current deployment and role of the "spotters" should be reviewed in line with recognised European good practice. (Rec 13)

#### 2.2.6. Spectator accommodation

##### a. Stadium capacity

The match on 17 November was a friendly non-competitive international fixture and was subject to a mass events permit to be issued by the City of Poznan. The stadium has a stated capacity of 42, 250 spectators.

The pre match sales as at 10.00 hours on the morning of the match indicated an attendance in excess of 40,000.

The team was unable to ascertain whether, and if so what account the local authority took of the safety management of the stadium, including matters such as the inexperience of the safety officer, in determining the safe capacity of the event. It would appear as though the stated capacity is based upon the holding capacity of the venue (i.e. the numbers of spectators that it can physically accommodate) and this is not reviewed in response to changes of circumstance or any assessment or observation from the relevant agencies.

The team recommends that the local authority (or such other body setting the maximum safe capacity of the stadium) should take account not merely of the number of spectators that it can physically hold, having regard to its design and condition, but also to the quality of the safety management. (Rec 7)

The team noted that many tickets were sold on the occasion of the 17 November 2010 match for seats in areas from which it is impossible to see the playing area.

Trying to establish whether or not the tickets sold to supporters carried an indication of restricted view, the team noted that on 29 September 2010 the stadium had received a certificate for a security capacity of 42,950 places. Following an outbreak of trouble at a Polish league match on 31 October, the police

ordered that 2-metre-high fences be erected behind each goal. It was reported and subsequently observed that supporters hung banners from the steel mesh screens in front of them. The viewing capacity was therefore reduced, but the team observed no downward reassessment of stadium capacity as a consequence of this situation or of the migration of supporters to the rear which resulted in the rows at the back becoming overcrowded.

The impact of the steel mesh fences in front of the supporters was considerable upon the safe management of the event. Because the fences were covered in supporters' banners, the front seven rows of seats were unoccupied; had the spectators been seated it is estimated there would have been at least ten rows that could not have been used. All of the spectators from the front unoccupied rows were displaced to the rows behind them thus making these areas overcrowded and forcing spectators to fill radial and lateral gangways in these areas.

b. Condition of the stadium

During the match on 17 November the team noted that the seat numbering was confusing, as certain numbers were duplicated in most rows. They commence numbering at both ends of the row so there is duplication of seat numbers. If there are, for example, 29 seats in a row the only unique number is 15 in the centre of the row – all other numbers are duplicated. Consequently, and notwithstanding the other indications to be found on the tickets, two tickets can carry the same seat number in a row, which can be confusing for spectators who are unfamiliar with the stadium.

In addition, there are areas within the seating bowl where views are obstructed. Spectators should be made aware that these are seats with a restricted view. Examples of this are in the northeast and southwest sectors of the stadium.

The team recommends that the Polish authorities should ensure that there are clearly understood and enforceable procedures for avoiding duplication of seat numbers and for controlling whether seats with a restricted view may be sold and, if so, under what conditions. (Rec 21)

Sections of the ground that need to be kept clear such as exit routes, gangways, etc., were not identified by markings or signage, so it was more difficult for stewards to enforce the strategy of keeping exit routes clear. The absence of appropriate signage identifying exit routes impacts on the overall safety factor of this venue.

Moreover, the team observed many places where structures were unsafe. For example, there were obstacles to evacuation, including in front of emergency exits which opened onto evacuation routes. Nor was direct evacuation onto the ground possible (partly as a result of the erection of the metal fences behind the goals). The team observed that the gates were locked throughout the event. In some parts of the ground, some of the handrails and ramps restricted the view. Signposting was poor, especially with regard to indications connected with emergency exits. Other concerns were noted, such as visibility hampered by the presence of barriers or television platforms. In some parts of the terraces, seats obstructed the inward and outward flows of some of the vomitories.

The team noted there were barriers that included horizontal rails within the stadium; these are easier for persons to climb and potentially fall from. These should be retrofitted with infill panels or possibly have the horizontal rails replaced with vertical bars.

There were barriers protecting single sided radial gangways below which there were drops. The barriers did not appear to be crowd loading and may benefit from a detailed inspection and assessment of their suitability to withstand any potential implied load upon them.

Some of the passageways inside the stadium bowl and on entrance/exit routes are of such a width that they should be divided by handrails to provide support to spectators. Again this could have an impact on overall safety, particularly in an emergency.

To the rear of the seated areas, there were sliding gates to secure the premises. These were not fully opened and as such crowd dynamics may have been compromised. The gates upon visual inspection did not appear to be designed to be crowd loaded. These gates should be secured in the fully retracted position when the areas are used for spectators. This should have been picked up in any pre-match inspection by the safety officer or section supervisors. As indicated above, there is no evidence of any pre-match inspection procedures.

The under stair areas to the external staircases need to be in-filled with suitable material to prevent a build up of refuse or flammable materials in the area, to aid security but also to enable observation of the area, open fencing is suitable.

The team noted poor lighting outside the ground, as well as the poor quality of signposting. The paving of the pedestrian area around the stadium was of questionable quality and some members of the team saw spectators stumble. The team also considered the rubbish collection system highly unsatisfactory, resulting as it did in an accumulation of rubbish in passageways.

There was litter at the entrances (mainly plastic bottles) as there were no dustbins where it could be thrown, neither outside the stadium, nor inside it. This could make the spectators' transit more difficult or, maybe in some cases, cause some accidents. There are no dustbins or containers for forbidden symbols or items. These two aspects could be easily resolved if dustbins or containers, possibly clear plastic sacks on frames, were installed.

During the event, there were many periods during which the spectators/participants took part in orchestrated chanting and bouncing. It is important that, if this type of behaviour is to be permitted, the structure of the stadium is subjected to a dynamic assessment by a competent engineer to determine if it is at risk from failure as a result of the dynamic action of the crowd.

The team recommends that:

- the Polish authorities should review the strategy for crowd management at this stadium (and other stadia where appropriate) in particular regarding identifying gangways and exit routes and keeping them clear; (Rec 19)
- the Polish authorities at national or local level as appropriate should review the structural elements of the stadium, in particular the barriers and dynamic loading, against the best national and international guidance. (Rec 20)

c. Control of ingress and egress

The Poznan stadium is served by extensive external concourses to aid effective circulation of supporters. During discussions, it was reported that the police staff the external environment and the event organisers are responsible inside the turnstiles. This is one of the reasons why the searching of spectators takes place inside the ground.



The legislation to enable the event organiser's staff to search outside the gates may need to be reviewed. It was reported the stewards may only search inside the stadium. It may be possible for stewards to undertake safety management duties and functions on land within the control of the venue or event organiser to include car parks and external concourses. It would also be sensible to examine whether the stewards could be encouraged to be more proactive on the external concourse to aid the ingress of spectators.

The team considered that the queue management outside the turnstiles could have been improved. The queues were coming off the turnstiles across the concourse thus impeding the cross flow of other participants. If the queues had been turned to be parallel to the fence line and managed effectively, the flow rates would have been increased and eased the flow of spectators around the stadium.

The searching was effective in the areas of the stadium observed by the team in so far as restricted items were removed and persons who were inebriated were refused entry. Despite these successes, at the other end of the ground, not observed by the author, a number of banned pyrotechnics were used during the pre-event period, suggesting a lack of consistency in the searching processes. Indeed, the team observed that personal searches were carried out in a different way depending on the individual steward: some of them searched only the top of the person whereas others searched also the legs. It would be desirable to develop and enforce clear instructions to the stewards on how to perform searches.

The team witnessed that at one gate about eight to ten supporters jumped the fences at the edge of the stadium wall in order to avoid the turnstiles as the match was about to start. Some of them managed to pass through and enter the stands. As the team alerted the stewards, these were able to stop the others from doing the same. However, the stewards asked one or two supporters to go back in the same way they had entered the stadium so that they once again jumped the fence at the edge of the stadium wall, which could be much more dangerous than letting them go to the stands after having searched them.

During the pre-match discussions, it was indicated by the police and stadium management that there would be checks on the identification of ticket holders entering the stadium. If this occurred at all, it was only in a minority of cases.

The team recommends that the stadium management and the police should identify, record and enforce clear agreed procedures for controlling the entry of spectators, including queue management, searching and the management of litter. (Rec 18)

There is information and directional signage on the external concourse. However, the signage is at low level and uses small fonts. If the signage was higher and used larger font sizes the reading distances would be improved and greatly assist the dynamics of the crowd. In this context, the team did not observe any signs or symbols that informed spectators about the prohibition of flares or other objects.

Moreover, the stadium's rules are written exclusively in Polish. When an international match is to be held and spectators from abroad are expected, signs should be prepared with the stadium's rules written in English.

The team recommends that the stadium management should review the positioning, size and content of the signage; signs in English should be available for international matches. (Rec 22)

The lack of queue management and communication with the queuing participants lead to instances where persons who were unfamiliar with the access control system caused delays and slowed down the ingress rates.

The team noted with approval the system of supporters' cards and access control. This is a very effective tool and will be of significant benefit to the safe operation of mass events.

All of the final exit gates were locked, although those that were staffed had keys to operate the locks and the one key opened the other locked gates. The team considers that locked exit gates constitute a fundamental flaw in the safe operation of the stadium. Any delay in opening doors in an emergency could at best impact upon evacuation flows and timings. At worst it could result in a disaster. The team urges that this system should be reviewed as a matter of urgency to ensure that every exit gate is capable of being opened instantly without having to use a key.

The team recommends that the Polish authorities should urgently review the locking of exit gates to ensure that every gate may be opened instantly in an emergency without having to use a key. (Rec 8)

The general egress of the spectators was controlled and without significant incident. However vehicle movements were permitted whilst there were large numbers of spectators on site leaving the venue.

Vehicle movements should be restricted until the majority of spectators had left site and an on-site traffic management plan should be developed to lock down access to car parks from a time pre match, nominally 60 minutes, until a period after the game, nominally 30 minutes.

The team recommends that:

As part of its general operational plan, the stadium management should prepare a traffic management plan to ensure the suitable separation of vehicles and pedestrians on foot before and after the match. (Rec 23)

The stadium management may wish to consider reviewing the security arrangements, with regard to the parking of vehicles, keeping unoccupied areas clear and other relevant matters, with the police and other appropriate bodies. (Rec 24)

### 3. Summary of recommendations

The following recommendations are made in response to the information provided to the team via formal presentations, question and answer sessions, informal discussion and observation at the match on 17 November 2010. They are intended not to criticise but to assist the Polish authorities develop a safety management culture within Poland to ensure a safe and successful EURO 2012 and safe mass events.

In this context, the team noted with approval the significant efforts made by the Polish authorities to upgrade the law on mass events. It regards this as a major improvement. It is convinced that the suggestions that follow should not be seen as criticism, but as a contribution that, if exploited by the Polish authorities, could, through a few further efforts – some of them considerable, it is true, but most of them marginal – bring the Act into line with European best practices on the subject.

On a further general point, the Polish authorities may wish to pay particular regard to the Standing Committee's Recommendation (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 31 January 2008), which gives guidelines on the definition of responsibilities and their distribution between the organisers of a sports event and the public authorities of the host country.

#### Legal issues

The team recommends that the Polish authorities:

- 1) consider amending the Act in order to introduce a risk assessment system covering all types of danger (hazards) that constitute a potential risk to the safety and security of spectators, as well as their dynamic assessment, on the basis of a multidisciplinary security agency mechanism involving all the representatives concerned at the local level; **high priority**.
- 2) consider amending the Act in order to reintroduce a police presence inside grounds. It is further recommended the roles and responsibilities of the police and sports ground management be recorded in a Memorandum of Understanding that reinforces an integrated approach to crowd safety management. The Memorandum of Understanding should be reviewed annually and prior to an event at which there is a higher level of risk associated with it. The team considers that this reintroduction of police presence inside grounds is imperative for EURO 2012 and that it should be planned and completed as soon as possible so that any teething troubles can be overcome before the start of EURO 2012; **high priority**
- 3) guidance on the legislation and implementation of the legislation should be available to the permit-issuing authorities. **high priority**

#### Procedures

The team recommends that:

- 4) the Polish authorities should consider establishing a local multi agency safety group to ensure co-ordination between the local authorities, police, stadium management and other relevant parties for each venue, constituted according to local need, with clear powers and written terms of reference; **high priority**

- 5) all arrangements likely to affect the safety or security of spectators at the stadium should be discussed in advance within this group; there should be no alteration to the venue without the prior written agreement of the permit-issuing authority; **high priority**
- 6) the police (or whichever body is responsible) should discuss their risk assessment with the local authorities, the stadium management and other relevant parties and take account of their views before coming to a final conclusion; procedures should be in place to review the risk assessment in the light of any changes of circumstances before or on the day of the event; the process should furthermore have scope for additional categories of risk so as to allow greater variety in the safety management plans;
- 7) the local authority (or such other body setting the maximum safe capacity of the stadium) should take account not merely of the number of spectators that it can physically hold, having regard to its design and condition, but also to the quality of the safety management; **high priority**
- 8) the Polish authorities should urgently review the locking of the exit gates to ensure that every gate may be opened instantly in an emergency without having to use a key; **high priority**
- 9) the Polish authorities should consider how best to integrate formal match-day inspections of the stadium into the approach to safety management mentioned above; these inspections should be undertaken both by (or on behalf of) the event organiser – and submitted to the permit-issuing authority – and by that authority to ensure that the organiser is complying with the conditions of the permit;
- 10) the local authority and / or other appropriate authorities should ensure that all the necessary contingency and safety plans for the stadium are in place, that the stadium management is familiar with these and that they have been tested, validated and reviewed on a regular basis; furthermore there should be an audit of all the contingency plans and safety policies for each venue to ascertain what written documentation is actually in place;
- 11) the safety and security philosophy and management model should balance the competing demands of safety, security and service; priority should be given to developing a safety culture whereby the safety stewards are primarily responsible for the safety and security of spectators;
- 12) it should be possible to deploy police officers at mass events to support the safety stewards; the overall safety and security management model should be based upon an effective integrated approach where the level of police involvement is graded in response to a dynamic risk assessment; this should reflect the policy of THE 3 D's;
- 13) the current deployment and role of the "spotters" should be reviewed in line with recognised European good practice.

#### Operational issues

The team recommends that:

- 14) the stewards' training programme should begin at the earliest opportunity and should cover all stewards undertaking a safety-related function at mass events; **high priority**

- 15) the stewards' qualification should be overseen by independent bodies, though the sports governing bodies may be responsible for delivering the training through accredited training centres or colleges; **high priority**
- 16) no mass event should be held where the designated safety officer has no operational experience of the venue concerned; all safety officers should be trained to a level reflecting recognised best practice in Europe;
- 17) the Polish authorities should clarify their policy on fences and barriers and should ensure that this is accepted and implemented by all parties; **high priority**
- 18) the stadium management and the police should identify, record and enforce clear agreed procedures for controlling the entry of spectators, including queue management, searching and the management of litter.

Issues specific to the Poznan stadium (though potentially of more general application)

The team recommends that:

- 19) the Polish authorities should review the strategy for crowd management at this stadium (and other stadia where appropriate) in particular regarding identifying gangways and exit routes and keeping them clear; **high priority**
- 20) the Polish authorities at national or local level as appropriate should review the structural elements of the stadium, in particular the barriers and dynamic loading, against the best national and international guidance;
- 21) the Polish authorities should ensure that there are clearly understood and enforceable procedures for avoiding duplication of seat numbers and for controlling whether seats with a restricted view may be sold and, if so, under what conditions;
- 22) the stadium management should review the positioning, size and content of the signage; signs in English should be available for international matches;
- 23) as part of its general operational plan, the stadium management should prepare a traffic management plan to ensure the suitable separation of vehicles and spectators on foot before and after the match;
- 24) the stadium management may wish to consider reviewing the security arrangements, with regard to the parking of vehicles, keeping unoccupied areas clear and other relevant matters, with the police and other appropriate bodies.

## C. COMMENTS FROM POLAND

Poland, with a view to using European experience to improve safety and security policy and practice at football matches, acknowledging, in particular, the importance of the work of stewards towards the security of events, requested the Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at football matches to hold a consultative visit with a focus on the process of implementation of the Convention, with special emphasis on the work of the services ensured by mass event (football match) organisers.

Poland would like to sincerely thank the Standing Committee of the Council of Europe for the presented evaluation and recommendations aimed at improving the safety and security of sporting events. The recommendations are particularly relevant in the context of the 2012 UEFA European Football Championship co-organised by Poland.

The award to Poland of the organisation of EURO 2012 has been an incentive towards a change of the legislation and procedures relating to safety and security at football matches, including the introduction, in 2009, of a new Act on mass events security.

The Act specifies the tasks of all stakeholders in ensuring the safety and security of mass events. It applies both to the organisers, directly responsible for the safety and security of the events, and to the permit issuing authorities and entities engaged in the provision of event security, including, in particular, the Police.

The Act introduced, inter alia, new solutions which had not existed before in the Polish legislative system:

- the obligation to identify football match spectators,
- the obligation, for professional league stadiums, to have an electronic supporter-identification system in place. The tool makes it possible to refuse selling tickets to persons posing potential risk to the event security, including persons with imposed stadium bans, and enables identification of persons at the stages of ticket selling, entry to the stadium and stay within the stadium's individual sectors,
- football match organisers are going to be equipped with an additional tool that will help them keep "stadium hooligans" out of the stadiums. A club ban may be imposed by football match organisers on persons who have violated stadium regulations or mass event regulations; the organisers may refuse ticket selling to such persons.

The Act also assumes extended legal protection of mass event organiser's services and, what is of particular importance in the context of EURO 2012, defines the roles and responsibilities of the organiser's stewarding services.

It should be noted that currently the Polish Football Association is implementing a modern system of training for stewards, developed with the participation of UEFA.

The consultative team had an opportunity to find out only about the assumptions of the programme. At present, the programme is implemented throughout the country, also at the Poznań stadium evaluated during the consultative visit of the Standing Committee.

Poland, understanding the need for further improvement of the regulations on the safety and security of mass events, declares its readiness to undertake work towards bringing the procedures implemented

by Polish services and institutions in relation to safety and security of mass events and, in particular, football matches, into line with European best practice.

Measures will also be taken with the aim to prepare and implement a best practice manual and guidelines for entities involved in the process of issuing permits to hold mass events and entities involved in their security provision.

Aware of the importance of experience in ensuring harmonised European standards, Poland is going to request the Standing Committee and other countries for assistance in the verification of its adopted solutions, also within the framework of inter-state expert groups.

Within the Sports Events Security Council, established as a central-level body coordinating activities relating to safety and security of sports events, an extensive information campaign addressed to mass events organisers is going to be carried out. Also, a manual (guidebook) is going to be developed, containing detailed guidelines on model solutions and mechanisms as well as good practices. The guidebook and its contents are going to fulfil some of the recommendations of the consultative team.

Poland declares that it will present in detail its activities aiming to implement the recommendations indicated by the Standing Committee.

## APPENDIX I

### **Final Agenda of the Consultative visit to Poland on the implementation of the European Convention on Spectator Violence**

“Stewarding in the context of sports events security”

16 - 17 November 2010

#### **Monday 15 November 2010**

- 15.00 Preliminary meeting of the CoE team
- 18.00 Informal dinner with Mr Derewicz, Mr Cezary Grzanka and Mr Henryk Janus

#### **Tuesday, 16 November 2010**

9.00 - 13.00 Meeting with the participation of the Ministry of Sport and Tourism, Ministry of Interior and Administration, the Police, Polish Football Association, Ekstraklasa SA (Polish Professional Football League), the Polish Olympic Committee, PL.2012 LLC, representatives of supporters

Agenda to include:

9.00 – 9.45

- Speech of Mr. Tomasz Półgrabski - Undersecretary of State in the Ministry of Sport and Tourism
- Speech of Mr. Adam Rapacki - Undersecretary of State in the Ministry of Interior and Administration
- Mr. Paulo Gomes - Chair of the Standing Committee and leader of the consultative team

9.45 – 10.15 Presentation of representatives of the Polish Football Association:

- *Stewarding*

10.15 - 10.45 Coffee break

10.45 - 11.15 Presentation of the Ministry of Sport and Tourism representative:

- *The actions taken by the Ministry of Sport and Tourism*

11.15 - 11.45 Presentation of the representative of Ministry of Interior and Administration:

- *Act of 20th March 2009 on safety and security of mass events*
- *The executive document to the Act, with particular emphasis on the regulation on the requirements to be met by the security manager, public order services and information services*
- *The Council for the Safety of Sports Events*

11.45 - 12.15 Presentation of the Police representative:



- *State of mass events security, with particular emphasis on sports events*
- *The actions taken by the Police (Spotters)*

12.15 - 12.45 Presentation of the representatives of supporters (Ultras)

13.00 - 14.00 Lunch

14.00 - 16.20 Joint working session

18.00 Transfer of the Consultative team from Warsaw to Poznan (departure to the train station)

### **Wednesday, 17 November 2010**

10.00 Participation in the pre-match briefing

12.00 Meeting with representatives of the Group:

- Organiser of the game (Polish Football Association)
- Safety and security manager
- A representative of the Municipality of the City of Poznan

14.00 Lunch

15.30 City tour

19.00 Observation of organiser's services (crowd control services and information services)

20.30 Football match between Poland and Ivory Coast - the observation of organiser's services.

### **Thursday, 18 November 2010**

Departure from Poznan or from Warsaw

**Tuesday, 16 November 2010**

**9.00 - 13.00 Meeting** with the participation of the Ministry of Sport and Tourism, Ministry of Interior and Administration, the Police, the Polish Football Association, Ekstraklasa SA (Polish Professional Football League), the Polish Olympic Committee, PL.2012 LLC, Euro 2012 Polska ltd., representatives of supporters

Participants:

1. Tomasz Półgrabski  
*Undersecretary of State in the Ministry of Sport and Tourism*  
Presentation: *Activities of the Ministry of Sport and Tourism*
2. Adam Rapacki  
*Undersecretary of State in the Ministry of Interior and Administration*  
Presentation: *SECURITY OF MASS - CROWD SPORTS EVENTS*
3. Dariusz Derewicz  
Advisor to the Minister of Interior and Administration  
Euro 2012 and Safety of Mass Events Division  
Presentation: *Security of Mass – Crowd Sports Events*
4. Andrzej Bińkowski - Chairman of the Safety and Security at the Football Venues Department,  
Polish Football Association  
Presentation: *Stadium Security*
5. Marek Doliński  
*Safety and Security Department, EURO 2012 Polska ltd.*  
Polish Football Association  
Presentation: *Stewarding – Top Quality Event Hosting*
6. Waldemar Jarczewski  
Super-inspector  
Deputy Commander in Chief of the Polish Police  
Presentation: *Spotters (presentation was sent for translation)*
7. Marcin Kawka  
Poland's National Federation of Supporters Associations  
Presentation: *Ultras Movement in Poland*
8. Krzysztof Lis  
Inspector  
National Police Headquarters  
Director of the General Police Staff
9. Cezary Grzanka  
Director of the Department of Professional Development
10. Stefan Dziewulski  
Sports Events Safety and Security Officer

PL.2012 Company

11. Marcin Stefański  
Head of Competition Department  
Ekstraklasa SA, Polish Professional Football League
12. Jacek Smalcerz  
Poland's National Federation of Supporters Associations
13. Magdalena Smalcerz  
*Federation of Legia Warsaw Supporters*
14. Mieczysław Bigoszewski - Department of Professional Development, *Ministry of Sport and Tourism*
15. Henryk Janus - Department of Professional Development, *Ministry of Sport and Tourism*
16. Ryszard Walaszczyk - Department of Professional Development, *Ministry of Sport and Tourism*

## **APPENDIX II**

### Council of Europe Consultative team

#### Members of the team

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

Ana Criado-Contreras, Spain, T-RV delegate

Elisa Cozza, Italy, T-RV delegate

Martin Girvan, Football Licensing Authority, the United Kingdom

Kenny Scott, UEFA, consultant

Pierre Masson, Council of Europe Sport Conventions Division

**APPENDIX III****List of recommendations adopted by the Standing Committee which could be of particular interest for the Polish authorities for the preparation of EURO 2012**

- **Rec(2008)2 on the use of visiting stewards**, which recommends to governments that they encourage clubs, stadium owners and/or other appropriate bodies in football and other sports to use a system of visiting stewards at sporting events, based upon the principles developed in 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 31<sup>st</sup> 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(1999/2) on the removal of fences in stadiums**, which recommends to proceed to the removal of fences in sports grounds. The removal of fences, which is primarily the responsibility of stadia owners and/or organisers of matches, could be carried out on a voluntary basis and gradually.
- **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.
- **Draft handbook of the Standing Committee on safety officer, supervisor and safety steward training**  
(document currently in consultation in the Member States and draft recommendation underway)

For any further information, look at the Council of Europe website: [www.coe.int/sport](http://www.coe.int/sport)