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

**Project on Compliance with Commitments
Switzerland's compliance with the Convention**

Reports by:

Switzerland

The Evaluation Team

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A. REPORT BY SWITZERLAND

SUMMARY

Outbreaks of violence at sports events do not constitute a real threat to Swiss domestic security. Depending on the event concerned, they nonetheless pose a risk which must not be taken lightly. Identifying the fans likely to commit acts of violence is a fundamental step towards combating and preventing hooliganism, since the troublemakers must then expect to be spotted and to be held personally responsible for their behaviour in the courts. Establishment of a national data bank on hooliganism, currently under way, is essential to achieving this objective.

In Switzerland, there is efficient and effective co-operation between the various public authorities responsible for sports security and event organisers, sports federations and clubs. The joint will to combat violence in sport exists.

Switzerland today has an appropriate range of legal measures to combat violence in sport. These measures will nonetheless be improved and supplemented over the next few years, particularly in the run-up to the football World Cup being held in Germany in 2006 and EURO 2008, which will be hosted by Austria and Switzerland.

As a State Party to the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches, Switzerland is automatically entitled to participate in the annual meeting of the Convention's Standing Committee.

CHAPTER 1: OVERVIEW

1 Introduction

Under Article 68 of the Swiss Federal Constitution it is for the Confederation to "promote sport, particularly sport education". The state's main role accordingly consists in ensuring conditions conducive to the development of sport in terms of social well-being, stability, education, health, security and public infrastructure.

To fulfil its role, on 11 December 2000 the Federal Council adopted a new "Concept for a National Sports Policy". This document sets out the main lines of the government's future policy with a view to promoting physical activity and sport. These primarily concern health, education, performance, the economy and sustainability. This new concept should also enable the Federal Council to ensure that Switzerland honours the commitments it has entered into within the Council of Europe, particularly under the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches, which it ratified on 16 August 1990.

The economic and structural factors behind the development of sport are becoming increasingly complex. This development in sport, particularly from a commercial standpoint, may create new problems in some areas, such as doping, violence and corruption. Thanks to this concept, Switzerland is equipped to counter these side-effects of sport, in co-operation with all the relevant partners, so that sport can continue to develop in a credible, positive manner.

Outbreaks of violence at sports events in Switzerland are rare, and hooliganism poses no real threat to domestic security. An increase in fights at football and ice-hockey matches has nonetheless been noted in recent years. A low to medium risk of violence linked to hooliganism must be taken into account, depending on the venue and the teams taking part. Attacks on police officers and security staff or spectators are increasingly frequent and unpredictable. However, the situation must not be exaggerated, since the number of incidents causing security problems at large sports events remains small.

2 Portrait

The authorities responsible for security matters estimate that there is a hard core of 250 to 300 hooligans in Switzerland. Sympathisers are excluded from this figure. Although no clear distinction can be drawn between urban and rural areas, hooliganism primarily occurs in the conurbations of Zurich, Basel, Berne and Lugano. Swiss hooligans are mainly men aged between 15 and 35 and do not belong to any specific social class. The image of the unemployed youngster from a poor background therefore does not correspond to reality. The primary traits which all hooligans have in common are chauvinism, racism and a total disinterest in politics.

Violent fans do not gather solely in stadiums and their immediate vicinity, but their meeting places are increasingly to be found near railway stations and in inner-city pedestrian areas. Incidents can take place anywhere, inside or outside city centres. This means that places having no link with a sports tournament may become battlegrounds for groups of fans. For instance, in March 2003 English hooligans perpetrated acts of violence in Zurich, although their national team was playing a qualifier match for EURO 2004 the following day in Vaduz against Liechtenstein.

Swiss hooligans increasingly carry objects intended to serve as weapons and possess fireworks, flares and pepper spray. Use of mobile phones and the Internet means that the hooliganism scene is better organised. Meeting places planned on the Internet can be changed instantly by sending an SMS, which poses serious problems for the security forces.

3 Right-wing extremism and hooliganism

A growing tendency towards politicisation of violence has been noted in Zurich since 2002, although only a minority of individuals use the sports scene to publicise their demands (social problems, such as the housing shortage, have been raised). The skinhead movement and sympathisers of small right-wing extremist groups increasingly attempt to recruit new members among football fans. However, there is no football stadium in Switzerland where the majority of fans are far-right sympathisers. Chanting pro-nazi slogans can be a form of provocation, the aim being to draw media attention and make oneself known. The skinheads and the hooligans make common cause in committing acts of vandalism against the security forces. The extent of the far right's influence on fans varies from one city to another and is linked to the general direction of local right-wing extremism. The media often treat the terms "hooligan", "skinhead" and "neo-nazi" as synonyms, which does not reflect the true state of affairs. Nonetheless, hooligans lean more towards the far right than the far left, and there are many categories of sympathisers.

Unlike the distinctive clothing adopted by skinheads, there is in principle no clear way of telling that someone belongs to hooligan circles. However, although they wear entirely conventional dress, the majority of hooligans tend to keep their hair short and show a preference for hooded tops and the Chiemse, Diesel, Umbro, Blue-System and Chevignon brands of clothing. Although they sometimes attend football matches out of interest, skinheads constitute a danger for other spectators, especially when in bands. Even where they behave properly, skinheads congregating in a stadium may be regarded as a provocation by other gangs, and this may lead to acts of violence.

3.1 The current situation in Switzerland

In 1999 the tough faction of the far right included 600 to 700 skinheads. In 2000 the figure had risen to 800 or 900. By 2002 over 1,000 could be counted, with big disparities between regions. The growing number of skinheads is due partly to the arrival of a new generation and to the fact that they are recruited at an ever-younger age, notably from among the hooligans. The skinheads' average age is between 16 and 22. Most newcomers join the movement as a result of attending skinhead concerts and gatherings. In the mid-nineties the Internet became another means of recruitment.

In 2000 far-right extremist groups tended to perpetrate more acts of violence; this is clear from the statistics on offences committed and penalties imposed. Following a number of incidents in the summer of 2000, in particular after skinheads disrupted the speech given by the President of the Confederation on the "Rütli meadow" on Swiss national day, the Federal Council and the political authorities were obliged to consider the political implications of the situation. This led to the establishment of a working group with the task of devising legislative measures to combat and prevent far-right violence at the national and international levels.

In 2001 a decrease in attention-grabbing provocation was noted. This can mainly be attributed to a desire by certain groups, such as the PNOS¹, to change their profile and position themselves as political forces. This new direction was apparently incompatible with a reputation as aggressive, violent bullies. These groups often lack a formal structure, and resort to frequent changes of name. Members also often come and go. This makes it very difficult to obtain precise information on the number of far right groups and their membership.

It is to be noted that the typical representative of the far right is increasingly young in age and, after consuming alcohol, no longer hesitates to commit crimes such as vandalism, physical assaults or racist offences. The emergence of small unstructured groups with no political message to convey is most frequent in rural areas of Switzerland. Some groups are long-standing and have a fairly stable membership - these include the "Hammerskins", the "Morgenstern" and the "Patriotischer Ostflügel". As already mentioned above, certain far-right groups, such as the PNOS, have recently been attempting to establish themselves on the political scene.

Organising far-right protest marches is a fairly recent trend. Marches were held in early 2003 to demonstrate against paedophiles, globalisation and the war in Iraq. However, attendance at these events remains low, and more often than not the general public knows nothing of them.

4 High-risk groups

In Switzerland fans are classified in three risk categories:

- Category A corresponds to peaceful fans, who describe themselves first and foremost as sport lovers. These fans behave as consumers; they are there to watch the game, whether they are seated or standing on the terraces.
- Category B corresponds to potentially violent fans, who are loyal to their team above all else. Their leisure activities are closely linked to the fan club, which generally includes their circle of friends. They regard the part of the stadium they occupy as their territory.
- Category C corresponds to the hooligans and violent activists, who regard sport as a pretext and are there for "the show" and some action. Action means violence. Unlike category B fans, which can nonetheless be regarded as sport-focused, the hooligans are above all looking for a fight with fans of the opposing team and ultimately the police. They have only a scant interest - or absolutely no interest at all - in football or ice hockey.

Since early 2001, specialists have been observing the emergence of a new group of very young fans in the Zurich area, most of whom come from immigrant backgrounds. They are known as "E-fans" (Erlebnisorientierter Fans - thrill-seeking fans), since they are mainly looking for action and strong emotions. These fans can be found in a range of locations, from a May Day parade to an anti-fascist demonstration or a football or hockey match.

"E-fans" increasingly show an aggressive attitude towards authority and regard the police as their enemy. When looking for a fight, they will turn against the police, especially if they do not find another adversary. Often, they will also attack A-category fans, before, during and above all after a match. The hooligans differ from the "E-fans" to some extent, in that they are mainly seeking a clash with an enemy gang of hooligans in the sports ground itself.

¹ Partei National Orientierter Schweizer

5 Alcohol use

Contrary to a widespread belief, alcohol plays only a small role in hard-core hooliganism. Those in the know say that it is use of cocaine or "uppers" which predominates in the circles concerned. The leaders of these violent activists carefully plan their tactics for circumventing and outwitting the security staff so as to come to blows with the rival team's fans. During key matches or encounters between traditionally rival clubs nothing is left to chance. In such cases excessive alcohol consumption could cause the gangleaders' well-laid plans to fail. Alcohol and drugs play a role above all in category B and can considerably influence the conduct of those fans, whose propensity for violence varies according to the circumstances.

6 Hierarchy and communication

There is a strong hierarchy among hooligans. There are few real leaders or persons with sufficient strength of character to dominate an entire group and push it to commit violence. Those who have such influence are the only ones who communicate with the police, the security staff or the club. In categories A and B a willingness to engage dialogue can be observed, but not in category C.

7 A mass activity

Hooligans melt into the crowd and always seek to cloak their actions with anonymity. Participating in a group action gives them a sense of security and of being relieved of individual responsibility. It is for this reason that it is essential to end the anonymity of fans adopting violent forms of behaviour in order to advance the cause of prevention of violence in sport. Once they can be identified, the troublemakers must expect to be held to account for their actions with all the attendant consequences (award of damages, civil and criminal liability, etc.). This necessitates the establishment of a central data bank. Aware of this need, on 12 February 2003 the Federal Council launched a consultation procedure on a bill providing, *inter alia*, for the creation of a national data bank on hooliganism.

8 International aspects

Unlike other countries, Switzerland has so far not suffered any serious outbreaks of violence during matches played by its national team, whether at home or abroad. Swiss hooligans focus above all on matches between club teams. At the same time, the Swiss football team does not have any traditional rivals, against whom fans hold a historical grudge likely to lead to systematic flare-ups of violence.

9 Multiculturalism

Many immigrant workers, refugees, expatriates and asylum-seekers have made Switzerland their second home and contribute to the country's cultural diversity. A large number of them belong to sports clubs founded and managed by their fellow countrymen, whether Portuguese, Italian, Spanish, Turk or nationals of former Yugoslavia. Hostility between these communities may result in outbreaks of violence, particularly between football clubs, including in the

lower leagues. Championship matches have already been suspended for this reason.² In view of the large number of foreigners living in Switzerland and the size of the communities represented, international match organisers could run into serious problems. It is nonetheless possible to distribute ticket sales in order to separate rival fans and prevent clashes from taking place.

10 The Swiss central anti-hooliganism organisation

10.1 Background

Setting up this central organisation (the *Centrale suisse du hooliganisme*) represented a major step forward in the efforts to tackle hooliganism and violence in stadiums. It covers all of Swiss territory and currently takes the form of a project group, which holds two meetings per year. Its members come from all the Swiss regions and are either practitioners or legal specialists. They include representatives of the Federal Office for Police, the railway police, the Swiss Football Association and the Swiss Ice Hockey League.

10.2 Objectives

- Constant supply of information on possible misbehaviour at sports events and mass gatherings to all the local police forces concerned within Switzerland.
- Centralisation of all data on acts of violence perpetrated at matches organised by the Swiss Football League and the Swiss Ice Hockey League.
- Evaluation of data available at national level, support and advice for the police authorities concerned.
- Recording and handling all relevant data on hooliganism throughout Switzerland.
- Regular review of the situation in the spheres of football and ice hockey.
- Fostering communication between the police and groups of troublemakers.
- Development of a system for the exchange of information at federal level.
- Centralised data processing, i.e. management of a provisional data base on hooliganism, which has the effect of ending the anonymity formerly enjoyed by fans inclined to be violent.
- Co-ordination with special units abroad.

The information distributed by the central organisation to all Swiss police forces will make it possible to optimise security arrangements at high-risk events.

10.3 Decentralised units

Municipal police forces have been invited to set up specialist units in co-operation with their local A and B league sports clubs. These units, staffed by police officers, can make a very effective contribution to ending troublemakers' anonymity, since they have very precise knowledge of the local situation. Their main role consists in forwarding all recent news and relevant information to the central organisation. In return, they receive reports, requests, recommendations and warnings from the central level and from other police forces.

² An example is offered by a match held in July 2003 in Kriens as part of an international tournament. During the final, opposing Dinamo Zagreb and Partisan Belgrade, fights broke out between both players and club officials.

CHAPTER 2: LEGAL AND POLICY FRAMEWORK

1 Competence of the Confederation and the cantons in matters of domestic security during major sports events

1.1 General observations

The Swiss Confederation is a democratic state governed by the rule of law, with a federal system of government, and responsibility for public order and security is vested in the 26 cantons. Major sports events may pose risks from the standpoints of public order and safety, in particular for assets protected by law, such as life, health, freedom, property, the heritage, etc. Responsibility for security matters in connection with such events is determined in accordance with the distribution of powers and responsibilities laid down in the Constitution.³

1.2 Distribution of powers and responsibilities

The cantons have supreme authority in matters of policing.⁴ This primary competence is in principle also conferred on them with regard to privately organised large-scale events or international conferences.⁵ Whether an event is public or private in nature has no impact.

The cantons can also delegate responsibility for police tasks to the municipalities. So as to guarantee security within their territory, the cantons have access to the following resources, depending on the urgency of the situation and the degree of danger: their own police units, police units from other cantons, mobilisation of army troops by the Confederation at the canton's request,⁶ back-up troops.⁷

As a result of this distribution of powers and responsibilities, Switzerland has no police security forces at federal level, since the cantons and the cities are responsible for maintaining public safety and order within their own jurisdiction. In matters of police co-operation, this means that constant, close co-ordination must be maintained. Co-ordination activities are primarily organised through four policing agreements, each concluded between a number of neighbouring cantons. These agreements also provide for mutual support, in the form of supply of equipment and human resources to a partner canton which has to manage a large-scale event or an exceptional situation. The Confederation may also request cantons to make police officers available for inter-cantonal missions.

³ Article 57, para. 1, provides:

" The Confederation and the cantons shall make provision for national security and protection of the population within their respective fields of competence."

⁴ Message relating to a new federal constitution, FF 1997 I 237; A. Ruch, *Äussere und innere Sicherheit der Schweiz*, in: *Verfassungsrecht der Schweiz*, Zurich 2001, § 56 Rz. 33ff.; U. Zimmerli, *Bund-Kantone-Gemeinden*, in: *Die neue Bundesverfassung*, Berne 2000, S. 43; P. Saladin, in *Kommentar BV*, Art. 3 Rz. 132; also see Article 4 of the Federal Law of 21 March 1997 introducing domestic security measures (LMSI; RS 120), which vests each canton with chief authority for domestic security within its borders.

⁵ Cf. ATF 125 I 227 E. 12 S. 247s

⁶ Art. 83, para. 5, LAAM (Federal Law on the Army and Military Administration) and decree of 3 September 1997 on use of the army to maintain order at events (OSO; RS 513.71).

⁷ Art. 67 LAAM (protection of infrastructure, protection of conferences, protection of persons, escort duties and other similar missions, cf. Art. 2 of the decree on use of the army to provide protection for persons and property [OPPB; RS 513.73]).

Although the primary competence for domestic security is conferred on the cantons, under Article 52 of the Constitution the Confederation is vested with subsidiary competence for state security. Under the provisions in force, the Confederation is required to intervene, in the interests of the canton concerned, only where the canton's own forces and forces requisitioned from other cantons are insufficient. As a last resort army troops may be mobilised to maintain order, where the civilian authorities' resources prove inadequate to contain a serious threat to domestic security.⁸

1.3 Co-operation between the Confederation and the cantons concerning security at EURO 2008

In its message of 27 February 2002 concerning the contributions and services to be provided by the Confederation in connection with the European Football Championship in 2008 (EURO 2008, hosted by Austria and Switzerland), the Federal Council states:⁹

"In view of Switzerland's federal organisation, competence in security matters is vested in the cantons and municipalities where the football stadiums are located, namely Zurich, Basel, Berne and Geneva. In the context of EURO 2008, the Federal Office for Police will have only three areas of responsibility:

- *real-time analysis of the situation at the national and international levels (managing an information network similar to that of the World Economic Forum);*
- *co-ordination of mobilisation of an intercantonal police contingent, where an organising canton so requests;*
- *anti-terrorism measures and security of persons enjoying special protection under public international law (heads of state, members of governments, members of royal families, etc.), in co-operation with local police forces.*

In these three areas the Federal Office for Police will be required to assist the relevant police headquarters or a co-ordinator of operations appointed by the latter, to prepare a balanced security plan for EURO 2008. The plan will include the possibility of mobilising the army to provide the intercantonal police contingent with subsidiary, back-up support."

Security will first and foremost be handled by the police headquarters of the cantons of Geneva and Basel-City and the cantons and cities of Bern and Zurich. They will be responsible for security during matches, in their own fields of competence and in co-operation with the Confederation and the organisers. The fire, emergency and health services will be included in the arrangements. This organisation of powers offers the advantage of giving responsibility for all security matters to a single police authority and a single police commander for each match venue, thereby avoiding conflicts of authority and loopholes in the security system.

The competent police authority will thus be perfectly familiar with the venue and local conditions. At the same time, more co-ordination is necessary when security must be guaranteed at four different venues. To that end, the Federal Monitoring Centre (*centre fédéral de situation*) will be responsible for gathering information and maintaining contact with the associations and with foreign police authorities. A central coordinating body, comprising representatives of the Confederation and of the police authorities of the four host

⁸ Art. 83, para. 1, LAAM and Art. 1 and 2 OSO; Häfelin/Haller, a.a.O, Rz. 449.

⁹ FF 2002 2484

cities, will ensure that the security standards are observed in all the cities and all the stadiums and will co-ordinate mobilisation of back-up police forces.

1.4 Sports organisations' responsibilities

1.4.1 General observations

It is the clubs and sports federations which have primary responsibility for security inside stadiums, in line with the standards laid down by the umbrella international organisations. For instance, in the sphere of football, FIFA requires national associations hosting an international tournament to ensure compliance with the law and maintain order and security inside stadiums, where necessary in co-operation with the competent authorities. Similarly, UEFA has issued instructions on in-stadium security for all matches played as part of its competitions.

In Switzerland, the national federations relay the measures imposed by the international federations and in turn require Swiss clubs to apply those measures during national competitions. For example, the Swiss Football Association (ASF) has made it a rule that the clubs are responsible for maintaining order and discipline on the pitch and in and around the changing rooms before, during and after a match. The clubs participating in the Super League and the Challenge League have consequently adopted security regulations, setting out in detail a club's obligations in security and prevention matters.

The situation is the same for ice hockey. The national league has also adopted security regulations which confer prime responsibility for security within the sports stadium and in its immediate vicinity on the club hosting a match, in its capacity as organiser.

In both sports, where acts of violence are perpetrated and damage is caused, match organisers can be held liable if it can be shown that they failed to take all the security measures required under the relevant regulations. Severe penalties, ranging from a fine to suspension of the stadium, can be imposed.

1.4.2 Violent incidents within sports venues

Despite the measures taken by the clubs, the federations and the Swiss Olympic Association (see paragraph 1.4.3), an increase in violent incidents was recorded in 2001 in both football and ice hockey.

In the case of football, 55 breaches of the security rules laid down by the Swiss Football League were noted during the 2000/2001 season. The figure rose to 73 in 2001/2002, and to 86 in 2002/2003, for a total of some 2 million spectators in the first and second divisions combined. The main forms of violence were use of fireworks and flairs, throwing of objects and pitch invasions.

1.4.3 Measures taken by sports organisations

In April 2001 the Federal Department of Defence, Civil Protection and Sport (DDPS) announced that immediate measures were to be taken to tackle the problem of violence in sport. In the light of a report on the subject presented by a group of experts, the Swiss

Olympic Association decided to establish a standing working group in this field. This group of experts holds two to three meetings per year. Its task is to devise an overall security strategy and framework security regulations for sport in Switzerland. With regard to sports events involving a high risk of violence, it has defined five categories of security measures: technical measures relating to the construction of stadiums, organisational measures (spectator access and placement), psychological measures (spectator behaviour), training measures (skills) and measures coming within the competence of the public authorities (legislation). The framework security regulations are mandatory for all federations belonging to the Swiss Olympic Association.

The Swiss football and ice hockey federations were also quick to act, in an attempt to avoid damage to their sport's public image, and have taken the following measures:

- Review and adaptation of security regulations in the light of new experience with regard to violence;
- Inclusion in the regulations of far more severe penalties for clubs which breach the security rules or fail to take the necessary security measures. The number of penalties imposed on clubs, and their severity, has grown significantly since the 2000/2001 season. They range from warnings to fines, varying in amount, to suspension or outright closure of the stadium. Since the 2001/2002 season the number of fines in excess of CHF 5,000 has quadrupled.
- Initial and further training of security staff; this is often a very big expense in the security budget;
- Inculcation of a fair play culture among players and fans (see point 1.5.4),
- Improved co-operation between the relevant sports federations to seek joint solutions making it possible to reduce, and even eliminate, the problem of violence in sport.

These measures, which have already had some effect, are to be reinforced over the next few years. Additional measures have recently been introduced, or are on the verge of being adopted. For example, the management bodies of professional football clubs are increasingly aware of the need to appoint from among their own ranks officials responsible for improving the quality of dialogue with fans, which was up to now more often a task left to ordinary club employees. Since 2002 the Swiss ice hockey league's regulations have required clubs to appoint an official responsible for fan relations. Although this concept is still in its infancy, the initial results are positive and highly appreciated. Fan control, a theme which is taking on more and more importance, is dealt with in detail in the next section.

1.5 Fan control

In Europe recognition of the merits of working closely with fans grew throughout the eighties and above all the late, nineties. Two schemes were being run in Germany in 1985 - in Bremen and Hamburg - when the tragic incident, which cost 39 lives, occurred at the Heysel stadium in Brussels and triggered a genuine will to do something about this matter. A distinction was thereupon drawn between fan control by the police (security) and by the clubs (contacts), initiatives taken by the fans themselves (self-supervision) and fan projects involving socio-educative measures targeting fans (action by outside specialists).

1.5.1 Policing

In Switzerland policing activities are particularly well organised. The cities of Zurich and Basel have done some trailblazing work in this field, introducing socio-educational fan

control projects. The police officers in charge of fan control ensure that regular, high-quality contact is maintained with potential troublemakers, even before a game takes place. On one hand, the police represent the authority responsible for containing hooliganism and, on the other hand, they also have the task of protecting fans against violence perpetrated by other fans. This means that when a gang of fans runs into trouble, the police step in to assist them. The police often describe their contacts with fans as a love-hate relationship.

1.5.2 Fans' own initiatives

The first initiative launched by fans themselves dates back to 1996, when the anti-racism association "Ensemble contre le racisme" collected funds in order to have its name displayed on the shirts worn by the Young Boys team in Berne. Since 2003 a nation-wide initiative has also been run by fans. The UFO (an independent fan association) brings together activist fans from various clubs and proposes strategies for combating racism and sexism and the adverse effects of growing commercialism in football.

1.5.3 Social and educational work with fans

In the field of social and educational work with fans, mention must be made of the foundation, in 1998, of the association "pro-FAN", which made it possible to launch a first fan project in Zurich in April 2001. This scheme, which primarily targets fans of the Zurich-based Grasshopper football club, works on the principle of contact with the youths involved. One objective is preventing violence, racism and sexism within groups of fans, which are primarily made up of adolescent and young adult males. The project also offers support aimed at inculcating a constructive attitude among fans and at building bridges, through active public relations efforts (lobbying), enabling fans to have access to established adult cultures. The specialists participating in this project, which is run by the city of Zurich, also provide personalised counselling and assistance to help fans leave behind their day-to-day worries (unemployment, drug abuse, school, family, work or personality problems) on entering the football ground. The competent agencies can also be involved in this social and educational work with fans, if necessary. In conflict situations outside specialists are called in to act as neutral mediators or intermediaries between fans and the authorities, federations or clubs.

The project run in Zurich served as a model for a similar scheme in Basel. Since its inception, a significant decrease in clashes with the security forces has been noted at the Hardturm stadium in Zurich, and local inhabitants have reported an improvement in the atmosphere prevailing around the stadium on match days. Active work with the fans has also helped to raise the standard of communication between the club and groups of fans, opening up new prospects for both parties. Since the scheme's launch the Swiss Football League has also noted a decrease in fines for misbehaviour imposed on fans.

1.5.4 Club activities targeting fans

Following the serious problems that occurred after the final of the Swiss ice-hockey championship in April 2001 in Lugano, the clubs began to look for answers to outbreaks of violence. To that end, the Swiss ice hockey league set up a working group - "Respekt" - which gave detailed consideration to questions of enforcement, prevention, infrastructure, co-operation and communication. In September 2001 it submitted the results of its work, in particular proposals for a revision of the safety regulations and the game rules. As already mentioned, all clubs in the national league are now required to appoint an official responsible

for fan relations. This official reports directly to the club's managing bodies, and a job description, giving very specific details of the role to be performed, has been drawn up. The official's role consists in optimising communication and co-operation with fans and with fan clubs (facilitating contacts, information, prevention, organisation of events, monitoring, administration, etc.).

Another innovation is to classify matches according to the risk of outbreaks of violence. A high-risk match falls in category A, and those where the risk is average in category B. For all other matches, the risk is assumed to be low. The revision of the regulations also led to standardisation of the paperwork concerning suspension of stadiums, which gave those responsible in such matters a better overview of the situation and simplified the administrative management of such measures. Lastly, to encourage a more fair-play attitude among players, a new game rule was introduced: any player who refuses to observe the tradition of shaking hands with one or more members of the opposing team is now considered to have breached the rules and incurs an appropriate penalty.

2 Legislation to combat violence in sport

2.1 General observations

In general Switzerland gives absolute priority to prevention measures because it considers that it is simpler and wiser to nip harmful behaviour in the bud than to have to restore order and public security after the event through enforcement and punishment.

2.2 The risks and the preventive measures

Sports events pose a number of security risks:

- outbreaks of violence inside and in the vicinity of stadiums involving assaults, physical injuries or damage to property (hooliganism);
- mass panic causing injuries or deaths;
- crimes against property;
- ticket frauds and forgery;
- fringe political events (demonstrations) coinciding with matches;
- terrorist attacks perpetrated using bombs, incendiary devices, firearms, etc.;
- threats of terrorist acts, hostage-taking, blackmail;
- serious exceptional events (an accident or a fire, for instance).

To date there has been no attempt to launch a terrorist attack on a sports event. Switzerland has endowed itself with the legislation and the police resources needed to combat violent extremism. It also participates in exchanges of information relevant to the same aim.

2.3 Exchange of information at an international level

Switzerland has a number of data banks, governed by a diversity of registration rules, at both the cantonal and the federal levels. There are data banks devoted to fighting terrorism, extremism and crime in general. Work is in progress to introduce a law-based data bank with the aim of combating hooliganism. Swiss legislation allows the police and intelligence services to communicate information on offenders and persons constituting a threat to public security, obtained from the existing data banks, to bodies outside Switzerland. The country

has concluded four bilateral co-operation agreements in police matters (with Austria, France, Italy and Germany). Subject to the national legislation in force, those agreements authorise the exchange of sensitive data with a view to forestalling tangible threats or preventing unlawful behaviour.

2.4 Special legislative measures

Switzerland intends to supplement its range of measures to combat violence in sport by passing appropriate legislation. The following measures form part of a proposal entitled "Violence in sport", the result of co-operation between the Federal Office for Sport and the Federal Office for Police, which should be enacted at least in time for EURO 2008.

- Supply of information on known hooligans to security officers

As mentioned above, the federal bill on the introduction of measures to combat racism, hooliganism and propaganda constituting an incentive to commit acts of violence contains a proposal with a view to giving the exchange of information a clear basis in law. More specifically, this requires additions to the LMSI (federal law introducing domestic security measures) so as to permit the establishment, at federal level, of a data bank on hooliganism.

- Legal means of preventing or restricting potential offenders' entry into, or transit via, Swiss territory; preventive detention

It is already possible to ban known offenders from entering Switzerland. Article 1 of the decree on domestic security measures (OMSI; RS 120.2) provides that the Analysis and Prevention Department of the Federal Office for Police Measures shall take measures aimed at safeguarding domestic security. One possibility consists in prohibiting undesirable foreigners from entering Switzerland in accordance with Article 13, paragraph 1, of the federal law on residence and settlement of foreigners (LSEE; RS 142.20).

In August 2002, 22 hooligans arrested in the vicinity of the Parc St Jacques were placed under preventive detention on the basis of Article 37 of the law on the police force of the canton of Basel-City. This law authorises the cantonal police to take into custody persons whose conduct poses a serious threat to others or is disturbing the peace and public order and security. The person being detained must be informed of the reason for the measure. Once that ground no longer exists (for instance, when a football match is over) the person must be released within 24 hours or brought before a competent authority. Similar prevention measures are provided for in the laws on the police forces of Lucerne (Article 16), Berne (Article 32) and Geneva (Article 21).

- Banning people from stadiums in Switzerland

Football and ice hockey clubs in the first and second divisions may ban certain people from their stadiums under private law. These bans may have either a local or a national effect.

Football

As a general rule, each club may issue bans from entering municipal stadiums. Depending on the gravity of their acts, individuals may be denounced to the disciplinary board of the Swiss Football League, which will determine whether a nation-wide ban is justified. The ban is then notified in writing to the person concerned, and all the clubs in the league and the relevant police authorities are also informed of it. Lifting of national bans, and their general administration, is a matter for the Swiss Football League.

Ice hockey

Each club is authorised to issue municipal or national bans on the basis of individual misbehaviour, for example damage to the club's property. In the case of a nation-wide ban the club must notify the Swiss Ice Hockey League's Security Committee, which administers and draws up bans and regularly transmits a list of banned individuals to the clubs and the police authorities. A non-exhaustive list of conditions for issuing bans from stadiums nation-wide is included in the league's security regulations.

This means that in both football and ice hockey requests for national bans must be made through the intermediary of a club. In other words, neither the central anti-hooliganism organisation nor a police authority may submit such requests directly to the national league. At present, some 260 people are banned from football stadiums nation-wide, and the corresponding figure for ice hockey is in the region of 110. Both national leagues regularly supply updated lists of banned individuals to the Swiss central anti-hooliganism organisation referred to in section 10 of chapter 1.

- Video surveillance; exchange of information on hooligans

Video surveillance measures can currently be implemented both in a private capacity and by official authorities; adequate legislation exists (Article 14, paragraph 1, f. of the LMSI). Many sports clubs, which are responsible for in-stadium security, are already equipped with video cameras for spectator surveillance purposes. In view of the growing tendency towards outbreaks of violence between rival gangs of fans, video surveillance is a means of supplementing, and even replacing, human surveillance and of obtaining evidence of the offences committed. The spectators are not filmed in secret, since there is no attempt to conceal the cameras, which are in fact quite clearly visible. The films taken can be used as evidence of a range of possible offences such as physical assaults, disturbances of the peace or breaches of the legislation on explosives (use of flairs and fireworks). They are kept for a period of six to eight weeks before being destroyed. Reliance on this means of prevention entails making sure that it is properly used and that the number of persons involved in the procedure is kept to a minimum.

CHAPTER 3: INTERNATIONAL FRAMEWORK

1 Major sports events

Since 1990, Switzerland has been bound by the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches. It is in accordance with that Convention and with Swiss law that it co-operates fully with other countries to guarantee security at sports events. In practical terms, this currently means establishing direct contact between Swiss police forces and the authorities of a venue abroad, wherever necessary. For instance Switzerland sends experts to assist foreign authorities with high-risk matches taking place abroad, and vice versa. At the same time, exchange of information proper, both national and international, is insufficiently regulated in Switzerland.

It can but be noted that Europe has seen an expansion of hooliganism in recent years. This means that extra care is needed, particularly in the run-up to the European Football Championship in 2008 (EURO 2008), which will be hosted jointly by Austria and Switzerland. The Swiss authorities are accordingly reviewing and adapting their means of dealing with hooliganism. The joint hosting by two countries of one of the most significant international sports events poses a both difficult and interesting challenge. A national security concept for EURO 2008 is currently being drawn up, with the aim of ensuring Switzerland's full compliance with European standards for combating hooliganism in the near future.

The following examples of existing and planned forms of co-operation with foreign authorities illustrate the close police co-operation prevailing at an international level.

1.1 2006 football World Cup

Switzerland is ready to co-operate in every possible way in order to guarantee players' safety and the trouble free running of this large-scale sports event. Close contact has been established with the German authorities responsible for World Cup security. The Federal Office for Police is responsible for planning security measures, and its Analysis and Prevention Department is in charge of organising the exchange of information.

1.2 Planning of security measures for EURO 2008 (Switzerland and Austria)

At present, the main legal basis for police co-operation is the agreement of 27 April 1999 between Switzerland, the Republic of Austria and the Principality of Liechtenstein concerning cross-border co-operation between the authorities competent in security and customs matters (RS 0.360.163.1), which entered into force on 1 July 2001. The Swiss and Austrian authorities aim to co-ordinate and harmonise their preparatory work sufficiently in advance. The Swiss Minister for Justice and the Austrian Minister of the Interior have issued a joint declaration establishing how co-operation between the two countries in security matters is to be stepped up for EURO 2008. The measures provided for include:

- development of a joint organisation and planning concept;
- exchange of information and computer data;
- participation of experts from both countries in the working groups responsible for the planning process;
- organisation of regular joint working sessions between those groups.

2 Work done within the Council of Europe

Switzerland participates in the annual meetings of the Council of Europe's Standing Committee responsible for monitoring the implementation of the European Convention of 19 August 1985 on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (RS 0.415.3). Switzerland is represented on the Committee by the Head of the Analysis and Prevention Department and Vice-Director of the Federal Office for Police.

3 The Alpine countries' partnership in security matters

A group of experts on right-wing extremism/hooliganism, chaired by Switzerland, was set up following the meeting of interior ministers of the Alpine countries (Germany, Liechtenstein, Italy, Austria, France, Slovenia and Switzerland) held in Constance from 4 to 6 September 2000. The group was given terms of reference to prepare a report for the ministers highlighting weaknesses in international co-operation in the fields of early warning, prevention and law enforcement.

The group's members have unanimously approved fifteen proposals for countering extremism in general and right-wing extremism and hooliganism in particular. These proposals concern, inter alia, restrictions and prohibitions on travel abroad, early warning systems concerning gatherings and events, lists of organisations and contact persons in far-right and hooligan circles, measures to combat hooliganism and problems linked to the Internet.

4 European Union

Switzerland is not a European Union member state and accordingly cannot rely on the Union's co-operation arrangements, as provided for in the "Handbook for international police co-operation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension" (EU Council Resolution of 6 December 2001). Switzerland nonetheless monitors the EU's recommendations and applies them, as far as possible, in accordance with Swiss national law.

5 Conclusion

The long-standing relations between states are the basis for all existing co-operation, which has proved its worth as a means of preventing risks linked to violence. If a security system based on co-operation is to be effective, these relations must be preserved and even enhanced in the coming years. At the same time, every opportunity to establish further links with states must be seized.

B. REPORT OF THE EVALUATION TEAM

INTRODUCTION

The visit was very well organised and generously hosted by representatives of the Swiss Government. The Evaluation Team was warmly welcomed and provided with comprehensive information and documentation.

The national report

The Swiss authorities prepared their national report in good time which served as the basic written material for the visit (document T-RV (2004) 8). This report presented general information, history and an account of the present situation with regard to spectator violence in Switzerland.

During the visit, the Swiss authorities expressed the wish to present additional written information, which contained useful complementary data, and helped to complete the report.

The interlocutors

The delegation had the opportunity to meet all the major parties engaged in implementing the Convention - political representatives, members of parliament, representatives of safety co-ordination bodies, clubs and associations, local councils and police (both at federal and cantonal levels) - and therefore gain insight into all relevant aspects of the Swiss spectator violence policy. The discussions were conducted in a spirit of openness and transparency.

Visit to stadiums

Members of the evaluation team attended one match in Basel in the new stadium of St Jacob-Park. They were given the opportunity to inspect all parts of the stadium both before and during the match. The crowd behaved well, but there were certain incidents as a result of people having drunk excessively and the clubs' procedures for dealing with these situations were tested. The evaluation team also visited the brand new Wankdorf stadium still under construction in Bern.

The report of the evaluation team

The present report follows the articles of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches. For each article, the article is reproduced as a reminder and the team has given its interpretation, analysis and recommendations for the attention of authorities.

At the end of the report, recommendations have been gathered, summarised and sorted in order of priority.

Article 1 - Aim of the Convention

1. *The Parties, with a view to preventing and controlling violence and misbehaviour by spectators at football matches, undertake, within the limits of their respective constitutional provisions, to take the necessary steps to give effect to the provisions of this Convention.*
2. *The Parties shall apply the provisions of this Convention to other sports and sports events in which violence or misbehaviour by spectators is to be feared, as appropriate to the specific requirements of such sports and sports events.*

- The Swiss government ratified the Convention on 24 September 1990 and it entered into force on 1 November that year. The Swiss authorities have given effect to the provisions of the Convention by making decisions and taking initiatives under the lead of the Federal Department of Justice and Police. Switzerland co-operates fully with other countries to guarantee security at sports events by establishing contact between Swiss police forces and the authorities of the venue abroad i.e. Switzerland sends experts to assist foreign authorities at high-risk matches taking place abroad, etc.
- Efforts are not solely concentrated on football, as Switzerland is accustomed to organising other important major sports events (i.e in the field of ice-hockey, Bern is the most important club in Europe receiving between 15,000 and 17,000 spectators per match. Other important events include skiing, etc.).

The evaluation team considers that Switzerland complies with Article 1 of the Convention.

Article 2 - Domestic co-ordination

The Parties shall co-ordinate the policies and actions of their government departments and other public agencies against violence and misbehaviour by spectators, where appropriate through setting up co-ordinating bodies.

- Switzerland ensures effective domestic co-ordination despite not having a formal government led co-ordination body. The legal responsibility for sport at federal level is given to the Federal Office for Sport in Magglingen. Despite the limits placed on this office by the Swiss constitution, it provides important political guidance to sport in general, namely to sport education, fair-play, sport for all and anti-doping. The sports policy is based on the document “Governmental concept for sports policy in Switzerland” from the year 2000. The policy provides nationwide support for human development through sport, including fair-play.
- Effective co-ordination on a more day to day level is ensured by various bodies. The Swiss Olympic Association plays an outstanding role. The Committee for Security Matters was established with the participation of government, police, sport associations and private security companies. A working group for the drafting of a general security strategy has also been established. An initiative role has been undertaken by the Swiss Ice-Hockey Association in this regard.

- The co-ordination of police forces is also established by regular meetings of police officers responsible for sport (football) or spotters. The co-ordination body in this case is managed by the Zurich municipal police force: the Swiss Central Office for Hooliganism (Schweizerische Zentralstelle Hooliganismus). The Federal Office for Police is the central information point for hooliganism and international relations regarding sports violence, and enables them to react to hooliganism threats in a nationwide, comprehensive and coordinated manner.

The evaluation team considers that Switzerland complies with Article 2 of the Convention concerning domestic co-ordination.

Article 3 - Measures

1. *The Parties undertake to ensure the formulation and implementation of measures designed to prevent and control violence and misbehaviour by spectators, including in particular:*
 - a. *to secure that adequate public order resources are employed to counter outbreaks of violence and misbehaviour, both within the immediate vicinity of and inside stadia and along the transit routes used by spectators;*
 - b. *to facilitate close co-operation and exchange of appropriate information between the police forces of the different localities involved or likely to be involved;*
 - c. *to apply or, if need be, to adopt legislation which provides for those found guilty of offences related to violence or misbehaviour by spectators to receive appropriate penalties or, as the case may be, appropriate administrative measures.*
- Switzerland has been rigorous in making sport a national task and obligation in Article 68 of the Swiss Constitution, hereby creating an instrument which is binding for all state authorities, clubs and sports associations concerned. In this regard, Switzerland has drawn up and implemented measures promoting a harmonised sports policy throughout the country. This policy has a concept governing the contents and objectives of this national policy, measures against violence in connection with sports events, preventive and educational measures to promote youth sport, guidelines for certain risk sports, and legal measures to prevent violence and maintain public order and security. Furthermore, Switzerland has drawn up a charter on sports ethics, to which all private and public authorities are committed, practising its motto to fight against crime.
- On this basis, given the constitutional obligation of all cantons to ensure permanent and close co-operation and co-ordination among themselves, above all and particularly for, major national and international sport events, the 26 cantonal police authorities are responsible for maintaining public order and security in Switzerland. Furthermore, the Swiss Federal Government has subsidiary competences in certain areas, such as the prevention of terrorist threats, crimes against state security and infrastructure

protection, and is responsible for co-ordinating national events, such as EURO 2008, hosted together with Austria.

- This complementary concept governing the hosting of important major sports events at local level, and particularly across regions, ensures that sufficient officers are available for all relevant tasks. They can be deployed against the background of cantonal responsibilities, and their qualified police command and deployment structures and the close and trusting co-operation with private organisers of major sports events. Thanks to inter-cantonal co-operation between security authorities (four police concordats), sufficient qualified officers are also available to maintain security and order for international sport events, such as EURO 2008.
- With the help of state and private security experts, Switzerland has drawn up the “Swiss Olympic Security Guidelines”, a catalogue of measures governing stadium bans, preliminary controls, stadium controls, video surveillance, training guidelines for private security personnel, prevention, setting up security zones, and principles for media co-operation. These guidelines are intended to become binding for all sports associations. All police authorities of the 26 cantons are to introduce these guidelines as a tool box for their tasks, to ensure the smooth and trouble-free running of important sports events attracting large audiences.
- Nationwide security standards and the operational expertise of cantonal security forces, which was noted during the visit to Basle and Berne following practical examples of their professional working methods, ensures close co-operation and permanent incident-related information-sharing between all public and private security forces deployed. In general, priority is given to preventive measures taken by security authorities, but also by sports organisations in Switzerland. Even though sufficient security and penal regulations already exist at cantonal and federal level to prevent and control violence, Switzerland intends to complement various legal possibilities by passing the relevant legislation.
- In addition to already existing legislation governing entry bans or the possibility of video surveillance for instance, a bill has been presented providing a legal basis for national and international information sharing, hereby introducing uniform procedures for passing stadium bans. This bill includes additional legal provisions, optimising the fight against violence at sports events through bans for certain situations, the obligation to report to police authorities, exit restrictions, and temporary police custody.

With this set of legal possibilities and measures, the Swiss security authorities are preparing for the future. Troublemakers and offenders violating existing rules by exhibiting violent behavior or misbehaviour at football matches and major international sport events, will be punished with appropriate sanctions and legal consequences.

The evaluation team considers that Switzerland complies with Article 3.1 of the Convention.

2. *The Parties undertake to encourage the responsible organisation and good conduct of supporters, clubs and the appointment of stewards from within their membership to help manage and inform spectators at matches and to accompany parties of supporters travelling to away fixtures.*

- Responsibility for security at sports venues lies with the sports federations and the venue management, under the umbrella of the Swiss Olympic Association. The Association established a working group to draw up a security strategy and regulations and a system for training security officers. These are not mandatory for all member federations (on the grounds that some do not suffer problems of spectator violence) but they are advised to adopt them. The football and ice hockey federations had already agreed to do so. The Association hoped that other sports would do so shortly.
- Under this national strategy, member federations should appoint a national security officer and train club security officers to a prescribed standard. The Association produced a manual for security officers in collaboration with the largest private security companies. This manual assists each sport and each venue elaborate systematic and up to date security plans by providing the appropriate information.
- The Swiss Football league has appointed a security manager who is accountable to the League Board. He oversees a team of 20 inspectors (mostly former police officers). Together, the League and clubs identify the high-risk matches that an inspector should attend in order to monitor the security and spectator safety arrangements. This is a significant improvement on the previous system under which the person assessing the referee also monitored security. It is the responsibility of the stadium management to identify and deal with the risks and dangers. It is recognised that, should they fail to do so, respectable supporters, in particular women and families, who do not feel safe, will no longer attend.
- The organisations responsible for the running of the stadiums are also responsible for recruiting and training security personnel (stewards). Stewards, in turn, are responsible for ensuring the security and safety of spectators. These entities are often supplied by private security companies, and have been hired and trained by the organisations responsible for running the stadiums. At FC Basel, where the stadium has a capacity of 31,000, three hundred stewards are permanently allocated to the stadium (there were 250 present for the match against FC Aarau). Their involvement is decided according to the risk analysis. They are responsible for entry control, searching, segregation and ensuring that spectators can exit safely. They liaise closely with the police, with whom they pursue a consistent policy, but they operate under the regulations of the stadium.
- Stewards are provided with a job description and must obey a code of conduct. They must be physically fit, of good character, able to relate well to spectators and have the right personality to undertake the role. They carry no weapon; their main tool is communication. They are trained in the layout of the stadium, evacuation procedures (for which they carry an information card), preventive measures and first aid. The training for supervisors is more extensive and includes law, psychology, self-defence, stress management, the use of radios, and entry procedures. The training is fully documented.

The Evaluation Team had a very positive meeting with representatives of the Swiss Olympic Association and the Swiss National Ice Hockey League. Both bodies demonstrated a commitment to an integrated security policy in which control and prevention, strategy and operational measures, all formed a part of a single coherent approach. Responsibilities for each function were identified and allocated. The security director at the St Jacob-Park Stadium in Basel showed the same clarity of vision.

The Evaluation Team observed the performance of the stewards during the match in Basel. They were disciplined, attentive and friendly. Those staffing exit gates remained at their posts and did not attempt to watch the match. Stewards responded promptly and effectively to a minor incident (home supporters throwing beer at the visitors). They did not, however, attempt to keep the gangways clear in the standing accommodation or to prevent spectators from standing in the adjacent seated block. The club's policy was "give and take", namely to allow the most committed spectators a degree of freedom, in exchange for a level of self-restraint within defined parameters. While this approach appeared to work well with these particular spectators, there is a risk of loss of control should their behaviour deteriorate. It might also prove inappropriate for spectators from other countries.

The Evaluation Team considers that Switzerland's policies and procedures comply with Article 3.2. of the Convention. Stewarding is organised in line with the Standing Committee's Recommendation 1/1999. The overall arrangements on match days appear to be appropriate for Swiss supporters, however, in the run up to EURO 2008, the Swiss authorities may wish to consider how they will manage large numbers of supporters from other countries.

3. *The Parties shall encourage the co-ordination, in so far as legally possible, of the organisation of travel arrangements from the place of departure with the co-operation of clubs, organised supporters, and travel agencies, so as to inhibit potential trouble-makers from leaving to attend matches.*

- The police force of the organising city (Canton) is responsible for security measures. Spotters accompany fans to visiting matches. During the policing operation all incoming information and decisions made in the command centre are "logged". This means information is put on the net and is available for other police forces, thus enabling them to adopt the necessary measures in real time.
- New Draft law is being prepared enhancing the powers of state bodies to deal with repeat offenders. The draft law includes a central database, stadium bans, travel bans, area bans and "warning" visits reminding them that they must report at police stations at a specified time. Human rights are upheld by the possibility of judicial appeal against police decisions.

The Evaluation Team considers that Switzerland complies with Article 3.3 of the Convention.

4. *The Parties shall seek to ensure, where necessary by introducing appropriate legislation which contains sanctions for non-compliance or by any other appropriate means, that, where outbreaks of violence and misbehaviour by spectators are to be feared, sports organisations and clubs, together with, where appropriate, stadium owners and public authorities, in accordance with responsibilities defined in domestic law, take practical measures at and within stadia to prevent or control such violence or misbehaviour, including:*

- a. *to secure that the design and physical fabric of stadia provide for the safety of spectators, do not readily facilitate violence between spectators, allow effective crowd control, contain appropriate barriers or fencing, and allow security and police forces to operate;*
- The Evaluation Team visited two football stadiums, the new Wankdorf Stadium under construction in Bern and the recently-rebuilt St Jacob-Park Stadium in Basel for the match against FC Aarau. Both stadiums are of a high standard with good viewing standards for spectators and well-conceived circulation routes and exits. Both have open concourses at the rear of the lower tier that give a view of the pitch, but this can be closed off for international matches. The signs were clear and easy to read.
 - Both stadiums have been designed with control rooms, closed circuit television and good communications. The Evaluation Team was pleased to note the absence of high perimeter fences. This had been made possible by the introduction of good control and safety management measures, in line with the Standing Committee's Recommendation 2/1999.

The Evaluation Team noted that both stadiums included, or would include, standing areas for spectators. The capacity of the standing area at Basel had been set at a sensible level, having been calculated in accordance with a clear formula. However, the layout of the crush barriers could perhaps have been improved. Continual barriers between the radial gangways would limit the distance that any spectator could fall and would reduce the risk of crushing in the event of a surge. It would also produce smoother patterns of crowd movement.

The Evaluation Team is aware that it visited the best stadiums in Switzerland. It was informed that many stadiums are old and that there is a lack of resources (and of will on the part of some clubs) to bring them up to the highest standards. It recognises that this will take time. It commends the commitment of the Swiss public and football authorities to addressing this issue. It is aware that procedures have been put in place for this purpose (see Article 6.1. below).

The Evaluation Team considers that Switzerland complies with Article 3.4.a. of the Convention. The relevant authorities may, however, wish to review their guidance on the layout of crush barriers.

- b. *to segregate effectively groups of rival supporters, by allocating to groups of visiting supporters, when they are admitted, specific terraces;*
- The segregation of rival supporters begins outside the stadium, if necessary on the approach roads. Separate entrances and areas within the stadium are provided for

visiting supporters. At the stadium visited by the Evaluation Team, the arrangements were effective and not oppressive.

The Evaluation Team considers that Switzerland complies with Article 3.4.b. of the Convention.

- c. to ensure this segregation by strictly controlling the sale of tickets and to take particular precautions in the period immediately preceding the match;*
- The number of tickets available for visiting supporters is determined by the home club, with regard to demand and to security considerations. There is no minimum requirement.
 - At the modern stadium, a system of bar-coded tickets, which are inserted into a bar code reader, ensures that spectators only enter the correct sector. Tickets are sold away from the entrances. The system works well, provided that there is no breakdown of the technology and that staff do not override it.
 - The Evaluation Team observed that one card reader broke down shortly before the start of the match it attended. This caused a queue to develop. In addition, the stadium had been designed with one entrance for each 1,000 spectators, an assumed flow rate of 16.67 per minute, or one every 3.6 seconds. The Evaluation Team observed the flow of spectators through one entrance for several minutes, during which it dropped below the assumed rate several times, as spectators inserted their tickets incorrectly, fumbled, or had to be shown what to do.

The evaluation team considered that visitors unfamiliar with the system can be expected to take longer to enter. This could lead to significant delays, with an increased potential for misbehaviour, especially among groups of spectators who are accustomed to arriving only shortly before kick off. At the very least, it will be necessary to ensure that supporters attending matches at EURO 2008 understand what to expect before they arrive at the stadium.

The Evaluation Team considers that Switzerland complies with Article 3.4.c. of the Convention. The entry arrangements appear to be appropriate for Swiss supporters, however, in the run up to EURO 2008, the Swiss authorities may wish to consider how they will manage large numbers of supporters from other countries.

- d. to exclude from or forbid access to matches and stadium, in so far as it is legally possible, known or potential trouble-makers, or people who are under the influence of alcohol or drugs;*
- Football and ice hockey clubs may ban certain people from their stadium under private law. In serious cases, they may ask their national league to impose a nationwide ban. Such bans may only be sought by the relevant club, not by the police or the public authorities. While the most notorious hard core offenders have been banned, bans are currently difficult to implement because of data protection rules and the lack of information. There is also a lack of consistency between different clubs.

The public and sports authorities are aware of these weaknesses. Proposals have been put forward for new legislation to create a definite data base (which includes all those who

have been banned) that can be accessed by all Swiss police forces. Bans would be imposed on a graduated scale: first a warning, then a ban for a year, then a requirement to attend a police station during matches and, if all else fails, preventive detention by the police for 24 hours. Troublemakers could also be banned from leaving Switzerland to go to a specified country up to three days before the event. The public will be consulted about the proposed legislation, after which it will be submitted to Parliament for approval. For the exclusion of individual spectators who are misbehaving, see under Article 3.4.f. below.

The Evaluation Team considers that Switzerland complies with Article 3.4.d. of the Convention. It welcomes the proposed enhancement of the system of stadium and travel bans.

- e. to provide stadia with an effective public address system and to see that full use is made of this, of the match programme and of other publicity outlets to encourage spectators to behave correctly;*
- Public address systems are used to inform and communicate with spectators. The Evaluation Team observed the system in use at the match which it attended. The football authorities have issued guidelines on the training of announcers. Other measures include poster campaigns asking spectators to respect the game and to subscribe to the seven rules of good behaviour.

The Evaluation Team considers that Switzerland complies with Article 3.4.e. of the Convention.

- f. to prohibit the introduction of alcoholic drinks by spectators into stadia; to restrict, and preferably ban, the sale and any distribution of alcoholic drinks at stadia, and to ensure that all beverages available are in safe containers;*
- Alcohol may not be brought into the stadium, nor may spectators gain entry when drunk. Low-alcohol beer is sold inside stadium in plastic cups, except at high risk or international football matches. It may be taken into the viewing areas. The club is able to control the strength and speed of sale, which would not be possible if spectators were drinking heavily outside the stadium. It also encourages spectators to arrive early, thereby avoiding congestion at the entrances. The Evaluation Team observed spectators drinking alcohol at the match that it attended. The system appeared to work well with home supporters, though it is understood that supporters from visiting clubs sometimes misbehave as a result of having drunk excessively.

The Evaluation Team considers that Switzerland complies with Article 3.4.f. of the Convention.

- g. to provide controls so as to ensure that spectators do not bring into stadia objects that are likely to be used in acts of violence, or fireworks or similar devices;*
- The club is responsible for searching supporters. The police may assist the stewards if required, but this is rarely necessary. The football authorities have produced a uniform list of objects that may not be brought into any stadium. This includes, inter alia, and all kinds of fireworks.

The Evaluation Team considers that Switzerland complies with Article 3.4.g. of the Convention.

- h. to ensure that liaison officers co-operate with the authorities concerned before matches on arrangements to be taken for crowd control, so that the relevant rules are enforced through concerted action.*
- The Evaluation Team was informed (and observed for itself) that the club security officer and police now liaise closely and effectively. They seek to adopt a common, consistent approach. Furthermore, they undertake a joint risk assessment to determine whether the police need to be deployed.
 - The separate responsibilities of the police and the club have been agreed and recorded in writing. In essence, the police have primacy and retain overall responsibility for security if necessary; they are also in charge outside the stadium. Subject to this, the club is responsible for controlling entry, searching and segregation, and for security inside the stadium.

The Evaluation Team considers that Switzerland complies with Article 3.4.h. of the Convention.

5. *The Parties shall take appropriate social and educational measures, bearing in mind the potential importance of the mass media, to prevent violence in and associated with sport, in particular by promoting the sporting ideal through educational and other campaigns, by giving support to the notion of fair play, especially among young people, so as to enhance mutual respect both amongst spectators and between sports players and also by encouraging increased active participation in sport.*
- The general culture of fair play and tolerance through sport is co-ordinated by the Federal Office for Sport and the Swiss Olympic Association. There are special programmes for fair play within both organisations.
 - The Federal Office for Sport is actively engaged in the “2005 International Year for Sport and Physical Training”, promoting active sport as a healthy way of life. The objective – to increase the proportion of Swiss people actively engaged in sport – may well be taken as an important primary prevention initiative.
 - An important role is played by the Ethics Charter in sport, promoted by the Swiss Olympic Association. Its seven principles highlight sport as being free of doping, equal in treatment and also anti-violent. Every year one of these principles is actively highlighted and promoted.
 - The Football Association promotes the creation of fan officers within each club. The fan officer should be different from the security manager. Fan officers should be members or employees of a club and should be responsible for fan relations. The establishment of such a function is a part of the obligations required by the licensing system.
 - At club level, there are fan organisations which are taken as partners in match preparation. Fan club delegations are invited to security preparation meetings. There are several fan projects, e.g. in Basel and Zurich since 2003, which promote positive

fan culture. The Swiss FA supported the Swiss Fan Embassy during EURO 2004 in Portugal.

The Evaluation Team considers that Switzerland fulfils Article 3.5 of the Convention, with a variety of different and interesting initiatives. However, efforts should be made to evaluate the impact of these initiatives and to concentrate on those which appear to produce results.

Article 4 - International co-operation

1. The Parties shall co-operate closely on the matters covered by this Convention and encourage similar co-operation as appropriate between national sports authorities involved.

- For the past few years, football related violence has been a minor problem in Swiss football competitions and with Swiss teams abroad. For national team matches, practically no problems occur. When UEFA decided to accept the Swiss-Austrian bid for the Euro 2008, the competent Swiss authorities showed a great commitment to safety and security at football matches. Within the Standing Committee of the Council of Europe, Switzerland is increasing its activities to stimulate international co-operation concerning safety and security at football matches. Within the European Union, Switzerland is an observer at meetings concerning football related violence. This clearly indicates the will of the Swiss authorities to prepare for the European Championship 2008 in close co-operation with their international counterparts. This will also help to prevent possible increasing problems at national level, due to certain experience abroad and new legislation in view of EURO 2008. As certain phenomena have a strong international basis, the need for international co-operation grows. This is, for example, the case with the Ultras phenomenon, where international links between different groups of Ultras clearly can be defined.
- Although it is under no obligation to do so (unlike EU Member States who are obliged to create a NFIP), Switzerland established a National Football Information Point (Swiss central office for hooliganism), which is a very important and positive effort on their behalf. This NFIP seems to have a good overview of the situation concerning Swiss football violence, although a lot of experience, certainly concerning international matches, seems to be gathered at the Federal Office for Police. It is very important, certainly with a view to the EURO 2008, to clearly identify which body will be responsible for which tasks, also in respect of the responsibilities in the different cantons. The current NFIP will apparently give support during the EURO 2008 to the national information and co-ordination point (Federal Monitoring Centre), set up at the Federal Office for Police. As this Federal Office will apparently be in charge of the database on football related offenders, it is crucial to have clear arrangements on which body will be responsible for international police co-operation and information exchange, at national level and at international level.
- The NFIP also has a good view of problems occurring at ice hockey matches. Tackling both football hooliganism and problems at ice-hockey matches at the same time can be seen as a good practice for other European countries.

- For football matches with an international dimension, Switzerland generally follows the European guidelines and recommendations, both concerning information exchange and international police co-operation. This is done through the NFIP. Due to the fact that almost no trouble occurs when the national team or club teams play abroad, it may be recommended to send Swiss spotters and commanding officers abroad to other risk matches to gain experience in preparation for EURO 2008.
- The Federal Office for Police plays a very active role in gaining experience from other countries and collecting information and best practices abroad. With a view to EURO 2008, the security concept of the EURO 2004 in Portugal was studied in detail and observed during the tournament. The same approach will be in place for the World Cup 2006 in Germany. The increasing number of contacts between the Federal Office for Police and its European counterparts enable them to work in a very professional way and in conformity with the European standards.
- For national and international matches, a close co-operation exists between authorities (national and local), police services and organisers. Each partner must undertake its own responsibilities within the overall concept of safety and security. General arrangements are made through the meetings of the Swiss central office for hooliganism, in which the Football Association and the Ice Hockey League are also represented. A standing working group of experts has established rules to be followed by sports associations, allowing a harmonised approach of security related problems.

The Evaluation Team considers that Switzerland complies with Article 4.1 of the Convention. It recommends that the responsibilities of exchanging police information and co-ordinating international police co-operation are determined very clearly in order to avoid any kind of misunderstanding, both at national and international level. It is also recommended that commanding officers and spotters attend risk matches abroad to gain experience and expertise in dealing with foreign supporters looking to cause trouble.

2. *In advance of international club and representative matches or tournaments, the Parties concerned shall invite their competent authorities, especially the sports organisations, to identify those matches at which violence or misbehaviour by spectators is to be feared. Where such a match is identified, the competent authorities of the host country shall arrange consultations between those concerned. Such consultations shall take place as soon as possible and should not be later than two weeks before the match is due to take place, and shall encompass arrangements, measures and precautions to be taken before, during, and after the match, including, where necessary, measures additional to those included in this Convention.*

- Information exchange is mainly carried out between police services at local level, without passing through the NFIP. The National Football Information Point however plays an important role in the exchange of information and the police co-operation for international matches. Both at club level and the level of the national team, information is exchanged throughout the NFIP (strategic, operational and tactical information). This information is then dispatched to the various competent authorities at national and local level (decentralised units). At local level, there is a reporting obligation to the NFIP (also for national matches), so the NFIP is fully informed at all times about the situation.

- The NFIP is able to exchange personal data under the provisions of national and international law. Communication of sensitive information is possible, certainly with a number of countries with whom Switzerland has concluded a bilateral agreement. It is recommended that these kinds of bilateral agreements are also concluded with the participating countries of the EURO 2008, certainly when outbreaks of violence may be feared. New Swiss legislation will ensure a solid basis for all kinds of information exchange.
- Risk analysis is carried out before each football match, in cooperation with the organiser of the event. On the basis of this risk analysis, measures are taken to guarantee optimum security. Co-ordination meetings with all parties involved are held at a regular basis. For risk matches, Switzerland uses spotters at home and abroad. The international police co-operation is based on the recommendations in the EU handbook on international police co-operation for football matches with an international dimension.

The Evaluation Team considers that Switzerland fully complies with Article 4.2 of the Convention. It considers it very important to pass the new legislation enabling the competent authorities to exchange all kinds of information preventing football related violence.

Article 5 - Identification and treatment of offenders

1. *The Parties, respecting existing legal procedures and the principle of the independence of the judiciary, shall seek to ensure that spectators committing acts of violence or other criminal behaviour are identified and prosecuted in accordance with the due process of the law.*
 2. *Where appropriate, particularly in the case of visiting spectators, and in accordance with the applicable international agreements, the Parties shall consider:*
 - a. *transferring proceedings against persons apprehended in connection with violence or other criminal behaviour committed at sports events to their country of residence;*
 - b. *seeking the extradition of persons suspected of violence or other criminal behaviour committed at sports events;*
 - c. *transferring persons convicted of offences of violence or other criminal behaviour committed at sports events to serve their sentences in the relevant country.*
- Persons committing violent or other criminal offences are identified by Swiss authorities and are generally subject to an independent trial. Switzerland transmits the personal data of criminal offenders and extremists to the relevant authorities abroad in accordance with federal legislation on international legal assistance in criminal matters and the Act on Measures to Maintain Domestic Security (Gesetz über Maßnahmen zur Wahrung der inneren Sicherheit).

- With regard to the European Convention on Extradition and Swiss federal legislation on international legal assistance in criminal matters, Switzerland may request another country to take over criminal prosecution, if the legislation of the requested country permits such a procedure, and the prosecuted person is in that country or is to be extradited to that country. Within the framework of the European Convention on Extradition and relevant Swiss legislation, Switzerland may also extradite foreign nationals to a foreign country. Furthermore, Switzerland generally requests the extradition of persons suspected of a criminal offence in Switzerland and who, for this reason, are the subject of an international arrest warrant.
- On the basis of the Council of Europe Convention on the Transfer of Sentenced Persons and the Additional Protocol of 18 December 1997, which were both ratified by Switzerland, persons convicted in Switzerland can be transferred to their home countries. Furthermore, in accordance with Swiss foreign law it is legally possible to expel or exile foreigners convicted of violent offences in Switzerland by court decision.

The evaluation team considers that Switzerland fully complies with Article 5 of the Convention.

Article 6 - Additional measures

1. *The Parties undertake to co-operate closely with their appropriate national sports organisations and clubs, and where appropriate, stadium owners, on arrangements regarding the planning and execution of alterations to the physical fabric of stadia or other alterations, including access to and egress from stadia, necessary to improve safety and to prevent violence.*
- The Federal Office for Sport maintains a commission on infrastructure projects of national importance. This has formulated a number of national design norms. These are not too rigid; they permit a flexible response based upon detailed risk assessment. The individual projects are controlled by the relevant national sports federation. These provide advice on design to their member clubs. Permission to build or redevelop a stadium is granted by the local public (police and fire) authorities. Each canton sets its own standards and requirements.

The Evaluation Team understands that the present system represents a significant improvement in comparison with the past, when there was a lack of detailed guidelines. It recognises that national requirements cannot be promulgated under the Swiss federal system. This puts the onus on the cantons to work closely together with each other and with the federal authorities to ensure consistent standards.

The Evaluation Team considers that Switzerland complies with Article 6.1. of the Convention.

2. *The Parties undertake to promote, where necessary and in appropriate cases, a system laying down requirements for the selection of stadia which take into account the safety of spectators and the prevention of violence amongst them, especially for those stadia used for matches likely to attract large or unruly crowds.*

This Article was not examined. However, the Evaluation Team understands that the Swiss authorities have decided to move the opening match of EURO 2008 from Bern to Basel.

3. *The Parties undertake to encourage their national sports organisations to review their regulations continuously in order to control factors which may lead to outbreaks of violence by players or spectators.*

- The leading role is that of the Swiss Olympic together with the Swiss Federal Office for Police, as mentioned in article 2 on the Ice-Hockey Federation initiative.

The delegation had the opportunity to meet the Minister of Justice and Parliament deputies. These meetings showed a deep interest on the part of policy making to deal with spectator violence and stadium safety in a balanced and comprehensive manner. This interest is enhanced by the upcoming European football Championship in 2008. Experience gained during the preparation of this tournament is likely to be used in building a long-lasting national policy in this issue.

The Evaluation Team considers that Switzerland complies with Article 6.3 of the Convention.

Article 7 - Provision of information

Each Party shall forward to the Secretary General of the Council of Europe, in one of the official languages of the Council of Europe, all relevant information concerning legislative and other measures taken by it for the purpose of complying with the terms of this Convention, whether with regard to football or to other sports.

The Swiss authorities have regularly provided the Secretary General, and therefore the Standing Committee, with reliable information, notably using the mechanism developed by the Standing Committee for the annual national reports.

Furthermore, when the Standing Committee gathers additional information on specific aspects of efforts to tackle violence in sport, Switzerland is always open, co-operative and ready to share information.

The Evaluation Team therefore considers that Switzerland complies with Article 7 of the Convention.

GENERAL CONCLUSIONS AND RECOMMENDATIONS OF THE EVALUATION TEAM

The Evaluation Team agreed that this visit had been one of the best that they have ever experienced. Important work has been done in recent years in Switzerland to comply with all provisions of the Convention and in order to ensure a high level of safety and security at sports events. The provisions are impressive and, ideally, work should continue in the same direction and with the same level of quality. If this is the case, Switzerland is on track for EURO 2008 and for the future.

The occurrence of recent violent incidents initiated the implementation of a number of activities in the area of safety and violence prevention in sport. This development was hastened by initial preparations for the EURO 2008 football championships.

The Evaluation Team would like to stress that they were impressed by the real sense of responsibility felt by the stakeholders they met, and by the real level of understanding of what needs to be done by decision makers. There is an important political involvement, problems are taken seriously, they are fully involved in this issue, and the measures do not focus solely on football - they consider sport as a whole and, therefore, there are regulations for all sports.

Important work has been done in recent years in Switzerland to comply with all the provisions of the Convention in order to ensure a high level of safety and security at sport events.

The Evaluation Team concludes that Switzerland meets all the obligations of the Convention. The recommendations below, which are set out in order of importance, would contribute to optimising the Swiss system.

RECOMMENDATIONS

Priority	Recommendations	Article of the Convention
1	The entry arrangements appear to be appropriate for Swiss supporters, but, in the run up to EURO 2008, the Swiss authorities may wish to consider how they will manage large numbers of supporters from other countries, with different habits (i.e arriving at the last minute at the stadium, crowd pushing, etc.).	Art 3.4 c
2	The overall arrangements on match days appear to be appropriate for Swiss supporters, but, in the run up to EURO 2008, the Swiss authorities may wish to consider how they will manage large numbers of supporters from other countries.	Art 3.2
3	The Team recommends that commanding officers and spotters attend risk matches abroad to gain experience and expertise in dealing with foreign supporters looking to cause trouble.	Art 4.1
4	The team recommends that the relevant authorities review their guidance on the layout of crush barriers.	Art 3.4 a
5	Concerning the draft bill in preparation enabling the relevant authorities to exchange information on preventing football related violence, the Team would recommend that the police do not share information on intelligence with stewards (i.e. private companies) as was planned. It may be dangerous (risky) to have this point in the law and is not of great help for the stewarding system itself.	
6	The Evaluation Team recommends that efforts be made to evaluate the impact of the social and educational initiatives taken, and to concentrate on those which appear to produce the best results.	Art 3.5
7	The Evaluation Team recommends that Switzerland build upon the positive Portuguese experience of low-profile policing for the tournament. As in a lot of European countries, Switzerland is now deploying a large number of visible and very equipped police officers for football matches. This style of policing, even if it works well with Swiss people, is not recommended for the European Championship because it could be misunderstood by other countries. There will be a need for an intensive dialogue to explain the final decision to all foreign supporters.	Euro 2008 preparations

APPENDIX 1 - OPINION OF THE EVALUATION TEAM ON THE EURO 2008 PREPARATIONS IN SWITZERLAND

On 12 December 2002, UEFA decided to accept the Austrian-Swiss application to organise Euro 2008. The football championship will take place between 7 and 29 June 2008. Immediately after the announcement of UEFA's decision, Switzerland began the preparations for this tournament, including security provisions. On 17 February 2003, the competent Swiss and Austrian authorities signed a joint declaration of important principles to guarantee a smooth bilateral co-operation. This joint declaration also stresses the importance of good contacts with previous and future organising countries, as well as with participating countries. In March 2004, SiAG – Euro 2008, a bilateral working group for safety and security was set up, and co-operation was reinforced at every meeting. The competent Ministers of both countries also play an important role in this co-operation. The Evaluation Team was able to observe excellent co-operation between both organising countries, which is, and which will be, an enormous advantage in the preparations of the Euro 2008.

The Swiss structure includes a large responsibility for the cantons in relation to safety and security. It is therefore very important to determine, together with cantons, an overall joint and harmonised approach for the Euro 2008. Visiting supporters would have difficulties understanding why the approach would differ from one stadium or city to another. The Swiss authorities are conscious of this matter and will try to devise, together with their Austrian colleagues, a joint and harmonised safety and security concept. A tournament like the Euro has a great impact on other cities besides the venue cities. The Federal Council clearly determined the role to be played by the Federal Office for Police in its Declaration of 27 February 2002. The local police headquarters have a very important role to play, but through the Federal Monitoring Centre and a central co-ordinating body, Switzerland will try to avoid a different approach in the various cantons. The competent Minister insisted on the need for uniform legislation and a harmonised police approach.

The competent Minister and members of Parliament are conscious of the importance of an efficient security concept for football matches. They clearly stressed the role and responsibility of the organiser of Euro 2008, UEFA. A large range of legislative initiatives are now being undertaken to ensure optimum security at the Euro 2008. These initiatives, if accepted, will offer Swiss authorities and police services a variety of options for tackling football hooliganism. It will be very important to inform both domestic supporters and visitors from overseas to Euro 2008, on the content of this legislation. Every partner is conscious of the fact that prevention is a key factor and that good media exposure and communication strategy is essential.

The Evaluation Team was able to determine that Swiss national and local authorities are already making headway in their preparations for Euro 2008. Various aspects have already been dealt with (and often in a quite detailed way) and this has been done well in advance of the tournament. This should enable Switzerland to be fully prepared by kick-off in June 2008, and to remain flexible enough to adapt to possible new evolutions in the future. In view of these detailed preparations well in advance of the tournament, Switzerland will be able to efficiently test the safety and security plans and concepts.

The organisation of the Euro 2008 is carried out directly by UEFA, which has already appointed two tournament directors (one in each country). A safety and security director will be appointed to each tournament director. It is recommended that these safety and security

directors are appointed as soon as possible in order to avoid a two-speed preparation. As for the preparations already made by the Swiss authorities and police services, it is important that the organising committee keeps up to date concerning its own responsibilities.

Switzerland has a lot of experience in policing major events where outbreaks of violence are feared. Large scale sports events have already been successfully organised in Switzerland. Switzerland is therefore able to build upon experience gained in the past, which is an important advantage for the Euro 2008, bearing in mind that a football tournament like the Euro is a unique event, with its own particularities.

The Federal Office for Police actively involved in gaining experience from previous tournaments. Official observers were present in Portugal, and there is a very intensive co-operation with the relevant German authorities in view of the World Cup 2006. This should enable Switzerland to benefit from these experiences in order to optimise their own safety and security concept.

From a policing point of view, it is very important to have clear responsibilities (see comments under article 4 of the Convention) and direct communication lines. Portugal set a very high standard in policing football matches at Euro 2004, and Switzerland indicated that it wanted to build on this experience. It will be necessary to make every police officer aware of the exact content of such a low-visibility police approach. As in a lot of European countries, Switzerland currently deploys a large number of visible police officers for football matches. For the national league game between Basel and Aarau, the Evaluation Team could see that a significant number of visible police officers were deployed, some of them with rubber bullet guns. Swiss supporters may be used to such police deployment, but this may be unfamiliar to supporters from some other European countries, so it is very important to evaluate if such deployment will also be in place for the Euro 2008. If this is the case, it will be very important to inform visiting supporters in advance of the nature of police deployment.

A smooth and efficient system for the exchange of information will be put in place for the Euro 2008. A working group is dealing with these matters. At bilateral level, a Swiss liaison officer will be present in the Austrian information point and vice versa.

The Evaluation Team ascertained that the co-operation between authorities, police services and the organisers of the Euro 2008 is running smoothly, certainly with the tournament director. The same is valid for the bilateral co-operation with Austria.

Existing bilateral agreements with Austria and other neighbouring countries may prove to be useful during the Euro 2008, and it is recommended that the Swiss authorities study in detail if the current provisions are adequate enough to deal with all kinds of possible problems in relation with the organisation of an event such as the football Championship. The same applies to national legislation. Becoming a partner to the Schengen Treaty will also offer a number of advantages for Swiss authorities during the tournament.

It may be important to pay particular attention to the concept of active stewarding in every venue, enabling police forces to concentrate mainly on the situation outside the stadium. There is a need for a clear definition of responsibilities between stewards, private security companies and police services. The concept of ticketing will also be a very important issue which must be dealt with. It is recommended that Austria and Switzerland take into account the guidelines and recommendations of the Standing Committee of the Council of Europe

while negotiating the ticketing concept with UEFA. Testing stadiums well in advance will help Swiss authorities to see if complementary measures are necessary.

Given the fact that Switzerland will organise the tournament with Austria, it will be very important to have one overall joint security concept at all venues. The Swiss authorities are aware of this necessity and have declared themselves ready and willing to do what is necessary to put this in place. Legislation and security approaches may differ from canton to canton, so having a harmonised approach will be an important challenge for the Swiss (and Austrian) authorities. The expertise gathered by the Analysis and Prevention Department (Federal Office for Police) may prove to be an important factor in preparing the Euro 2008. The Evaluation Team established, on numerous occasions, that the knowledge and experience of this department and the strong will to learn from experiences abroad, constitutes a key factor for the preparations of the Euro 2008.

The Evaluation Team considers that Switzerland, 3 years before the event, is preparing for the Euro 2008 in a highly organised and professional way. Every aspect of an overall safety and security concept is dealt with and best practices from abroad are taken into consideration. New legislation will be put forward to Parliament in order to tackle problems in a preventive way. The need to put a uniform and harmonised safety and security concept in place in both countries and at all venues, is an important challenge which Switzerland is already dealing with at this phase of the preparations. Providing an efficient stewarding concept and a good ticketing strategy will be an important factor. The Evaluation Team recommends that Switzerland build upon the positive Portuguese experience in policing a European Football Championship. Finally, the Evaluation Team encourages Switzerland to continue to prepare for the Euro 2008 in the same professional way it has done until now, intensifying co-operation with the relevant partners where necessary.

APPENDIX 2 - ACKNOWLEDGEMENTS

The Evaluation Team wish to thank the Swiss authorities warmly and sincerely for the excellent organisation of the visit and the quality of their hospitality, for the national report sent to them, and for the spirit of complete trust and transparency that prevailed during the entire visit.

The assistance and the permanent presence of, in particular, Ms Ruth ALTMANN and Mr Roman STUDER who were with us throughout the visit and discussions, was a major contributing factor to the effectiveness of the mission.

The Team wish to express its thanks to the following persons in particular:

- Minister Christoph BLOCHER, Justice and Police Minister;
- Mr Urs VON DAENIKEN, Vice-director, Fedpol, Police Federal Office;
- Mrs Pascale BRUDERER and Mr. Jürg STAHL, members of the Swiss parliament;
- Mr. Matthias REMUND, director Federal Office for Sports and his team;
- Mr. HOFFMAN and Mr. Oliver HINTZ from the Swiss Olympic Association;
- Mr. Franz A. ZÖLCH; President of the Swiss Ice Hockey League;
- Mr. Roland SCHIBLI, Hooliganism Switzerland, Coordinator of the national football information point;
- Mr. Ralph ZLOCZOWER, President of Swiss Football Association and Mr. Peter GILLIERON, General Secretary;
- Mr. Christian MUTSCHLER, Swiss Director of tournament UEFA EURO 2008
- representatives from Basle Government and Police, in particular Mr. Christian KERN, CEO Basel United AG, Mr Carlo Conti, RR Basel Stadt, Head of sanitary department of Basel Stadt, Mr. Coelestine FREY, project EURO Basle 2008, Mr. Beat MEIER, Security Chief Basel United AG and Mr. Markus LEHMANN, President of the Fanproject;
- as well as everyone involved in the organisation of the visit and the evaluation work.

APPENDIX 3 - PROGRAMME OF THE VISIT Switzerland, 1-3 April 2005

• April, 1st 2005

- 09.00: **Official welcome and opening meeting** (Berne, fedpol)
Urs von Daeniken, vicedirector, fedpol
- 10.00: **Meeting with Minister Christoph Blocher**, Justice and Police
Minister, (Berne, ministry of Justice and Police)
- 10.30: **Meeting with members of Swiss parliament:** (Berne, Building of parliament)
 - Mrs Pascale Bruderer, MP
 - Mr. Jürg Stahl FDP, MP
- 12.30: **Meeting with authorities in charge of sports:**
 - Mr. Matthias Remund, director Federal Office for Sports (Magglingen) and his team
 - Presentation of the Swiss sport structures
 - Discussions
- **Lunch** hosted by federal office of Sport (Magglingen)
- 16.00: **Meeting with sporting bodies:** (House of Sports, Berne)
 - Mr. Hoffman, head of the committee for security affairs, Swiss Olympic Association
 - Mr. Oliver Hintz, Swiss Olympic Association
 - Presentation of the Swiss Olympic security guidelines
 - Mr. Franz A. Zölch; President of the Swiss Ice Hockey League
- 17.15: **Representatives of public authorities in charge of public order and security:** (fedpol)
 - Orientation: UEFA EURO 2008: Mr. Urs von Daeniken, fedpol
 - Presentation: Hooliganism Switzerland: Mr. Roland Schibli, Coordinator football international
 - Discussion
- 20:00: **Dinner** hosted by Mr. Urs von Daeniken
Guests:
 - Mr. Christian Mutschler Swiss director of tournament UEFA EURO 2008
 - Mr. Peter Gilliéron General secretary of Swiss Football Association
 -

• April, 2nd 2005

- 08.30: **Meeting with Sporting bodies** (Muri)
 - Mr. Ralph Zloczower, President of Swiss Football Association
 - Mr. Christian Mutschler, Swiss director of tournament UEFA EURO 2008

- Mr. Peter Gilliéron, General secretary of Swiss Football Association
- 10:30: **Local organizers of matches: Police Town of Berne**
 - visit of Stade de Suisse Wankdorf
 - Presentation of the security arrangements
- **Lunch** hosted by fedpol (Berne)
- 15:00: **Representatives of public authorities in charge of public order and security and local organizers of matches**

Meeting with representatives from Basle Government and Police (Basle, Giacobbo room):

 - Mr. Christian Kern, CEO Basel United AG
 - Dr. iur. Carlo Conti, RR Basel Stadt, head of sanitary department of Basel Stadt
 - Mr. Coelestine Frey, project EURO Basle 2008
 - Mr. Beat Meier, Security chief Basel United AG
 - Mr. Markus Lehmann, President of the Fanproject

Visit of the stadium St. Jakob-Park Basel

- 18:00 **Dinner:** hosted by Basel United AG
- 19:30: **Match Basel – Aarau**

April, 3rd 2005:

- 8:30: **Internal meeting of the evaluation team** (Berne, fedpol)
- 10:00: **Debriefing between the Standing Committee experts and fedpol representatives**

Conclusions
- 12.00: **Lunch** hosted by fedpol (experts, fedpol)

APPENDIX 4 - COMPOSITION OF THE EVALUATION TEAM

Mr Radim BURES (Czech Republic), Chair of the Standing Committee; Deputy Director, Department of Crime Prevention, Ministry of the Interior, Prague

Mr John DE QUIDT (United Kingdom), Chief Executive of the Football Licensing Authority, London

Mr. Bernd MANTHEY (Germany), Inspector, Bereitschaftspolizeien der Länder, Ministry of Interior

Mr. Jo VANHECKE (Belgium), Head of the Football Unit, Ministry of Interior

Mr Stanislas FROSSARD, Administrator, Secretary to the Standing Committee, Sport Department, Council of Europe

Mrs Marie-Françoise GLATZ, Principal Administrative Assistant, Sport Department, Council of Europe

C. COMMENTS FROM SWITZERLAND

The Swiss authorities expressed their satisfaction with the report of the evaluation visit and did not wish to make any comments.