

STANDING COMMITTEE (T-RV)

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



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

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

5-8 June 2011

Report by:

Ukraine
The Advisory Team

FINAL

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A - NATIONAL REPORT BY UKRAINE¹

1. The sport management system at the governmental level

The sport management has carried out both at the governmental and non-governmental organizations. By describing the vertical management structure the following elements of it are to be underlined.

The Parliamentary Committee for Family, Youth, Sports and Tourism operates in the Supreme Council of Ukraine (National Parliament).

There is a Sector on physical culture and sport in the Cabinet of Ministers of Ukraine. Ministry of Ukraine for Family, Youth and Sports (till 2011) was the central executive authority in the field of physical culture and sport. It was established in 2005 by the merger of the State Committee on Physical Culture and Sport and the Ministry on Family, Children and Youth.

The Ministry was responsible for planning and realization of public policy in the field of physical culture and sports, creation the conditions for realization of citizen rights on physical culture and sport, assistance to Olympic and Paralympics movements, ensuring international cooperation.

The Ministry provided coordination of work between other executive bodies of Ukraine and cooperated with public sports organizations.

The Ministry of Education and Science, Youth and Sports of Ukraine and the State Service for Youth and Sports in its structure were established at the beginning of 2011 in the result of reorganization of the executive bodies system of Ukraine.

There are Regional Departments on Youth and Sport of Regional State Administrations of Ukraine at the regional level and district departments – accordingly at the district level.

The All-Ukrainian Center of physical health of population “Sport For All” is the organization which was established in 2003 for the realization of physical improvement and sports activity of population at the place of their residence and in the recreational places. The Republican (Autonomous Republic of Crimea), regional, Kiev, Sevastopol and district centers “Sport for all” belong to the system of centers.

The Ukrainian center “Invasport” established in 1993 actively works with aim to adapt disabled persons in society, create the conditions for rehabilitation and sports work with disabled and handicapped persons.

¹ Prepared by the Ministry for Family, Youth and Sports of Ukraine for the consultation visit of the T-RV Standing Committee of the Council of Europe.

2. The sport management system at the level of NGO

The system of non-governmental sports organizations is developed in Ukraine. The voluntary sports associations carry out the work among the separate categories of population. For example, sports associations “Ukraine” and “Spartak” operate in the manufacturing and social fields; “Kolos” – among a rural population; “Dynamo” and "Sports Army Club" - among the different military associations; the Committee on physical education and sport of the Ministry of education and science of Ukraine – among pupils and students.

The Ministry of Ukraine for Family, Youth and Sports actively cooperates with above mentioned organizations and also with 165 Olympic and Non-Olympic Sports Federations. The National Olympic Committee (NOC) unites 54 Olympic sports federations on the principles of independence and good will and operates in accordance with the Olympic Charter, Constitution of Ukraine, current legislation of Ukraine and Statute of NOC. NOC also has 24 regional offices in all regions of Ukraine and separate offices in Autonomous Republic Crimea, Kyiv and Sevastopol.

The National Anti-Doping Center of Ukraine (NADC) was established in 2002 with the aim of prevention of using and distribution of doping in sport (the Resolution of Cabinet of Ministers of Ukraine dated 25.07.2002). NADC is guided in its activity by the Anti-Doping Convention of Council of Europe, the Laws of Ukraine "On Anti-Doping Control in Sport" dated 05.04.2001, "On ratification of the UNESCO International Convention against Doping in Sport" dated 03.08.2006, the World Anti-Doping Code and the International Standards of the World Anti-Doping Agency (WADA).

Ukraine is the member of the Eastern Europe Regional Anti-Doping Organization, which was established in March 2007 with headquarters in Minsk (Byelorussia). This organization was established by the National Olympic Committees and government's representatives of Azerbaijan, Albania, Armenia, Byelorussia, Bosnia and Herzegovina, Georgia, Macedonia, Moldova, Montenegro, Serbia, Russia and Ukraine with support of WADA.

In accordance with the Anti-Doping Code NADC has authority to plan, realize and co-ordinate the doping control on the territory of Ukraine. For these aims NADC has the service of officers on doping control (ODC) composed of 4 persons. All ODCs were trained appropriate and have international accreditation, which enables them to collect samples on doping during national and international events, which are held in Ukraine.

The Laboratory of Anti-Doping Control started to work in 2002. It tests samples for internal necessities of different National Sports Federations. The number of these samples increases constantly. For example, 1354 samples were tested in 2001 and 2501 samples in 2010.

3. The legislation in the field of physical culture and sports

The legislation of Ukraine in the field of physical culture and sports is based on the Constitution of Ukraine, Laws of Ukraine "On unions of citizens" dated 16.06.1992, "On physical culture and sport" dated 24.12.1993, "On support of Olympic and Paralympic movements and high level sport in Ukraine" dated 14.09.2000, "On ratification of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in Particular Football Matches" dated 15.11.2001.

For the purpose of practical realization of provisions of current legislation in the field of physical culture and sport the following legal acts were adopted in the last few years:

- the Decrees of President of Ukraine "On additional measures on state support of development of physical culture and sport in Ukraine" dated 08.11.2002, "On the National doctrine of development of physical culture and sport" dated 28.09.2004, "On the preparation and participation of athletes of Ukraine in the Olympic, Paralympic and Deaflympic Games, World Students Games, World and Europe Championships" dated 19.07.2005, "On the national actions plan on realization of state policy in the field of physical culture and sport" dated 02.08 2006, "On the priorities of development of physical culture and sport in Ukraine" dated 21.07.2008;
- the Resolutions of the Cabinet of Ministers of Ukraine "On the establishment of the National Anti-Doping Center" dated 25.07.2002, "On the establishment of the Centers of physical health of population "Sport For All" dated 18.01.2003, "On the adoption of the State Program on improvement of preparation system of athletes to the Olympic and Paralympic Games" dated 26.09.2002.
- the Law of Ukraine "On amendments to the Law of Ukraine "On physical culture and sport" was adopted on the 17 of November, 2009. This Law came into force on the 1st of January, 2011.

The European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches adopted on 19 August 1985 was signed by Ukraine on the 20 of December, 1999 and ratified by the Law of Ukraine of 15.11.2001 № 2791-III.

In accordance with Convention "The procedure of guarantying public order and safety during the football matches approved by the Decision of Cabinet of Ministers of Ukraine dated 29.06.2004 № 823" was developed. The act regulates requirements to guaranteeing safety, cooperation of organizers of football matches with internal affairs bodies, local executive authorities and local self-governmental authorities, actions on security of public order and guaranteeing safety at stadium on the eve, in day and after the holding of football matches, which are organized in Ukraine under the aegis of FIFA, UEFA, the Football Federation of Ukraine and its collective members.

In the process of preparation of this act the Recommendations of the Standing Committee of Convention made in the period of 1989-2004, particularly T-RV Recommendation 2/89, Council of Europe Integration project "Answer violence in daily life of democratic society", the Recommendation on role of social and educational measures in the prevention of violence in sport (Rec. (T-RV. 2003)1 etc. were taken into account.

At the moment of preparation of this report the draft Law of Ukraine "On guaranteeing safety and public order during mass sports events and physical culture and healthimproving measures", which directly touches the preparation to EURO-2012 (registration № 7137 of 17.09.2010) is submitted for the consideration of the Verkhovna Rada of Ukraine (Supreme Council of Ukraine).

In the process of preparation of this draft Law the Recommendations of Standing Committee of Convention (T-RV) dated 31 January 2008 were taken into account about the control list of events which shall be conducted by the organizers of professional sports events and public authorities during holding sports events.

The draft Law contains many definitions, such as "volunteer" and "steward", organization of steward's work, defines their responsibilities and main directions of international cooperation in the field of guaranteeing safety, public order and the measures on restriction of entering to sports arenas for some spectators.

The draft Law of Ukraine "On volunteering movement" (accepted as a base by the decision of the Verkhovna Rada of Ukraine dated 13.04.2010 № 2118-VI) is under consideration of the Verkhovna Rada of Ukraine now.

4. The preparation to UEFA EURO 2012 in Ukraine

According to the Decision of the Cabinet of Ministers of Ukraine dated 07.04.2010 the National Agency on preparation and hosting the final part of the European Football Championship 2012 in Ukraine and realization of infrastructure projects (Ukreuroinfraproject) was established. This Agency is the authorized central executive body on issue of preparation and realization of infrastructure projects in Ukraine for realization of tasks on preparation and holding of the Final Part of the European Football Championship 2012 in Ukraine and other sports events.

The parliamentary Hearings "On organization and hosting the Final Part of the European Football Championship 2012 in Ukraine" were held in the Verhovna Rada of Ukraine on 11. March, 2009. During the hearings the realization of the State program on preparation of the UEFA EURO-2012 (approved by government and consisted of 21 tasks) was discussed. According to the UEFA requirements the fulfillment of those tasks would guarantee the holding of the UEFA EURO-2012 on the highest level.

In accordance with the to the task № 20 of the program "Providing the training and retraining of stewards, volunteers, service, medical and law enforcement staff" 27 000 volunteers and approximately 10 000 stewards are needed.

The main attention of the Parliamentarians was focused on the several draft laws which adoption would assist in the hosting of this major sport event in Ukraine (particularly laws on the tax issues; investment activities; bases of the development of the public private partnership; licensing of the certain types of economic activity; protection of property and individuals; disposal of private plots of lands for public needs and from reasons of public necessity etc).

For the realization of these issues the following laws were adopted:

- Law of Ukraine "On the amendments to the Article 5 of Law of Ukraine "On the value-added tax". This Law foresees a release from the tax the operation on sale of tickets to the matches of the Football Championship EURO-2012 and other services included to the list determined by the Cabinet of Ministers of Ukraine, which are provided by UEFA during the preparation and hosting the Championship;

- Law of Ukraine "On amendments to some legislative acts of Ukraine in relation to the custom registration of goods intended for the preparation and hosting the Final Part of the Football Championship EURO-2012".
- This Law foresees the establishment of temporal rules of import on the custom territory of Ukraine and export from its territory of the following goods:
 - goods intended for the preparation and hosting of the Championship which belong to UEFA, participants of the Championship and authorized persons;
 - personal things and transport of the participants of the Championship and authorized persons;
 - other goods (sports inventory, medical equipment, foods and etc.).

The 14 Decrees of President of Ukraine were promulgated for the period from 2007 till the beginning of 2011, which concern the different problems of preparation and conducting of EURO-2012 in Ukraine. They, in particular, deal with such questions as:

- deepening of the collaboration with UEFA, the Polish Football Association;
- establishment of the Coordination Council on preparation and hosting the final part of UEFA EURO-2012 in Ukraine;
- establishment of the inter-institutional Coordination Headquarters on Security and Safety;
- establishment of the Headquarters for international cooperation and coordination of safety measures on preparation and hosting of EURO-2012;
- events on activation of euro-integration border cooperation;
- prevention and elimination of threats to national safety related to the problems of airports development;
- taking the antiterrorist measures during the preparation and hosting of EURO-2012;
- amendments to some laws of Ukraine in relation to preparation and hosting EURO-2012 in Ukraine etc.

For the same period more than 70 Resolutions were adopted by the Cabinet of Ministers of Ukraine concerning the resolving of very important problems of preparation to EURO-2012 in particular on:

- state guarantees of preparation and hosting EURO-2012 in Ukraine;
- approval of the order of the budgetary recourses use which were spent on the preparation to EURO-2012;
- approval of the order of involvement of the investors to the building and/or reconstruction of sports objects and other infrastructure;
- organization of PR work on EURO-2012 in Ukraine;
- adoption of the State Target Program of preparation and hosting of EURO-2012 in Ukraine;
- events on improvement of the management system of preparation and hosting of the Final Part of UEFA EURO-2012 in Ukraine;
- transfer of the real estate in connection with preparation to EURO-2012;
- repurchase of the private property objects and plots of land because of reason of public necessity;
- border control in the period of preparation and hosting of EURO-2012 in Ukraine;
- some issues of building and arrangement of hospitality areas for preparation and hosting of the Final Part of EURO-2012 in Ukraine;
- issues related to the development of infrastructure, highways, airports and other issues.

5. The National safety and security concept during EURO 2012

The hosting of major sport events, which are visited by the big number of spectators from the whole world, is connected with the wide spectrum of risks in any country. The police, security, boundary, emergency, health protection and other stuff will be on duty 24 hours a day during EURO-2012.

The National safety and security concept was adopted by the Decision of the Cabinet of Ministers of Ukraine. The UEFA requirements on safety and security, the experience of hosting of EURO-2000 (in Belgium and Netherlands), EURO-2004 (in Portugal), EURO-2008 (in Austria and Switzerland) and World Football Cup 2006 (in Germany) were used in the process of its preparation. The Concept foresees the possibility of cooperation with the foreign law enforcement agencies and international law enforcement organizations and also the use capabilities of the NFIP. The main attention was paid to the practical implementation of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches and the Recommendations of the T-RV Standing Committee at the national level. The experience of partner organizations and sports institutions of different countries which rendered practical assistance in hosting major sports events plays also an important role.

The safety and security during EURO-2012 are based on such principles:

- safety and security are the most important;
- approximation of national legislation to European standards;
- use of the international experience and experience gained by Ukraine during holding major sports and cultural entertainment events;
- providing of a friendly and festive atmosphere based on respect and high quality service;
- full staffing by both paid and voluntarily assistants.

The following parties guarantee the safety and security during the Championship:

- Ministry of Internal Affairs;
- Ministry on Emergency Situations and Protection of Population from the Consequences of the Chernobyl Catastrophe;
- Ministry of Health Protection;
- Security Service of Ukraine;
- Administration of State Border Service;
- Ministry of Transport and Communications;
- State Security Department;
- Local executive power and local self-government bodies;
- Football Federation of Ukraine;
- Owners (renters) of stadiums;
- Non-governmental security structures;
- Stewards;
- Inspectors;
- Volunteers;
- Ukreuroinforproject
- Local Organization Committee "EURO-2012 Ukraine"

The Ministry of Internal Affairs of Ukraine has introduced the list of persons who committed the offences during the sports events. The appropriate information files are being actively filled now.

The Organization Committee "Ukraine-2012" worked out the Passport of safety of the EURO-2012 objects in 2010. It consists of about 200 points. The observance of these points is obligatory at the objects of the European Championship. These standards deal with a quality of the technical side of safety facilities in the object, work of personnel and coordination among security services and law enforcement authorities. A Complex inter-institutional safety plan of the EURO-2012 objects should be developed during the second and third quarters of 2011. It will define the mechanism of work of the Ukrainian side on guaranteeing safety for teams and UEFA family during EURO-2012.

Besides the abovementioned the safety and security bodies will fulfill the following requirements.

5.1. Low visibility of police on stadiums

This requirement is one of the elements of All-European strategy, which has to reduce considerably the level of danger, caused by the location of uniformed police in the eyeshot of fans. Therefore the clear coordination of activities between stewards and police is being developed. According to this coordination the subdivisions of police will be located outside of the stadium in order to have the possibility to react on emergency situations and at the same time to be out of the area of fan attention.

5.2. Involving of foreign police forces

In the framework of EURO-2012 Ukraine plans to hold all events with its own safety forces. But it is impossible to manage without assistance of foreign forces in some cases. Therefore the following functions and tasks, which can be carried out without authorize powers and under the management of Ukrainian services, are foreseen for police forces from participating, transit, and neighbouring countries:

- communication officers;
- spotters/police officers in uniform.

5.3. Attention to the work of stewards

In order to carry out tasks in the field of providing safety the organizers of event involve private safety forces. It means the involvement of a personnel (stewards, volunteers), which is located inside stadium, and personnel of private security companies, which is located on the territory adjacent to sports facility.

In this connection the issues of suitability of structures of stewards and volunteers and empowering them to check spectators and to restrict the movement of spectators and their means of transport are on the finale stage of its resolving on the legislative level. The organizers of tournament, stadium owners, football clubs are responsible for this issue. The internal affairs units will check the persons as future stewards for their being previously convicted in the case of organizers addressing.

The minimum correlation "steward-spectator" in 1:100 will be kept in the process of recruitment. (See table 1)

Table 1.

Stadium	Capacity	ORDINARY MATCH (NUMBER OF SPECTATORS : 300X10 +1 ON EACH 100 PERSONS)			MATCH WITH INCREASED RISK (200X15 +2 ON EACH 100 PERSONS)		
		Stewards-guards	Stewards from information service	Total	Stewards-guards	Stewards from information service	Total
Kyiv	69 004	598	2392	2990	3278	3278	6555
Donetsk	51 127	443	1772	2215	2428	2428	4856
Kharkiv	41 882	363	1452	1815	1989	1989	3978
Lviv	33 400	289	1158	1447	1587	1587	3173
Total	195 413	1693	6774	8467	9281	9281	18562

Private security services (stewards and volunteers) will carry out the tasks in the field of safety on stadiums (including the area of internal safety circle of stadium) in the places of accommodation of, trainings bases and sites. An organizer of the event –Football Federation of Ukraine – is responsible for this issue. Additionally the employees of private security services will be engaged in order to guarantee law and order in the places of mass review of matches, fan zones.

The arrangement of the official fan zone in Kiev and 1.5-kilometre urban hospitality zone around the National Sports Complex "Olimpiyskiy" is completed. The territory of NSC "Olimpiyskiy" is approximately 45 000 square meters. All necessary conditions for the rest and recreation of spectators were created on this territory.

There are following main UEFA requirements to the Kiev official fan zone:

- capacity is up to 90 000 spectators on the period of holding football matches;
- clear organization of safety measures;
- agreed plan of evacuation and functioning of social infrastructure.

5.4. *The work with fans and programs of visitors patronage*

The experience in hosting of EURO-2004 in Portugal, EURO-2008 in Austria and Switzerland, World Cup 2006 in Germany showed that the professional work with fans had a crucial importance for prevention of violation of public order and violence inside, around stadiums and in the public places of mass review of matches in the cities' centers.

Fans of national teams are the guests of the tournament that is why their meeting and reception will be organized on the appropriate level. With this aim the creation of fan embassies is foreseen.

Table 2. Forecast of a number of visiting supporters on one match:

City	Population (in thousands)	Number of visiting supporters on one match (thousands of people)		
		minimum	credible	maximum
Kyiv	2740	90.0	157.4	218.8
Donetsk	988	78.0	142.9	197.0
Lviv	735	42.5	81.9	111.5
Kharkiv	1461	78.1	159.3	220.2

Table 3. The forecast of a common number of supporters on one match:

City	Population (thousands of people)	Number of supporters on one match (thousands of people)		
		minimum	credible	Maximum
Kyiv	2740	411.0	822.0	1233.0
Donetsk	988	247.0	543.4	790.4
Lviv	735	110.3	257.3	367.5
Kharkiv	1461	219.2	511.4	730.5

The State Service for Youth and Sports of Ukraine together with the Football Supporters of Europe (FSE) began the work on organization and preparation of fan embassies in 2011. One of managers of the project from FSE is Daniela Wurbs. UEFA, "Centre of access to football in Europe" (CAFE) and organization "Football against racism in Europe" (FARE) are our main partners in this activity.

On the initiative of the Football Supporters of Europe, the Ministry of Ukraine for Family, Youth and Sports and the Lviv Organization Committee EURO-2012 the 2nd International Fans Embassies Conference will be held in Lviv (Ukraine) on 27-28 April 2011.

6. Hospitality

There are only some details of hospitality:

- The Ministry of Culture and Tourism of Ukraine developed 105 basic tourist routes in the framework of EURO-2012. These routes were developed for 4 towns which will host final part of the Championship and its surrounding areas. Mainly they last for 1-2 days.
- Ukraine and Poland initiated introduction of the unified electronic tickets (combi- ticket) which will unite both a ticket on a match within the framework of tournament and a ticket on all types of public transport.
- The European Collegium of Ukrainian and Polish universities (in particular, one of the initiators Lviv National University) completed the work on the project "EUROLANG-2012". The aim of the project is to develop comprehensive didactical information and language materials for supporters from EU countries. It is on-line courses of Polish and Ukrainian languages. The project was translated into 26 European languages and Russian. It is maximally enriched and illustrated by multimedia tools as graphic, animation, sounds etc.

In the framework of this project multimedia dictionary "Glosari" was prepared which contains 5 000 generally used words particularly on the football topics and a great number of audio files in MP3 format.

The special parking lots for disabled spectators are foreseen near the stadium, special turnstiles, rampants and separate sectors in the stadium. The special equipped toilets are located in a few meters from areas of their placing. The appropriate alarming system for a call of emergency service is also foreseen.

- The big attention is paid to the project "Volunteers for EURO-2012". All organization committees in the host cities have completed preparation of the concepts on volunteer's service. As a rule, these concepts describe 13-16 directions of volunteer's activity during the preparation and hosting of EURO-2012 among which: providing supporters and tourists with information and references, work in the fan embassies, media center, fan zones, support of activity of security and safety services, handling with disabled spectators, service of city improvement, first medical aid, organization of other fan activities etc.

Besides the sociological research "The Volunteers" was initiated and conducted in 2009 by the State Institute of Family and Youth Development. According to its results Ukrainian volunteers are mostly young people 15-19 years old (80%) and over 72% of them are girls. The results of the research will be used during selection and training of future volunteers. At the moment of preparation of this report the work has already began.

In this context a range of informational and consultative meetings with representatives of Coordinator Office of the program "UN Volunteers in Ukraine", UEFA representatives and specialists from Germany and Austria were held at the end of 2010. The activity relating with the exchange of work experience will last during 2011. For example, the special Ukrainian-Austrian seminar on training of volunteers and stewards for EURO-2012 will take place in April-May 2011 in Kyiv considering the experience of Austrian colleagues of hosting EURO-2008.

7. The bilateral Ukrainian-Polish Cooperation on preparation and hosting of EURO 2012

The Ukrainian-Polish cooperation in this direction began on 28. September, 2008 by the signing of the Agreement on cooperation during UEFA EURO-2012. According to this Agreement the work of joint inter-governmental working groups on different issues, particularly on volunteering, are being actively carried out.

30. September, 2010 Ukraine and Poland signed Common Actions Plan of Ukraine and Poland ("Road map") in the course of preparation and hosting of the Final Part of UEFA EURO-2012. The Ukrainian-Polish road map determines priorities of operative bilateral cooperation and detailed goals which should be attained by June 2012.

The major parts of the Ukrainian-Polish cooperation will be organizational projects which directly influence on quality of preparation and holding of the Championship.

8. The International Cooperation

The preparation to the Final Part of the Football Championship EURO 2012 is carrying out through the international cooperation. There are only some examples.

- The state and public structures of German, as a host country of World Cup-2006, provided Ukraine with substantial assistance. The three rounds of workings seminars on consultative assistance and exchange of experience were held with participation of German Society for Technical Collaboration (GTZ) during 2010. The attention was paid to such directions as creation and assistance of working groups in host cities of EURO-2012; creation of structures for effective management of preparation and hosting of EURO-2012 in these cities; providing host cities with support on legal and contract issues.
- Ukraine is grateful to Austria, as one of the two countries which host EURO-2008, for an exchange of experience on preparation to holding major sports event. First of all this support deal with the preparation and exploitation of sports facilities and stadiums, other infrastructure, security issues, work with volunteers, fan embassies and stewards.
- In the field of preparation and hosting EURO-2012 Ukraine and Israel agreed on cooperation by signing the Memorandum of mutual understanding and cooperation on issues of preparation to EURO-2012 in 2007. It especially touches such directions, as telecommunications, public infrastructure, safety, transportation, health protection and infrastructure of tourism.
- Belgium and Netherlands, Portugal, as countries which host EURO-2000 and respectively EURO-2004 (the representatives of these countries during 2007-2010 have organized and took part in the seminars and conferences on the issues of preparation and hosting major sports events) provided us with practical assistance and advice. The representatives of such countries as Italy, France and other European countries provided Ukraine with consultative assistance as well.

In the framework of preparation of this report the questioning of representatives of organizing committees of host cities of EURO-2012 on the problem issues concerning the work of stewards and

volunteers in the context of preparation to the Final Part of Football Europe Championship 2012 was conducted. Summarizing these questions we grouped them round the following problems:

- organization of coordination of activity and functions of the UEFA volunteers and the volunteers of host cities;
- exchange of experience on present instructions for volunteers (delegation of powers and limitation of volunteer's actions depending on the situation);
- necessity to accelerate the adoption of Law of Ukraine «On guaranteeing the security and safety during the hosting mass sport events», «On volunteer movement», which will clearly determine legal status, rights and duties of stewards and volunteers;
- necessity of establishment of the All-Ukrainian Stewards Committee;
- determination of educational establishments in the region, which will train stewards and issue them certificates (possible creation of the training-recruiting center on training of stewards);
- clear vision of the model of stewards training;
- launching of the stewards training project on the basis of «Donbas-Arena» experience;
- providing volunteers (or only heads of subdivisions, leaders of directions and groups) with necessary facilities (unlimited telephone numbers) with the aim to create an effective system of transmitting information during their duties.

Ministry of Ukraine for Family, Youth and Sports
(Unit of International Cooperation and European Integration)

B – REPORT OF THE CONSULTATIVE TEAM

1. General remarks

1.1. Introduction

From 6 to 9 June 2011, 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 the Ukraine (“the visit”) under the programme for monitoring commitments on the implementation of the Convention.

The team consisted of the following persons:

- Paulo Gomes, Chair of the Standing Committee and team leader
- Jo Vanhecke, Vice-Chair of the Standing Committee and Delegate of Belgium
- Dariusz Derewicz, delegate of Poland on the Standing Committee
- John de Quidt, consultant, United Kingdom
- Kenny Scott, consultant, UEFA
- Marie-Françoise Glatz, Secretariat of the Standing Committee, Council of Europe

As with the earlier consultative visit to Poland in November 2010, the Standing Committee invited UEFA to provide an observer who would act as a full member of the team. This arrangement was welcomed by all parties. It not merely ensured a consistent multi-agency approach but also provided a further opportunity to strengthen the commitment to partnership working between UEFA and the Council of Europe

The programme of the visit is at Appendix 1; Appendix 2 lists the team’s principal interlocutors.

The team would like to thank all its interlocutors for meeting them and answering their detailed questions. They particularly wish to thank Ms. Iryna Belyayeva (Senior specialist of the Department of International Co-operation and European Integration), Mr Valerii Zhuliaev (Chair of the Department of International Co-operation and European Integration) and Mr Denys Movchan (Deputy Head of the Division on Safety of Mass International Events, Ministry of Internal Affairs) for their important contributions to the organisation of the visit, their practical help and their excellent organisation of the visits and meetings.

In a short visit, it was not possible to conduct an in depth assessment of every aspect of the arrangements in the Ukraine. It is also possible that some questions or remarks got lost in interpretation. The team focused particularly on the co-ordination of the EURO 2012 event, policing, stewarding and hospitality for supporters in the overall context of sports events’ security.

More significantly, the team can only comment on what it saw. It is aware that the structure and programme of the visit, which focussed on Kyiv and Donetsk, should not in any way be taken as being indicative of the wider situation in Ukraine. The Donbass Arena in Donetsk, which was the only operational stadium visited by the team is widely recognised as meeting the highest standards at a European level. By contrast, the stadia in Kyiv and Lviv are still under construction; that in Kharkiv is apparently complete but operates at a much lower standard than that in Donetsk. This comment applies to the quality of the stadium management, the stewarding operation, the stadium infrastructure and the policies and procedures in place.

It is desirable that, during future evaluation or advisory visits, the team be given the opportunity to visit other stadia and, if possible, not just attend a friendly match, in order to gain a more accurate picture of the situation.

The UEFA representative had been working in both Poland and Ukraine as a safety and security consultant on behalf of UEFA in the lead up to the UEFA EURO 2012 tournament. Some of the observations made during the consultative visit and some of the preliminary recommendations submitted to the Ukrainian authorities immediately after the visit were also based on his experience of the wider situation in Ukraine during the past two years or more.

1.2. Legal and constitutional issues

1.2.1. The current position

The Ukraine, and the four cities which are organizing EURO 2012 – Kyiv, Kharkiv, Donetsk and Lviv – is required to guarantee the safety of all the participants in EURO 2012. The owners of the stadia have to comply with the regulations of UEFA relating to the safety of football matches. The team was informed of the division of tasks between the executive, local and legal protection authorities as well as the organizers and the participants of EURO 2012. These tasks are related to safety and public order, objectives and infrastructure preparation in accordance with the safety and UEFA requirements.

However, although the team had asked for a tournament security and safety macro-structure chart and description to supplement the Ukrainian national report to the Council of Europe, this was not provided. Therefore, on its arrival in the Ukraine, the team had no clear ideas about the way the different national, regional and local, public and private bodies coordinated and inter-linked with each other.

The Ukraine in preparation to the holding of the European Football Championship EURO 2012 leans on the following legal documents:

1. The law of the Ukraine: “On the Organization and Holding of the Final Part of the 2012 European Football Championship in Ukraine” of 19 April 2007 N 962-V.

This law identifies the system of key measures aimed at creating the conditions required for the organization and holding of the final part of the EURO 2012 in the Ukraine, with due consideration for the significance of this event for the country’s economy and the international image of the Ukraine.

2. Regulation of the Cabinet of Ministers of the Ukraine of 29 June 2004 N823: “About the approval of order activities organization to guarantee the safety and public order during football matches” amended by the regulation of the Cabinet of Ministers of the Ukraine N753 of 27 August 2008.

The regulation determines the sequence of measures to guarantee safety and public order during football matches. The team learned that this procedure was elaborated in line with the Convention – which was ratified by the Verkhovna Rada of the Ukraine on 15 November 2001 – and the law of 19 April 2007, referred to above, as well as on the basis of the procedural requirements and regulations of FIFA and UEFA.

According to the Ukrainian law, the football match organizers in co-operation with the police and local authorities ensure the safety of supporters, the representatives of football clubs, referees, and others people at the match.

The organizer's staff (including the volunteers and the stewards) takes part in ensuring safety and public order during the football matches. Moreover, they are supported by the employees of private security companies and by the police, who are present at the match site. If necessary, employees of other bodies may be engaged for this purpose.

The football match organizer, in co-operation with the police, security service bodies, private security companies, the owner of the stadium, the local executive bodies and the health authorities, creates the Co-ordinating Staff to ensure safety and public order during the football match. Entities that make up the Co-ordinating Staff must be equipped with communication devices and conduct surveillance for rapid response to unforeseen situations.

The owner of the stadium and the owner of the football club call upon the security service and appoint the person responsible for ensuring safety during the football match (security / safety officer). This officer, who, in particular, directs the stewards and the employees responsible for the protection of persons, co-operates directly with the police, health service and fire brigade commanders.

The football match organizer, the sports facilities operator and the club are responsible for ensuring safety and public order in the stadium, while the police and the bodies of the Ministry of the Interior take charge in the vicinity of the stadium area, on evacuation routes and in public places in the city where the football match is being played.

The team had the opportunity to observe how these principles were applied in practice during the football match between the national football teams of the Ukraine and France at the Donbass Arena stadium in Donetsk. It gained the impression that the arrangements in Donetsk, which included effective co-operation inside the stadium between the organiser and the police, had evolved in a pragmatic way in response to local needs and circumstances. They did not appear to conform strictly to the letter of the law but reflected the reality of the situation. The team became aware of similar divergences between theory and practice in a number of different circumstances – see below.

1.2.2. The new legislation

In February 2011, the plenary session of the Verkhovna Rada of the Ukraine gave a first reading to the bill “About the peculiarities in ensuring safety and public order in connection with the preparation and conduct of football matches” (registration No 7137). It is expected that the bill will soon be adopted at second reading.

Following the team's visit, the Ukrainian authorities provided one member with a copy of this draft legislation. The bill defines legal and organizational features to ensure safety and security in connection with the preparation and conduct of those football matches in the Ukraine, which are organized in accordance with national and international requirements.

The bill contains a number of significant changes in approach to ensure safety and public order during the conduct of football matches in the Ukraine. In particular, it divides up the spheres of responsibility

between the various responsible bodies. It allocates each of them particular functions and identifies how they should co-ordinate their activities. The main bodies concerned are:

- the match organizer;
- the stadium owner;
- the football club;
- the professional safety personnel;
- the police;
- the fire brigade; and
- the local executive bodies.

The bill contains some important further provisions on matters such as:

- the participation of the stewards and the employees of governmental security agencies, who have appropriate licences and the right to exercise the functions of protecting those present, and of the police, in ensuring safety and security;
- the division of football matches between high and normal risk matches;
- the establishment of a co-ordination group, comprising representatives of the football match organizer, the police, local executive bodies and other institutions, to work together and to enhance the provision of security during the match;
- a requirement that, in the absence of the necessary documents for preparing and conducting the football match in a particular sports facility, the match will not be allowed to proceed;
- the power for the leadership of the appropriate police authority, in consultation with the football match organizer, to ask for a ban on an event or for access for spectators to dangerous places to be restricted, or for a match to be played without spectators, in the event of circumstances which would impede law enforcement, road safety or fire protection, as well as the safety of participants and spectators during the match.

In the time available, the team did not have the opportunity to study and discuss the draft together. Nor was it able to undertake a comprehensive analysis, though an initial examination would suggest that the draft represents an improvement on previous legislation, which had focused on a broader spectrum of mass and sporting events.

In particular, the team could not always identify clearly who would be responsible for safety and who would lead on security in different places and circumstances. Indeed, the distinction between these two elements was not always clear. The Ukrainian authorities will need to ensure that any ambiguities are resolved, that all parties are fully aware of their own roles and those of the other relevant bodies, and that they are committed to working closely together.

The decision to focus the new legislation solely on football events is welcomed. However, it is essential that the provisions of this legislation are synthesised into the necessary integrated safety and security concept without delay so there is a comprehensive understanding of all relevant influences on safety and security from the legal, procedural and relationship perspective.

It is thus clearly imperative that this new legislation is adopted by the Parliament of the Ukraine and is implemented as soon as possible. The public and private security and safety concept for EURO 2012 and the national security plan for the domestic league urgently need to be brought into line with this legislation.

The team therefore recommends that the Ukrainian authorities adopt and implement the new legislation on football events without delay. (REC 1)

2. Principal findings

2.1. Co-ordination structures

On the basis of previous big tournaments held in Europe, it is clear that the co-ordination structures in the field of safety and security are of the utmost importance. This is certainly the case if such a tournament is organized by two countries. On the other hand, such a tournament can also act as leverage for the organizing countries to implement upgraded co-ordination mechanisms for their domestic football leagues after the tournament.

In addressing the safety and security approach to EURO 2012, UEFA and others have consistently emphasised the need for an integrated approach, involving both public and private agencies – police, security, stewards and stadium management, together with relevant football and public authorities. In March 2009, UEFA circulated a document to the Ukrainian Authorities entitled “UEFA EURO 2012 Poland-Ukraine Integrated Safety and Security Concept – UEFA’s requirements.” This document clearly set out the expectations on UEFA’s part of both host countries in terms of preparation of an Integrated Safety and Security Concept.

An upgraded safety and security policy should be a main target in terms of creating a legacy out of EURO 2012 for the benefit of Ukrainian football. Safety and security at football matches can only be ensured if this is done through an integrated approach between all public and private stakeholders. This multi-agency approach needs to be based on co-ordination, communication and co-operation. This can only be done if the responsibilities of each partner are clearly determined in writing.

On the basis of the National Report submitted by the Ukrainian authorities to the Standing Committee, it is very difficult to ascertain exactly which body is responsible for deciding or acting on which issue. Reference is made to several existing acts and to a draft act currently submitted to the Ukrainian Supreme Council. The team obtained a copy of the Draft Safety and Security Concept and Draft Law on Mass Sports Events (described in detail above). This indicates a clear desire to produce a clear structure. However, the law needs to be put into practice. There was as yet no documentary evidence of how the desired integrated approach was going to be achieved.

During the visit, it became clear that there was, as yet, no integrated public-private EURO 2012 safety and security concept. Indeed, at some stage, the public and private aspects of the concept had become separated. The National Agency indicated that UEFA and the Local Organizing Committee had failed to deliver the private safety and security concept on time. The National Agency had therefore been unable to complete a synthesised or integrated concept encompassing both public and private commitments and obligations.

Although both the public and private levels appeared to be making progress towards producing their own concepts, it is necessary to pull both concepts together at a certain moment. Private and public partners need to work together in the run-up to and during the tournament. The team wondered how far the public agencies and private sector bodies were committed to working together as true partners. It considers it essential that this be addressed; otherwise it could present a formidable barrier to the implementation of effective operations.

From the evidence available during the visit, it appeared that the non-delivery of the private safety and security concept for Stadia and Official sites could be exacerbating the delay in the delivery of an overall integrated safety and security concept. This situation must be remedied as soon as possible in

order that proposals for linking the public and private approaches to safety and security for the tournament can be evaluated and understood.

The team therefore recommends that an integrated safety and security concept, incorporating both public and private elements, should be completed and adopted as soon as possible by the Ukrainian authorities. (REC 2)

The team noticed that, in at least one area (Donetsk), a regional security and safety concept, based upon the provisional national arrangements, had already been implemented and appeared to be working well. This will be adapted to the national concept as soon as this is approved.

The team considered it very important issue that all supporters should be treated the same way in the different stadia as well as in all the different hosting cities. It was aware, for instance, of the potential for differences between the stadium management in Donetsk and those in the other cities. This reinforces the case for the development of an integrated concept between the national and regional level and between the private and the public bodies.

The team therefore encourages the Ukrainian authorities to ensure that the organisational responsibilities (who is responsible for what and who has the final decision), at central, regional and local levels, are clearly identified and defined. (REC 3)

This need for consistency applies not merely to the stadia but to all the 37 places dedicated by UEFA as official sites – stadia, fan zones, training bases, etc. Each of them has a security passport.

2.1.1. Specific bodies

Through the different meetings the team had during its visit, it became clear that the central body for the EURO 2012 preparations is the National Agency on the Preparation and Hosting EURO 2012. However, it was unclear what was its exact relationship with the Co-ordination Council on the Preparation and Hosting of EURO 2012 (now renamed the Committee on the Preparation and Holding of EURO 2012), mentioned on page 8 of the National Report. This last Committee is composed of representatives of the highest political level, so it can be supposed that this Committee directly oversees the work of the National Agency.

Furthermore, it was not 100% clear for the team (and for this reason presumably also for other external partners) what is the relationship between the National Agency and the Inter-institutional Coordination Headquarters on Security and Safety and the Headquarters for International Co-operation and Co-ordination of Safety Measures on the Preparation and Hosting of EURO 2012.

Safety and security is only one issue dealt with by the National Agency. The President heads the co-ordination of the preparations through the Vice-Prime Minister. The National Agency is competent to co-ordinate the efforts by all stakeholders of the EURO 2012 tournament. The same vertical and horizontal approach is copied at regional / local level. Such a similar working method at both levels can only be encouraged. Nevertheless, it also needs to be ensured that the co-ordination mechanisms stay flexible.

The National Agency has 22 branches and several Ministers or deputy Ministers are represented within its meetings. It can be quite difficult to have productive meetings when so many persons are present

(according to the head of the National Agency, at least 35 persons are present at these meetings). It is therefore important to balance the need for an inter-departmental approach and the need for quick and flexible decision-making.

On the basis of the National Report and the meetings held by the team, it was unclear what is the real decision-making power of, for example, the Ministry of the Interior concerning safety and security issues. As the Ministry of the Interior is considered to be the main actor in the field of safety and security, it must have full power and enough resources to implement the safety and security concept. It should be made clear to all partners which body and person is responsible within the Ministry of the Interior for the EURO 2012 safety and security preparations and for the final decision-making during the tournament itself. This will be especially important for the (competent governments of the) participating, neighbouring and transit countries, which will be called upon to support the Ukraine during EURO 2012.

Throughout the different meetings attended by the team, and based on the information of the national report, it is clear that the division of tasks and the co-ordination structures at national level exist in theory, but are not always clear in practice, certainly not to external partners. Even if it is very difficult to have a perfect overview on the basis of only some meetings, the team perceived that there was room for improvement at national and regional / local level in the co-ordination, co-operation and communication between all the partners involved. It should be made very clear to everyone which body but also which person (by name) is responsible at the international, national and regional / local level for policy, police and private (stadium) matters concerning safety and security at EURO 2012. A transparent and simple organigramme is therefore urgently needed.

The structure of the National Agency is reproduced at regional / local level through the Regional Agencies for the EURO 2012 Preparations. There are a lot of working groups, sub-groups and task forces working on different issues (11 all told). This can only be encouraged, but someone needs to ensure that nobody is working in isolation.

However, when the team put specific questions to the responsible key personnel in Donetsk, not everyone was able to give a clear answer as to who was responsible for deciding what, in relation to safety and security. Mobility and accommodation issues can, for example, have an important influence on the safety and security concept. It is therefore important that the person with final responsibility for safety and security at the local level is well aware of progress in all relevant areas, so he / she can ensure co-ordination between all the local actors, including the local organizing committee, and can monitor that all requirements have been met.

2.1.2. Co-ordination of policing and stewarding

This integrated approach needs to cover, for example, how police and stewards will work together inside the stadium. Such an integrated approach between the stadium safety officer and the match commander and between stewards and police officers was clearly demonstrated at the Ukraine – France game in Donetsk. However, several persons mentioned the need for an official back-up (an approved national concept) for this integrated working method, determining in writing who is responsible for deciding what for each possible scenario, inside and outside the stadium. This needs to be done in a very specific way, and not in general terms. This should not be prescribed in detail in the legislation, because this should only reflect the general principles of the integrated multi-agency approach.

By way of example, the team was informed that, if the security / safety situation deteriorated, the stadium manager might request the intervention of the police. Such a request should be in writing. It did not, however, see whether a pre-prepared form exists for this purpose.

The Ukrainian National Report indicated (in paragraph 1 on page 10) that “the clear co-ordination of activities between police and stewards is being developed. According to this co-ordination, the subdivisions of police will be located outside of the stadium in order to have the possibility to react on emergency situations and at the same time to be out of the area of fan attention.” Such a policy is at variance with an integrated approach based on low key, but visible, police deployment, which includes a police presence at all times within the stadium. This presence should increase or decrease with evolving risk.

In view of the fact that EURO 2012 is to be held next year and of the need to test this integrated approach in accordance to the UEFA EURO 2012 requirements and conditions (for example an outside perimeter), there is an urgent need for the approval of this concept at the highest level, for the training of all key personnel according to this concept and for test matches according to EURO 2012 conditions.

The team noted with approval the intention of the Ukrainian authorities to use several matches of the national championship, as well as friendly matches of the national team, as test matches, to check all the mechanisms and procedures for EURO 2012. This will need to be done under EURO 2012 conditions, including the use of an outside perimeter.

2.1.3. The Donbass Arena

The team observed the high quality and professional stewarding model in operation at the Donbass Arena in Donetsk. This model has been the subject of a verification report following an inspection on behalf of the European Stadia Safety Managers' Association (“ESSMA”) and UEFA in August 2010. This concluded: “the Donbass Arena programme meets the requirements for steward training for the UEFA EURO 2012 tournament. The authors' confidence levels are reinforced by the professional standard of stewarding management.”

The team recognised that the Donbass Arena is not representative of the Ukraine as a whole and that the Donbass model is not yet reflected elsewhere in the Ukraine. However, given the time available, the team considers that the Ukrainian authorities should use the good practices developed at the Donetsk Donbass arena as a model for the other host cities in the Ukraine. This can be done through getting key safety and security personnel trained on a regular basis at matches in the Donbass arena. This can also stimulate a harmonized approach during EURO 2012 in all the Ukrainian host cities.

The team therefore recommends that the stewarding model in place at the Donbass Arena in Donetsk should be regarded as a standard of reference at the national level, which needs to be implemented in the other three host cities as soon as possible, in order that spectators may become familiar with the new concept of stewarding. (REC 4)

The Donbass Arena is without doubt one of the most impressive stadia in Europe. Opened in August 2010, it accommodates 50,055 seated spectators spread over three tiers, together with 196 spectators with disabilities. There are 19 medical points staffed by 43 medical stewards plus doctors and four

mobile medical groups. The stadium also provides 1,169 places for the media. The seats are all covered and have generous row depths and good viewing standards. The barrier layout is well designed and appeared fit for purpose. The absence of a running track and the slightly oval design provide a clear view of the pitch from all around the stadium.

The team also saw the new stadium under construction in Kyiv from outside and from the top of the neighbouring hotel but was only able to gain a general impression. At first sight, this appeared to follow a similar design concept to Donetsk, albeit with an internal running track. The location is much more cramped and there is clearly less space for spectators to be controlled and to move around, in particular when an outside perimeter is installed.

The team commends the Ukrainian authorities for the high standard of construction and management achieved at the Donbass Arena in Donetsk, and recommends that this provide the model for adoption in the other three Ukrainian host cities. (REC 5)

2.2. Policing

2.2.1. Police deployment

At the pre-match briefing meeting at the Donbass Arena, with the local private and public authorities responsible for the safety and security preparations of the friendly match later that day, in particular the stadium security and safety manager and the police commander, the team learned that:

- It was estimated that 160 police officers would be present for the friendly match plus 115 in reserve.
- A decision to evacuate the stadium would be taken jointly by the authorities represented in the command and control room. If a serious incident occurred outside the private perimeter of the stadium and it was necessary to evacuate people from there, this would be solely a police decision.
- The friendly match was considered a high-risk match because more than 15,000 spectators were expected.
- It was unclear whether the police used graduated levels of intervention (use of force) according to the seriousness of the incident. The police commander simply recalled his vast experience and success in policing football matches to legitimise his way of policing.
- There would be around 950 stewards at the Donbass Arena, for EURO 2012 – but see comments below.
- There were three lines of intervention: stewards (ratio of one per 100 spectators), private security (around 44 / 45 per match with full capacity), and the police.

During the friendly match between the Ukraine and France the team:

- noted with approval the location, the excellent infrastructure and the quality of the command and control room, which greatly facilitate the work of the private and public management; it was roomy and well equipped and could accommodate 25 staff;
- noted also the relatively high level of professionalism of the people and the high quality of the IT resources (including 540 CCTV cameras covering all parts of the stadium and its approaches) displayed for the safety and security management of the stadium;
- recognised that the police presence inside and outside the stadium seemed to be balanced and relatively discrete;
- took note that several specialized police branches were used, and that police cadets were also involved in the policing of the stadium, supporting police officers;

- was aware, however, that the low profile police presence inside the stadium, of around 10 to 20, might be insufficient to ensure an adequate link between private and public staff when needed.

The team was uncertain as to the basis upon which the number of police officers deployed at and inside the stadium was determined. It was unable to ascertain whether this followed a formula laid down centrally or whether it merely reflected the views and experience of the local police commander. In particular, it could discern no reference to any risk assessment.

Accordingly, the team recommends a balanced deployment of police officers, gradually decreasing from the outer perimeter to the inside of the stadium, according to the dynamic risk assessment and the UEFA requirements, having regard to an integrated approach. (REC 6)

The philosophy of the match commanders had already changed, after the training they had recently received in London.

The team considers that it is also important to determine well in advance who will be the gold and silver commander in each host city. In a lot of cases, the match commander, who normally is responsible at the stadium and its surroundings, has most experience with supporter dynamics and crowd behaviour and management. Nevertheless, during EURO 2012, there will also be other places of interest for supporters (city centre, fan zones, etc.). Careful consideration will need to be given as to the identity of the best person to do which job.

The team was informed that the police had been provided with a sufficient budget for EURO 2012 towards the cost of renewing their car fleet, communications and intelligence equipment.

During its meeting with officials from the Ministry of the Interior, the team was informed that the Ministry was satisfied with the quality of the legislation on the police and private security organisations. The new law would include a chapter on international co-operation with the Council of Europe.

2.2.2. National Football Information Point

The team welcomes the creation of a National Football Information Point (NFIP) within the Interpol Bureau of the Ministry of the Interior. This NFIP should act as a unique and single point of contact in relation to information exchange and visiting police delegations for all football matches with an international dimension. This is in line with European good practice and facilitates co-operation at international level. It is moreover highly desirable that the Ukrainian authorities ensure the central role of the Ukrainian NFIP during the tournament and subsequently, in order to ensure international police co-operation in line with common European standards.

It is especially important to clarify as soon as possible the role of the NFIP with the Police Information and Coordination Centre (PICC), which will be set up during the tournament. The NFIP should be a privileged actor within this PICC, and should be responsible for information exchange with its European counterparts and for the co-ordination of the visiting police delegations. At the time of the visit, there was no clarity on the functioning of the PICC during EURO 2012. The team urges the Ukrainian authorities quickly to create this clarity, because the PICC will be the central point of information exchange at national and international level.

All bilateral contacts with Poland, all international police contacts and all contacts with regional/local level will have to be co-ordinated by the PICC during the tournament. It will be the 'crisis centre' of police information exchange on a 7/7 and 24/24 basis. The composition, staffing, resources and equipment of the PICC are therefore of crucial importance. Experienced police officers, working on a daily basis in information exchange, will need to receive the necessary training in advance of the tournament. It is also very important that the Ukrainian authorities make contact with the Swiss and Austrian NFIPs to gain a clear view on how their PICCs operated during EURO2008.

The team therefore recommends that the Ukrainian authorities ensure that the NFIP plays a central role during EURO 2012 and thereafter, and clarify how the PICC will operate as the central information exchange body. (REC 7)

2.2.3. Football intelligence officers and spotters

Football intelligence officers and police spotters do not yet exist. However, there will be an exchange of police officers of the international police delegations between the two organizing countries.

During the visit, it became clear that the NFIP, although being relatively new, was already very well aware of the needs of participating countries and its visiting police delegations. This experience should be used as much as possible, also at national level, to build a network of intelligence officers and spotters according to European standards. These not only play an important role in passing on information; they can also help influence the number, type and location of the police deployment.

The team therefore recommends that the use of different levels of police intervention should have regard to, and make full use of, the football intelligence officers and the spotters. (REC 8)

2.3. Crowd Management and stewarding

2.3.1. Stewarding

The stewards at the Donbass Arena were briefed four hours before the match. Their tasks appeared to be clearly defined and well understood. They were smartly dressed and their appearance inspired confidence. However, as indicated below, the stewarding inside the stadium was largely passive. While this caused no problems with a crowd of no more than 25,000, it was difficult to assess how the system would cope with being put under pressure.

The concourse at the rear of the lower tier is wide, bright and airy and was being kept clean. However, it was possible to view the match from parts of this concourse. No obvious effort was being made to move spectators into the seats. This could present a potential problem if the stadium were full. The team was informed that the average attendance at domestic league matches was 34,000.

At the match attended by the team, the attendance was low – no more than 25,000. Nevertheless all parts of the stadium were open. Most spectators sat down for the match apart from a group about 200 – 300 ultras who stood in a block behind one of the goals. They were orchestrated by a co-ordinator who stood on a platform provided by the organiser. This group was clearly tolerated and presented no obvious problem because of its small size. This might not be the case in a full stadium.

The team observed that the perimeter advertising boards installed for an international match obstructed the view from the first few rows of seats. The stadium management did not accept that this was so when the matter was drawn to its attention. The team considers that this should be investigated further, lest spectators be encouraged to stand. There were also no obvious gaps in the boards through which spectators could pass onto the pitch in an emergency. The team was assured that such gaps were not required because there was sufficient space behind the boards for spectators to evacuate laterally.

The team also observed with some concern that the players kicked balls into the crowd before the start of the match. This caused a degree of surging – which again could create dangers in a full stadium.

There were no serious incidents during the match. Beer was being sold in plastic glasses and could be taken into the crowd. This did not appear to present any problems but will need careful monitoring. More seriously, a number of flares were set off during the match by local supporters to celebrate the goals. The Ukrainian authorities will need to address this issue, through a more active stewarding policy.

While the team recognised that the largely passive stewarding did not present any hazards at the match which it attended, it was concerned that a number of potential problems were not being addressed, in particular the restricted views from the advertising boards, the toleration of spectators standing in the concourse, the behaviour of the ultras and the use of flares.

The external concourse was very large with ample room for circulation, crowd management and hospitality. It was attractive and well landscaped and presented a pleasing welcome. The pedestrian exit gates were all unlocked and staffed while the spectators were in the ground, though it was unclear whether the same applied to the vehicle gates.

Accordingly, the team recommends that the Ukrainian authorities should review the general approach of their stewarding policy to ensure that spectators are positively managed, albeit in a friendly low-key manner. (REC 9)

2.3.2. Entry control

Spectator entry was well controlled. There were three security perimeters. The first, staffed by stewards and police officers, was for the visual check of tickets; the second, with stewards and private security personnel, was for the more detailed ticket check. This perimeter had low turnstiles, which could be vulnerable if determined spectators sought to jump over them. The Ukrainian authorities will need to ensure that the controls at the first perimeter and the staffing levels at the second perimeter are sufficient to prevent this during EURO 2012. The third perimeter comprises the entrances to the stadium itself, which are staffed by stewards.

The searching of the spectators was conducted efficiently and with few delays. Nevertheless, this did not prevent the introduction of some pyrotechnics into the stadium, even although only about 20-25,000 spectators attended the match in question. Traditionally, all spectators are searched. The Ukrainian authorities may wish to review this policy for matches during EURO 2012 when the stadium is likely to be full. While they very sensibly wish to provide good facilities and thus attract spectators to enter well before the match, they will need to be alert to the traditions of some groups who tend to arrive at the last minute.

In response to the team's questions about the risk of crushing outside the stadium due to late arrivals, the match organisers explained their general policies (on the integrated approach, contingency planning and dealing with counterfeit tickets) and the priority given to spectator safety. However, they constantly referred back to the law and did not appear overly concerned about the specific operational issue.

At domestic matches, the visitors are split into two groups, the organised and the non-organised. It was stated that the same concept would apply at EURO 2012, though it is difficult to see how this will work in practice.

The team was informed that there will be advertisements and billboards near the stadia to inform spectators about the role of the stewards.

2.3.3. Steward numbers

The team was concerned about the inconsistencies in the information provided on the number of stewards required at the individual stadia. The table on page 11 of the Ukrainian national report indicated that 18,562 steward / guards are required across the venues if each venue has an increased risk match. In this context, "increased risk" relates to any match with an attendance exceeding 15,000 – in practice every match at EURO 2012. The team considered this information to be fundamentally flawed. The numbers contained in the table are artificially high and this whole equation must be revisited. Indeed, the EURO 2012 LOC presentation contained a completely different set of numbers. The National Safety and Security Manager informed the team that the total number of stewards across the four venues for increased risk matches was 3,600. There is an urgent need to reconcile these figures.

If the numbers in the national report are based upon a particular legal formula, this ought to be reviewed and revised immediately. More specifically, the team strongly recommends that the level of deployment of all safety and security resources is governed not by a rigid legal provision but instead by an ongoing process of dynamic risk assessment, which recognises evolving changes in circumstance.

The team therefore recommends that the Ukrainian authorities identify the necessary safety and security resources based on a dynamic risk assessment and not simply on legal provisions. (REC 10)

The team was informed that the Ukrainian authorities expect to use 2,000 volunteers, for 42 events and 2 million spectators. These would be chosen mostly for their language skills.

2.3.4. Steward training

During the course of the visit the team discussed with the Ukrainian authorities how the other venues might achieve the standard on show in Donetsk. It was made clear that the most likely solution to this problem was going to be to train students / cadets from the police academies in host cities as stewards. This proposal was supported by the Ministry of the Interior and the National Agency. While voicing reservations about the use of police cadets (see below) the team did not consider itself competent to determine whether an alternative approach would now be feasible, given the time constraints faced by the Ukrainian authorities.

The Standing Committee Secretariat had already drawn the recent Standing Committee Recommendation on safety officer, supervisor and steward training (Rec (2011)1) and its accompanying manual to the attention of the Ukrainian authorities. This had been well received. It is not yet clear to what extent the Ukrainian authorities will rely on this when training their safety personnel.

The team was subsequently informed that a “train the trainers” programme was to take place in Kyiv from 9-15 September 2011, facilitated by UEFA using the ESSMA designed programme. During this programme, 16-24 trainers would be trained to deliver training to stewards in the host cities (apart from Donetsk). It is suggested that the foregoing recommendation for recruitment of stewards is expedited in order that, once trained, these stewards can be tested in the operational environment prior to the tournament.

The failure to progress this issue in Ukraine, despite the availability of the ESSMA programme and two trained trainers in the country since September 2010, has resulted in an unnecessary risk to the tournament. What has also become apparent is that there is also concern within UEFA regarding the delivery schedule of the steward training after the train the trainers programme is complete. It must be clearly specified as soon as possible how and when the training will be delivered at each venue. (The team was informed that there is a programme aiming at training 5,000 stewards.)

The team was also conscious of the delay in the construction of the stadia in Kyiv and Lviv and of the concomitant inability to appoint safety and security management. It considers that these also represent a risk in the lead up to the tournament, which should be addressed.

It therefore recommends that the Ukrainian authorities make every effort to complete the remaining stadia so that the safety and security management personnel can be appointed for each stadium and arrangements can be properly tested and consolidated, in particular through test matches, in accordance with the UEFA EURO 2012 tournament conditions. (REC 11)

2.3.5. The role and training of police cadets

The police were preparing their own training programme. The future police officers were already following a specific training scheme for the tournament and the existing police officers were enhancing their capacities and skills. They were also improving their English language skills and had appropriate training on how to react to disturbances.

It was proposed that about 1,000 police cadets of the last school years would be deployed as stewards; a further 1,000 would be deployed in patrol functions. There will be mixed groups of cadets and civilian stewards. However, the Minister of the Interior had still not decided whether to use cadets and young police officers in stewarding tasks. The team considered that this should be resolved as soon as practicable.

These cadets would undergo the stewards’ training programme, as well as that for new police officers. This would include 72 hours of English language training. The team was concerned that the use of cadets could give rise to some problems of duplication of identity and confusion of powers between a police officer and a private officer. Notably, it would be quite difficult for a young police officer

performing a role of a private security officer if, facing a crime or a public order incident, he was supposed to use his full police powers and responsibilities.

It would thus be necessary to ensure that the boundaries between a public and a private officer were clear for all, especially for the citizens. In particular, private crowd control officers should not be given police powers or look like police officers due to their uniform or personal protection items (the so called “robocop” type).

The team therefore recommends the clarification of roles and responsibilities between the stewards and the crowd control service and the police. (REC 12)

The team recognises that time is short and that the Ukrainian authorities need to develop a corps of trained stewards as soon as possible. While it would have preferred to keep police and civilian functions totally separated, it recognises that this may not now be practical under the circumstances.

Subject to these concerns, it recommends that the recruitment, training and development of stewards, be it from among the students of police institutes or from among private security companies, must be agreed and implemented without delay. (REC 13)

2.4. Welcoming and caring for supporters

The team wishes to stress that the vast majority of the supporters who participate in an international tournament come only to watch the matches and enjoy the festive atmosphere of the tournament and do not cause any trouble.

The team was informed the issue of violence inside stadia constitutes a problem, which the Ukrainian authorities are addressing. These are also envisaging setting up courts in the stadia, to accelerate procedures. While the team recognises the value of this measure, it does not regard it as a priority. Indeed, it suggests that the Ukrainian authorities risk becoming too focused on the possibility of crowd misbehaviour rather than on providing a welcoming atmosphere.

Focusing on security and safety in the run up to an international tournament, such as EURO 2012, can often make the organisers concentrate only on the small percentage of possible troublemakers who could, because of their violent behaviour, cause much damage and ruin the tournament.

While in preparation for EURO 2012 in Poland and Ukraine, all has to be done to treat the possible troublemakers appropriately, it is very important to keep a balanced approach between preventative and repressive measures and not to focus only on repression. It is therefore essential to prepare a good welcome, to favour hospitality and provide the best services; this will also lead to fewer problems and a safer tournament.

The team therefore urges the Ukrainian authorities to recognize the need for a balanced approach between preventative and repressive measures. (REC 14)

2.4.1. Hospitality principles when organising sports events

The team believes that, when organising a major sporting event, consideration should first be given to the festivity and conviviality of the event and not to violence and security issues. The different public and private bodies should be encouraged to:

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

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

On the basis of the meetings in Kyiv and Donetsk, it was difficult for the team to establish who was responsible for the hospitality concept within the National Agency on the preparation and hosting of EURO 2012 and how this would be co-ordinated with the overall security concept. It was also difficult to estimate how much the hospitality concept was supported by all bodies, at central and regional levels.

2.4.2. The Standing Committee's recommendation on hospitality principles when organizing sports events

The Standing Committee adopted a recommendation in 2010 on hospitality principles when organising sports events (Rec (2010) 2), which could be of great value to the Ukrainian authorities. It stresses that a welcoming approach to supporters increases the level of safety and security at sports events and recognises that an inappropriate approach to spectators can on the contrary trigger incidents and unrest. It recommends to the governments that they ensure that organisers, in close co-ordination with sports bodies, municipalities and the police, recognise the importance of a customer-oriented approach and arrange a high level of spectator hospitality.

The team was encouraged that co-operation with supporters had already started. Football Supporters Europe's office in Ukraine was already working. There had recently been a conference in Lviv, attended by supporters' representatives from several countries.

The team encourages the Ukrainian authorities to invest in hospitality and to focus on a customer care approach, both for visiting supporters and the local population, including fan associations making full use of the Recommendation (Rec (2010) 2) of the Standing Committee on hospitality principles. (REC 15)

2.4.3. Accommodation and transport facilities

The team noticed that only Kyiv seemed to have sufficient accommodation sites for the estimated number of foreign supporters; the other three cities need to increase the number of beds available. The team was aware that new accommodation facilities, in particular hotels, were being built and existing ones were being renovated in host cities. For example in Donetsk, there were 55 existing hotels (about

2000 rooms) and 24 were under construction (about 1900 rooms). However, the team encouraged the authorities to think also about alternative strategies, such as camping sites, temporary accommodation facilities or renting by private owners and to adapt the accommodation on offer according to the estimated demand. Since accommodation in hotels and hostels is a weakness, a camping site is planned (Camping Park 2012), for a total capacity of 3,000 persons (area of 15 hectares).

In each host city plans should be prepared to manage the considerable flow of fans on match days. It was expected that around 400,000 spectators would come to the city of Donetsk for each match. Around 70,000 were expected in the fan zone and 50,000 at the stadium.

Based on the team's experience in Donetsk, it would also be important that the staff employed in services, particularly accommodation, catering and transportation receive specific training on the better implementation of a customer care approach.

The team was disappointed that, despite having pre-booked, and the best efforts of the hosting team, sufficient rooms were not available at the hotel. It required considerable time and discussion before the reception manager was able to identify individual rooms for all the delegates – after midnight. This would create problems if it were to happen with large groups of supporters during EURO 2012.

Concerning transportation, a general mobility policy should be developed and should foresee:

- an integrated public transport system, including combined tickets for buses and trains;
- good national road and train networks, with good interfaces between them and with airports;
- an efficient traffic management system in the major cities, with good signalling and accessibility to the stadia; and
- good and sufficient parking areas in the cities and in the vicinities of the stadia.

During the visit, the team also noticed that the airport facilities were not yet ready. These should be improved for the important flows of passengers who will travel to the host cities to attend the matches. New terminals are under construction in several cities; a few railway stations are also being reconstructed. All these works need to be finished as soon as possible in order that they may be tested before the tournament.

The team's own experiences in this respect were somewhat negative:

- At Kyiv airport, during the transfer flight, several members of the team experienced excessive waiting times at the passport and luggage control spots.
- On arrival at Donetsk, all the baggage was delivered to the passengers in a poorly lit area, before they entered the terminal building. This caused much confusion over the identification and reclaim of personal luggage.
- When leaving Donetsk for Kyiv, the flight was overbooked and it was rather difficult to find places available on the different flights to Kyiv that late afternoon, to ensure that the whole team was reunited in the capital the following morning to resume the visit according to the agreed agenda. At the check-in desks at Donetsk airport, there was complete chaos, as passengers were desperately trying to find their flights and the staff was losing control of the situation. No explanations were provided; moreover, there were no signs in the Latin alphabet and no announcements in English enabling foreign guests to understand what was going on.

In Donetsk, the team experienced at first hand that the requirements at the airport in terms of availability of information, quality of service and level of appropriate training for the staff are not yet at all fulfilled for a major event venue.

Such structural insufficiencies of the transport and accommodation policies, if not speedily resolved, could compromise all the mobility and hospitality policies for the EURO 2012 in the hosting city concerned.

The team notes the work being undertaken to improve the transport infrastructure (in particular the airports), and the capacity of the hotel accommodation, and urges the Ukrainian authorities to review these systems and respective capacities. (REC 16)

2.4.4. The importance of social and cultural events

Visiting supporters should be provided with sufficient facilities, for example fan parks, fan zones and other areas designed to host them for social and cultural events.

They should also have enough opportunities for friendly, relaxed encounters between opposing supporter groups, e.g. by offering activities they both can attend – such as joint fan parties, concerts, cultural events, street kick about areas, table soccer, painting walls, etc.

There will be a particular need to develop such a social and cultural programme in Donetsk, which will host one of the semi-finals. There is a risk that a lot of supporters will come without tickets to enjoy the event and the festive atmosphere of the game, and neither the city nor the region will provide large numbers of attractions for visitors.

2.4.5. The role of the municipalities and the involvement of the local population

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

The Council of Europe lays considerable stress on measures to prevent and eradicate racism and other forms of discrimination. In 2001, the Committee of Ministers' adopted a recommendation (Rec (2001) 6) to governments on the prevention of racism, intolerance and xenophobia in sport. The Ukrainian authorities will need to take this very seriously, especially in areas where the local population has experienced little exposure to people from other ethnic groups or cultures.

Subsequent to its visit, the team learned of a social responsibility project for EURO 2012 entitled RESPECT Diversity – Football Unites, mounted by a non-government body called Football Against Prejudices. Educational activities are an important part of the project. Football Against Prejudices also undertakes monitoring of racist incidents, together with the NGO Never Again, from Poland. The team was disappointed that no information was provided on this or other anti-discrimination activities during its visit.

The team was, however, advised of various programmes addressed to educating children, such as “red card to violence”, fight against racism, etc. Besides that, there are some local experiences, such as the members of the Dynamo Kiev Fans Club, which work with children to prevent violence.

The local authorities should also ensure that local inhabitants, especially from deprived neighbourhoods, are not excluded. The team was aware, for example, that the Donetsk region has a strong football following and is very proud of its local football club “Shaktar Donetsk”. The opportunity should therefore be taken to involve the local population and local supporters as much as possible in EURO 2012.

The team is convinced that municipalities must be encouraged to participate actively in the preparation and management of large sports events; this is particularly true for the EURO 2012. Partnerships are essential in order to define the responsibilities of each party involved in the event. Such a partnership strategy may enable supporters and local inhabitants to be included in a positive way.

Cities need to have the legal capacity and the necessary financial resources to play this key role and to take measures to prevent violence in sport. They could, for example, organise side events for supporters in between the matches or for those who could not attend the event and make sure that these side events are intercultural and bring people from different backgrounds together.

They could ensure the support and involvement of the local population by informing them and encouraging them to participate in the event, making special use of the know-how and skills of local supporters and making sure that local fan groups and fan cultures were taken into consideration in the planning. During the visit, the team was informed that local supporters would be involved in the hospitality policy. However, it was difficult for the team to have a clear view as to the level and extent of this involvement. Experience has shown that a prior and genuine involvement of local supporters has been instrumental in preventing many conflicts.

The Ukrainian cities could for example:

- make proper arrangements, in close co-ordination with the organising committee and police, for local transport to facilitate the influx of supporters, to ensure the smooth circulation of supporters by whatever means of transportation is chosen; travel options should be available in all price categories;
- provide adequate accommodation to meet the needs of different income groups, including youth hostels, camp sites, renting houses, etc.;
- arrange for sufficient catering in all price categories;
- provide sufficient information for visitors at the sports event and, in this connection, make necessary arrangements with tourist offices;
- encourage local businesses to take part in the event; ensure that they comply with local alcohol policy relating to the event and contribute to the overall hospitality scheme by offering event-oriented services and products.

The team recommends that the Ukrainian authorities encourage the municipalities to participate actively in the preparation and management of EURO 2012 as described in this report. (REC 17)

2.4.6. The organisation of public viewing areas

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

Public viewing areas have been extensively and increasingly used during recent big football tournaments such as the 2006 World Cup in Germany (the number of public viewing spectators reached 14 million, while there were only 3.2 million spectators attending inside the stadia) and EURO2008 (Austria counted approximately 2.5 million supporters while Switzerland had 4.5 million visitors at public viewing events). Public viewing areas also frequently become focal points for supporter ‘get-togethers’ on non-match days during the tournaments.

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

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

The organisation of these public viewing areas should be prepared carefully in such a way that the supporters may participate in this event and watch the match in a friendly, enjoyable and safe environment. Consequently the organisation should be subject to a thorough risk assessment by the police and must require strict safety and security measures similar to those which are adopted within the stadia to minimise safety and security risks.

The team recommends that the Ukrainian authorities make full use of the specific Recommendation of the Standing Committee (Rec (2009) 1) on the use of public viewing areas at large scale sports events. (REC 18)

2.4.7. The organisation of fan embassies during EURO 2012

The team understood that the fan embassy programme is supported at national level by the State Service for Youth and Sport and that the State Service is working with Football Supporters Europe (FSE) and UEFA to set up fan embassies in the four hosting cities.

Fan embassies – as a service of information and support for supporters by supporters – can have an important influence on preventing violence, as shown by the experience of previous football tournaments. The Standing Committee has considered over many years that this concept of fan embassies is part of the general overall concept for prevention in major international tournaments. It promoted the concept in a general recommendation in 2003 on the role of social and educational

measures in the prevention of violence in sport (Rec (2003) 1). Well-informed fans feel comfortable; people who feel comfortable remain relaxed!

The team was therefore very pleased to see that the implementation of the recommendation was being planned in advance for EURO 2012 and would encourage the further implementation of fan embassies in the Ukraine, as follows:

- the four host cities should invest seriously in this project and play an active role in its implementation;
- the police should show interest, recognise the concept, develop exchanges with the people in charge and ensure permanent communication channels with them;
- the fan clubs should invest more, recruit enough volunteers to work in the fan embassies and see the benefits they could bring for the future of football and fan culture in the Ukraine.

The team recommends that the Ukrainian authorities make full use of the Recommendation of the Standing Committee (Rec (2003) 1) on the role of social and educational measures in the prevention of violence in sport. (REC 19)

2.4.8. The language issue

One of the issues of this tournament is the language barrier. The authorities should make sure that all information is available in every language required by the event and should use all kind of modern means of communication to distribute the information in advance: websites, social networks, etc. Volunteers with foreign language skills will therefore be of crucial help for the police, the stewards, the accommodation and catering services and along the transportation routes.

The Ukrainian authorities should also recognise that most supporters from other countries will not be familiar with the Cyrillic script. The provision of signs in the Latin script should reduce the likelihood of confusion and limit the number of routine enquiries to the volunteers.

3. Conclusions and summary of recommendations

3.1. *General conclusions*

The team noted that preparations for EURO 2012 have required some significant organisational and cultural changes. While much remains to be completed, the progress has been encouraging. The development of a new legal base, the introduction of stewarding, the dialogue with supporters' associations and the design and management of the Donbass Arena are all noteworthy positive developments.

However, the team was concerned that the Ukrainian authorities at all levels focused more on the text of the law than on practical operational issues based on dynamic risk assessment and an integrated safety and security approach. The relative roles and relationships of the various agencies, both in government and in the field need clarification in order to achieve a clear integrated structure.

Given the timeframe, the team focused primarily on the preparations for and arrangement of EURO 2012. This should not, however, be the end of the story. Instead, it should provide the springboard for the further development of the management of professional football (and perhaps also other mass events) in the Ukraine over the coming years.

The team therefore recommends to the Ukrainian authorities that they take UEFA EURO 2012 as a benchmark in football safety and security and that they record all the good practices learnt, or adopted, before and during this tournament so as to apply, or implement, this know-how in their regular national competitions afterwards for the national benefit. (REC 20)

The following detailed comments should be seen in this context. They are intended to assist the Ukrainian authorities stage a successful EURO 2012 and should not be interpreted as criticism against the background of the Council of Europe's T-RV Convention Programme on the Compliance with commitments,

3.2. *Summary of recommendations*

Following its consultative visit to Ukraine, in the context of the safety and security preparations for the final phase of the European Football Championship (EURO 2012),

Having regard to its general conclusions listed above,

The Standing Committee's delegation:

Legal issues

- 1) Recommends that the Ukrainian authorities adopt and implement the new legislation on football events without delay;

Co-ordination structures

- 2) recommends that an integrated safety and security concept, incorporating both public and private elements, should be completed and adopted as soon as possible by the Ukrainian authorities;

- 3) Encourages the Ukrainian authorities to ensure that organisational responsibilities (who is responsible for what and who has the final decision), at central, regional and local levels, are clearly defined and identified;
- 4) Considers the stewarding model in place at the Donbass Arena in Donetsk should be regarded as a standard of reference at the national level, which needs to be implemented in the other three host cities as soon as possible, in order that spectators may become familiar with the new concept of stewarding;
- 5) Commends the Ukrainian authorities for the high standards of construction and management achieved at the Donbass Arena in Donetsk, and recommends that this provide the model for adoption in the other three Ukrainian host cities;

Policing

- 6) Recommends a balanced deployment of police officers, gradually decreasing from the outer perimeter to the inside of the stadium, according to the dynamic risk assessment and the UEFA requirements, having regard to an integrated approach;
- 7) Recommends that the Ukrainian authorities ensure that the NFIP plays a central role during EURO 2012 and thereafter, and clarify how the PICC will operate as the central information exchange body;
- 8) Recommends that the use of different levels of police intervention should have regard to, and make full use of, the football intelligence officers and the spotters;

Crowd management and stewarding

- 9) Recommends that the Ukrainian authorities should review the general approach of their stewarding policy to ensure that spectators are positively managed, albeit in a friendly low-key manner;
- 10) Recommends that the Ukrainian authorities identify the necessary safety and security resources based on a dynamic risk assessment and not simply on legal provisions;
- 11) Recommends that the Ukrainian authorities make every effort to complete the remaining stadia so that the safety and security management personnel can be appointed for each stadium and arrangements can be properly tested and consolidated, in particular through test matches, in accordance with the UEFA EURO 2012TM tournament conditions;
- 12) Recommends the clarification of roles and responsibilities between the stewards and the crowd control service and the police;
- 13) Recommends that the recruitment, training and development programme of stewards, be it from among the students of police institutes or from among private security companies, must be agreed and implemented without delay;

Welcoming and caring for supporters

- 14) Urges the Ukrainian authorities to recognize the need for a balanced approach between preventative and repressive measures;
- 15) Encourages the Ukrainians authorities to invest in hospitality and to focus on a customer care approach, both for visiting supporters and the local population, including fan associations making full use of the Recommendation (Rec (2010) 2) of the Standing Committee on hospitality principles;
- 16) Notes the work being undertaken to improve the transport infrastructure (in particular the airports), and the capacity of hotel accommodation, and urges the Ukrainian authorities to review these systems and respective capacities;
- 17) Recommends that the Ukrainian authorities encourage the municipalities to participate actively in the preparation and management of EURO 2012 as described in this report;
- 18) Recommends that the Ukrainian authorities make full use of the specific Recommendation of the Standing Committee (Rec (2009) 1) on the use of public viewing areas at large scale sports events;
- 19) Recommends that the Ukrainian authorities make full use of the Recommendation of the Standing Committee (Rec (2003) 1) on the role of social and educational measures in the prevention of violence in sport.

General conclusions

- 20) Recommends to the Ukrainian authorities that they take UEFA EURO 2012 as a benchmark in football safety and security and that they record all the good practices learnt, or adopted, before and during this tournament so as to apply, or implement, this know-how in their regular national competitions afterwards for the national benefit.

C - COMMENTS BY UKRAINE

The Ukrainian authorities consider the report comprehensive, accurate and correct. Moreover, we find the report and its recommendations extremely valuable.

EURO 2012 offers Ukraine a real opportunity to take a step forward towards European integration, providing a valuable learning experience and unique possibility for government to develop its infrastructure and economy, and improve legislation and procedures particularly relating to safety and security at football matches.

It should be noted (with reference to Section 1.2.2 of the report) that on the day of the expert visit to Ukraine the draft Law “On the peculiarities in ensuring safety and public order in connection with the preparation and conduct of football matches” was debated in the Verhovna Rada (the Parliament) of Ukraine at second hearing. This law has now been passed. As part of the improvement process, the text of Law was amended by the Law Enforcement Legislative Provision Committee of the Verhovna Rada. The proposals submitted by the Ministry of Internal Affairs of Ukraine on the establishment of international co-operation in ensuring safety and security during football matches, particularly on co-operation with the T-RV Standing Committee, were excluded from the Law.

With reference to Sections 2.3.3 and the 2.3.5 of the report, we would like to note that at the time of the expert visit, the Ukrainian Ministry of Internal Affairs, on the initiative of the National Agency for the preparation and hosting of the final part of the European Football Championship 2012 in Ukraine and the realisation of infrastructure projects (Ukreuroinfraproject) discussed the possibility of involving students of military academies as stewards at the stadiums during the EURO 2012. But in the abovementioned Law, passed subsequent to the expert visit, it is clearly defined that a steward is an appropriately trained individual who assists in ensuring safety, public order and security in sports facilities in accordance with concluded agreements. The Ministry of Justice of Ukraine has stated that the involvement of students of military academies as stewards during the EURO 2012 does not comply with the requirements of Ukrainian legislation. In this regard, the Ministry of Internal Affairs of Ukraine on 1 October 2011 took the decision to stop the training of stewards among the students of military academies and prohibited their employment as stewards.

We greatly appreciate the professionalism of the evaluation team during the visit and would like to thank them for the satisfaction they expressed. The Ukrainian authorities will make every effort to comply with the Council of Europe’s recommendations and thereby improve the organisation of the EURO 2012.

APPENDIX I - Programme of the consultative visit of the T-RV Standing Committee experts to Ukraine (Donetsk / Kyiv, 5-9 June, 2011)

Sunday 5 June

Arrival of delegation in Donetsk

Monday 6 June

Preparatory meeting of the T-RV Standing Committee experts (*RSK "Olimpiyskiy"*)

Meeting with the representatives of the Football Federation of Donetsk and the representatives of the Department on the preparation to EURO 2012 of the Donetsk Regional Administration (*RSK "Olimpiyskiy"*)

Meeting with the organizers of the match, the administration of the stadium, representatives of the stadium responsible for security and safety issues. Acquaintance with the structure, management, activity of the safety and security services and services of stewards and volunteers (*Donbass Arena*)

Donbass Arena Tour; visit of the museum

Dinner hosted by the Donetsk Regional Administration

Inspection of the stadium from the outside and the vicinity followed by football match Ukraine-France

Tuesday 7 June

Meeting with the representatives of the Donetsk Committee on Organizing EURO 2012, the representatives of the state authorities responsible for safety, security, sport issues, work with supporters and representatives of supporters' organizations (*RSK "Olimpiyskiy"*)

Departure to Kyiv

Wednesday 8 June

Meeting in the State Service for Youth and Sports of the Ukraine (with the participation of representatives from MFA, Council of Europe Office, and supporters' organizations)

Meeting in the National Agency on preparation and hosting the final part of the European Football Championship 2012 in the Ukraine and realization of infrastructure projects with the Deputy Chairman of the National Agency

Meeting with the Football Federation of the Ukraine

Meeting with the Ministry of Internal Affairs of the Ukraine

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The concluding meeting of the T-RV Standing Committee experts (*State Service for Youth and Sports*)

Dinner hosted by the State Service for Youth and Sports of the Ukraine.

Thursday 9 June

Departure of delegation

APPENDIX II - List of participants in the different meetings in Donetsk and Kyiv**Meeting at RSK Olimpiyskiy in Donetsk – 6 June 2011**

Yuriy Makarnitskiy	Head of Department on EURO 2012 issues, Donetsk Regional State Administration
Oleg Svinarenko	Deputy Head of Department on EURO 2012 issues, Donetsk Regional State Administration
Irina Morozenko	Deputy Head of Department on EURO 2012 issues, Donetsk Regional State Administration
Nataliya Tochilova	Deputy Head of Department of Physical Culture and Sports, Donetsk Regional State Administration
Vadim Tolstoy	Expert on Security of Department on EURO 2012 issues, Donetsk Regional State Administration

Meeting at Donetsk Regional LOC EURO 2012 – 7 June 2011

Nikolay Volkov	First Deputy Chairman of Donetsk City Council, the Ukraine
Ivan Bashta	Deputy Chair of the Donetsk Main Regional Department of the Ministry of Internal Affairs of the Ukraine
Yuriy Makarnitskiy	Head of Department on EURO 2012, Donetsk Regional State Administration
Oleg Svinarenko	Deputy Head of the Department on EURO 2012, Donetsk Regional State Administration
Viktor Dubovik	Head of the Donetsk Main Regional Administration of the Ministry of Internal Affairs of the Ukraine
Vladimir Zaytsev	Head of the department of Donetsk Main Regional Administration of the Ministry of Emergency Situations of the Ukraine
Viktor Putsev	Head of the Co-ordination Group Office of the Anti-terrorist Centre of the Donetsk Regional Administration of Security Service of the Ukraine
Viktor Kirbaba	Head of the Department on Physical Culture and Sports, Donetsk Regional State Administration
Ivan Gayvoronskiy	First Vice-President of Donetsk Region Football Federation
Vladimir Kolesnik	Senior Specialist of Health Protection Department, Donetsk Regional State Administration
Dmytriy Trapeznikov	President of sport club of supporters "Patriot"
Dmytro Gladchenko	Head of the Division on work with supporters, FC "Shakhtar"
Roman Romanov	Head of the Policy Division of Public Security of the Donetsk Main Regional Department of the Ministry of Internal Affairs of the Ukraine
Sergiy Burgela	Head of the Security Service of Stadium Donbass Arena
Aleksandr Atamanenko	Director of the Stadium Donbass Arena

Meeting with the State Service for Youth and Sports of Ukraine in Kyiv – 8 June 2011

Ravil Safiullin	Chairman of the State Service for Youth and Sports of the Ukraine
Sergiy Gluscenko	First Deputy Chairman of the State Service for Youth and Sports of the Ukraine
Valerii Zhuliaiev	Head of the Division of International Co-operation and European Integration
Sergiy Mykhaylenko	President of the Fan-Club of FC "Dynamo-Kiev"

Meeting at the Football Federation of the Ukraine – 8 June 2011

Borys Voskresenskiy	Vice-president of FFU, Head of FFU Stadia and Security Committee
Oleg Zapadniuk	Head of the Unit on Safety and Security, LOC EURO 2012 Ukraine
Vadim Goldin	Deputy Head of Stadia and Security Committee, FFU
Yuriy Ivanchenko	Specialist of Stadia and Security Committee, FFU
Vladislav Buchkin	Specialist of Stadia and Security Committee, FFU

Meeting with the Ministry of Internal Affairs of the Ukraine – 8 June 2011

Ivan Ozhelivskii	First Deputy Head of NCB Interpol in the Ukraine
Anatolii Movchan	Deputy Head of the Division on Safety of Mass International Events, Ministry of Internal Affairs
Valerii Sokurenko	Pro-rector of the National Academy of Internal Affairs of the Ukraine
Eduard Kaluhin	Head of the EURO 2012 Unit, Department of Public Security Police, MIA of the Ukraine
Vladimir Sherstniiov	Head of European Integration Unit, International Relations Department, MIA of the Ukraine
Denys Movchan	Deputy Head of the Major International Event Security Unit (NFIP) of NCB Interpol in the Ukraine
Yaroslav Krasiokha	Deputy Head of the EURO 2012 Unit, Department of Public Security Police, MIA of the Ukraine
Yurii Manin	Special senior inspector of the Major International Event Security Unit (NFIP) of NCB Interpol in the Ukraine (interpreter)

Concluding meeting with the Ukrainian authorities – 8 June 2011

Sergiy Gluschenko	First Deputy Chairman of the State Service for Youth and Sports of the Ukraine
Valerii Zhuliaiev	Head of the Division of International Co-operation and European Integration
Denys Movchan	Deputy Head of the Division on Safety of Mass International Events, Ministry of Internal Affairs of the Ukraine
Oleg Zapadniuk	Head of the Sector on Safety and Security, Local Organizing Committee EURO 2012 in the Ukraine
Ivan Tokarenko	Senior specialist of the Division on security, the National Agency on preparation and hosting the final part of the EURO 2012 in the Ukraine and realization of infrastructure projects
Sergey Mykhaylenko	President of the FC "Dynamo-Kiev" Fan-Club
Iryna Belyayeva	Senior Specialist of the Division of International Co-operation and European Integration