



Standing Committee Policy Strategy on Spectator Violence (2014-2016)

Assessment of
implementation

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Working for safer, more secure
and welcoming sports events

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implementation

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*Stratégie du Comité permanent sur
la violence des spectateurs (2014-2016)
– Évaluation de sa mise en œuvre*

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Introduction: turning a vision into reality

The Council of Europe Standing Committee on Spectator Violence (the standing committee) believes that a multi-year policy strategy is needed to set out a coherent roadmap for the mid-term.

■ The standing committee decided to assess the implementation of its policy strategy (2014-2016), in particular by identifying the goals that were reached, those that were not, and what needs to be improved. By publishing the result of this analysis, the committee wishes:

- ▶ to demonstrate its commitment to transparency and accountability to member states and other stakeholders;
- ▶ to build upon the lessons learnt, using the results of the assessment as a reference when drafting the upcoming multi-annual policy strategy;
- ▶ to raise awareness of the committee's achievements, the relevance of its work and the way states can further benefit from it.

■ After recalling the Council of Europe vision and the standing committee mission statement, this document presents a thorough assessment of the 10 strategic objectives it has pursued over the last three years as they appeared in the Standing Committee on Spectator Violence (T-RV) Policy Strategy 2014-2016 (cf. document T-RV (2014) 14 rev).

1. Sharing a vision

■ Sport is a fundamental pillar of civil society. Over the last four decades, the Council of Europe has worked to promote the development of sport, sport for all, sport's positive values and to fight the threats it faces at the local, national and international levels. This is in line with its mission to uphold democracy, human rights and the rule of law.

■ The standing committee develops and consolidates a European and worldwide reference model for a multi-agency integrated approach on safety, security and service at sports events, in particular at football matches.

2. Defining a clear mission statement

■ The standing committee was established with the explicit purpose of monitoring the application of the 1985 European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (ETS No. 120, the 1985 Convention on Spectator Violence). Since then, the committee has emerged as a leading intergovernmental body, gathering experts in the field of safety, security and service at sports events, in particular at football matches.

■ The committee co-operates with key public and private stakeholders in the field of safety, security and service at sports events, in particular at football matches, as well as with the sports movement and the private sector.

■ On the basis of existing good practice and key developments in this field, the committee makes recommendations and proposes new standards concerning measures to be taken by the various agencies involved.

■ The committee monitors the implementation of the convention and the recommendations adopted by collecting and assessing relevant information, through the organisation of expert visits in the field, among other things. Through this work, national authorities receive very concrete, tailor-made guidance on how to implement the convention and improve their policy in terms of safety, security and service.

■ The committee also puts its expertise at the disposal of those countries seeking advice and support by providing them with technical assistance upon demand.

3. Supporting Council of Europe values

■ The standing committee shares the Council of Europe's core values: human rights, democracy and the rule of law, as well as core sports values, such as respect, tolerance, anti-discrimination, honesty and fair play.



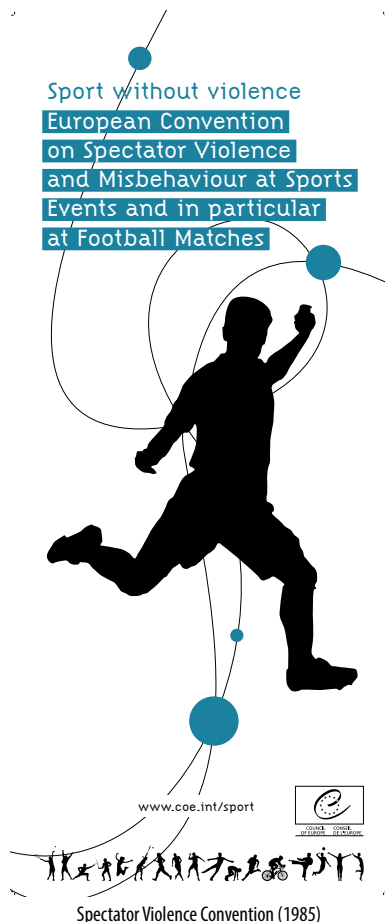
UEFA EURO 2016, quarter-final match France-Iceland, Stade de France (Saint-Denis, France), 3 July 2016

Progress achieved under the 10 strategic objectives (2014-2016)

Over the last three years, the standing committee achieved the following 10 objectives:

1. Completion of the revision of the 1985 Convention on Spectator Violence

The standing committee completed the revision of the 1985 Convention on Spectator Violence, making it the world's only reference document setting the standards of a multi-agency integrated approach on safety, security and service at sports events, in particular at football matches.



The process set up by the standing committee was concluded successfully and led to the adoption in 2016 of the new Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events (CETS No. 218) (the new convention). The process included the following stages:

- ▶ drafting of a text for a new convention with the involvement of all states parties to the 1985 Convention on Spectator Violence (2012-2014);
- ▶ agreement on a final draft of the new convention and its explanatory report (December 2014);
- ▶ consultation with the Parliamentary Assembly of the Council of Europe, which granted its full support, with minor amendments (November 2015);
- ▶ examination of the draft convention by the rapporteur group in charge of sport at the Committee of Ministers. The text was subsequently adopted by the Committee of Ministers (May 2016) without debate. The Ministers' Deputies also took note of the explanatory report;
- ▶ opening of the convention for signature on 3 July 2016 in Saint-Denis (France), during a ceremony that took place at the Stade de France, ahead of a quarter-final match of the UEFA EURO 2016 tournament.

Following a drafting process that started in 2012, the new convention was open for signature on 3 July 2016 in Saint-Denis (France)

2. Consolidation of the existing recommendations to offer a corpus of best practices

■ The standing committee continued to invest in consolidating the existing recommendations in accordance with international good practice and new developments. This resulted in the adoption of Recommendation Rec (2015) 1 on Safety, Security and Service at Football Matches and other Sports Events at the 40th Standing Committee meeting, Brussels, June 2015, having regard to previous recommendations adopted since 1985 and decades of European experience and good practice.



UEFA EURO 2016, quarter-final match France-Iceland, Stade de France (Saint-Denis, France), 3 July 2016

” Consolidating three decades of experience, the 2015 recommendation was adopted



3. Development of a strategic and structural partnership with the Union of European Football Associations (UEFA)

■ The standing committee very much values co-operation with the Union of European Football Associations (UEFA) because of its role in the organisation of the European Championships held every four years, the Europa League and the Champions League matches which are played all over Europe. This co-operation has been intensified in recent years. Notably, the standing committee:

- ▶ took part in UEFA's initiatives aimed at promoting the new convention;
- ▶ invited UEFA, as an observer to the standing committee, to take part in all the consultative visits;
- ▶ co-organised the ceremony for the opening for signature of the new convention on the occasion of a quarter-final match of the UEFA EURO 2016 tournament in Saint-Denis;
- ▶ drafted a memorandum of understanding with UEFA, which should be signed in the near future.

” UEFA has become a strategic partner in promoting the standards of the Council of Europe

4. Development of partnerships with other important stakeholders

■ The standing committee initiated or renewed partnerships with other important stakeholders such as the European Union (EU), the International Federation of Association Football (FIFA) and the European Professional Football League (EPFL). It continued to co-operate with all the observers to the convention and sought new partnerships which could play an important role in the strategic development of the committee. During the last three years, it has:

- ▶ established a joint programme with the European Commission in 2016 (ProS4);
- ▶ participated regularly in the European Think Tank of Football Safety and Security Experts' meetings;
- ▶ awarded the status of observer state to Qatar;
- ▶ granted the status of observer to: the European Professional Football Leagues, Football Supporters Europe (FSE), INTERPOL and Supporters Direct Europe (SDE).

” The standing committee enhanced networking and partnership with relevant stakeholders



Initiatives taken under EU-Council of Europe joint project ProS4



Fourteen states parties sign the new Convention at the opening for signature ceremony, Stade de France (Saint-Denis, France), 3 July 2016



Ceremony of opening to signature of the new Convention, Stade de France (Saint-Denis, France), 3 July 2016



2015 annual report on sport-related violence across Europe (ProS4 joint project)

5. Encouragement of a maximum number of European countries to sign and ratify the convention

■ In 2016, 22 member states signed the new convention:

- ▶ the convention was signed by 14 states on 3 July 2016, the day it was opened for signature: Bulgaria, France, Georgia, Greece, Lithuania, Republic of Moldova, Monaco, Montenegro, Netherlands, Portugal, Russian Federation, Switzerland, “the former Yugoslav Republic of Macedonia” and Ukraine;
- ▶ Italy signed the convention on 2 September 2016;
- ▶ on 29 November 2016, during the 14th Council of Europe Conference of Ministers responsible for Sport, held in Budapest, the following seven countries signed the new convention: Azerbaijan, Belgium, Luxembourg, Norway, Poland, Romania and Turkey.¹

” More than a half of the states parties to the 1985 Convention on Spectator Violence had joined the new convention six months after it was opened for signature

6. A proactive approach and prioritisation of resources to areas of greatest need or activities which have the biggest impact

■ With a view to providing technical support to member states, the standing committee established

1. In 2017, Sweden, Austria, Cyprus, Spain and the Czech Republic signed the convention, and to date (as of 7 December 2017) four ratifications have occurred: France, Monaco, Poland and the Russian Federation. Following the ratification by Poland, the convention entered into force on 1 November 2017. Qatar requested accession to the new convention and several South American countries, namely Argentina, Chile and Ecuador, are studying the possibility of acceding.

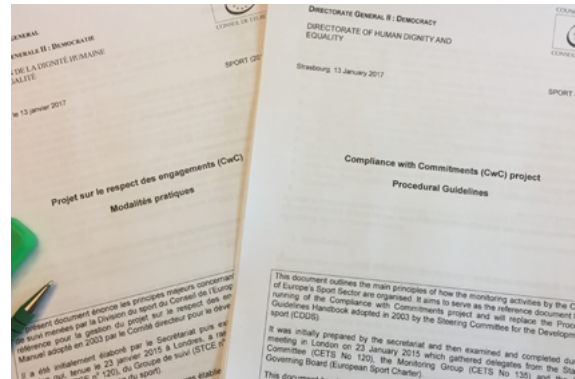
and implemented a joint project, Promoting the Council of Europe Standards on Safety, Security and Service at Football Matches and Other Sports Events (ProS4), co-financed by the EU and the Council of Europe. ProS4 aimed at, on the one hand, tackling cross-border threats to the integrity of sport due to the violence and misbehaviour of spectators and, on the other hand, promoting the development of national policies on safety, security and service at sports events. The project was divided into five sub-projects:

- ▶ an overview of current trends and emergent challenges at football matches: an annual/season report for 2015 on football-related violence was published, based on a questionnaire distributed via the National Football Information Point (NFIP) network;
- ▶ the preparation of three country-specific action plans (Romania, Croatia and the Slovak Republic), on how to develop and implement an integrated approach and ensure the effective co-operation and co-ordination of the activities of all stakeholders involved;
- ▶ making safety a priority (Romania): assisted the Romanian authorities in developing occupational standards for safety officers and supervisors. Besides a training session to certify safety officers and their superiors as trainers under the national legislation, a seminar for the Balkan region on safety, security and service was organised;

ProS4 is the first joint project of the EU and the Council of Europe to promote standards and offer operational tailor-made tools on safety, security and service at football matches and other sports events.



ProS4 joint project initiative on three national action plans on an integrated approach (Romania, Croatia and Slovak Republic)



Document on procedural guidelines of the Compliance with Commitments project (CwC)

- ▶ promoting dialogue between clubs and their supporters (Croatia): Croatia succeeded in organising two round table events (in Zagreb and Split). The one in Zagreb successfully gathered key stakeholders – supporters’ groups on one side and club/football federation/police on the other – together with international consultants and national experts, to discuss the general situation and specific problems being encountered. The round table in Split was rather challenging and affected by the circumstances surrounding Croatian football. Some supporter groups did not want to join the round table due to the dispute between the clubs, supporters and the football federation. However, the round table approach was received positively by the stakeholders and it now provides a model for kick-starting effective local multi-agency co-ordination and, in less extreme circumstances, enhancing communication with supporters;
- ▶ strategic co-ordination and legal framework (Slovak Republic): Slovak authorities were provided, via two workshops, with a draft action plan to facilitate and encourage the Ministry of the Interior/police to assume responsibility for the national co-ordination arrangements, and with legal advice on the compatibility of their relevant legislation, namely the Act on Sports, with the new convention.

” The ProS4 joint programme has been successful in delivering tangible outputs, like the annual report on football-related violence or country-specific action plans

7. Upgrade of monitoring activities

■ The standing committee expressed its intention to organise more visits and to ensure appropriate follow-up to the recommendations made during these visits:

- ▶ consultative visits were held in: Georgia and the Slovak Republic (2014), France (2015) and the Russian Federation (2016);²
- ▶ assistance, upon request, is available for countries intending to develop a multi-agency integrated approach on safety, security and service at sports events, in particular at football matches;
- ▶ as mentioned previously, the ProS4 joint project delivered in 2016 specific action plans to three countries who had previously hosted a visit – Romania, Croatia and the Slovak Republic – on how to implement a safety, security and service-integrated approach to sport.

■ The standing committee also wanted to improve the quality of the follow-up system on recent trends and developments throughout Europe. Two new elements were therefore included in the ProS4 joint project:

- ▶ a questionnaire on the current trends and emergent challenges at football matches in Europe was launched in 2016 as a pilot project. The questionnaire was used as the basis for an in-depth analysis of the current situation of violence in football and other sport events in Europe and to identify the emerging challenges which need to be tackled;
- ▶ procedural guidelines on the Compliance with Commitments (CwC) project were prepared in collaboration with the Co-ordination Group of the Anti-Doping Convention, the Enlarged Partial Agreement on Sport (EPAS) Governing Board (which follows up on implementation of the European Sports Charter) and the bureau of the standing committee.

2. In 2017, visits to Greece and Ukraine took place.

The questionnaire, addressed to national football information points (NFIPs), enabled the publication in 2016 of the first annual/season report on football-related violence, a tool that provides a comprehensive overview of trends and challenges across Europe.

These guidelines outline the main organisational principles of the monitoring activities of the Council of Europe's sports sector. They serve as the reference document for the running of the Compliance with Commitments project and have therefore replaced the Procedural Guidelines Handbook adopted in 2003 by the Steering Committee for the Development of Sport (CDDS).

The guidelines have been completed with appendices prepared by the three relevant sport committees for each type of visit and were finally approved by those same committees.³

” The sports sector's monitoring capacities were upgraded in order to ensure appropriate follow-up of the convention

8. Promotion of good practices in Europe

To promote existing good practices and develop new ones, the standing committee:

- ▶ participated in UEFA's annual stadium and security conferences;
- ▶ prepared the launching of the ProS4+ joint project (beginning of 2017 to mid-2018), which includes online training schemes to promote the convention and Recommendation Rec(2015)1, as well as tailor-made police training schemes;
- ▶ used its monitoring reports to highlight the problematic areas and gaps that needed to be addressed by respective member states in their action plans.

” Sharing experience and promoting good practices have been core activities of the standing committee

3. SPORT (2017) 2: Compliance with Commitments (CwC) project, Procedural Guidelines.

9. Assistance in the preparation of tournaments, competitions and other major sports events, in particular UEFA EURO 2020, due to its pan-European dimension

The standing committee has always supported the preparation of major football tournaments, setting-up an “ad-hoc working group” in the past for these competitions. As the next European Championship is specific, in that there are not just one or two host nations and almost all of Europe will be involved, the standing committee established in early 2017 an ad-hoc working group on UEFA EURO 2020 to facilitate co-operation and share best practices among host countries and other relevant stakeholders. This includes the adoption of an action plan, a handbook, a template of a memorandum of understanding for bilateral police co-operation and a programme of visits and peer review exercises in the host cities.

UEFA EURO 2020 is the first tournament in history to be co-organised by 11 countries in 12 different cities. This will be a unique opportunity to implement common standards across Europe and foster international police co-operation.

” UEFA EURO 2020 is an exceptional opportunity to implement European-wide common standards



Map of the hosting cities of UEFA EURO 2020

10. Improvement of the organisation of the standing committee's biannual meetings

■ The standing committee pays particular attention to the preparation and organisation of its meetings and attaches great importance to ensuring that good practices can be shared; that everyone has the possibility to express her or his opinion, that countries are represented by their best experts, and that added value is created for all involved; it therefore:

- ▶ organised a round the table at each meeting on a specific subject to enable all national delegates to take the floor;
- ▶ invited all observers to the standing committee to contribute and take the floor to share their programme of activities or any information which could be of interest to the committee;

- ▶ invited specific guests to present topical issues: the European Committee for Standardization (CEN), Football Against Racism in Europe (FARE), EPAS, etc.;
- ▶ invited organisations requesting observer status to present themselves and explain their interest in the work of the standing committee.

” The standing committee consolidated its role as a platform to share experience and provide expertise



T-RV Standing Committee members at the International conference to commemorate the 30th anniversary of the European Convention on Spectator Violence, Heysel Stadium (Brussels, Belgium), 17 June 2015



Looking ahead

Significant progress has been made during this three-year reporting period on the three pillars of the work of the standing committee: standard setting, monitoring and technical assistance.

■ When starting the preparation of its next strategy, the standing committee decided to align its duration with the timing of major football events which take place every four years (UEFA EUROs or FIFA World Cups). Strategy 2017-2020 will therefore enable the standing committee to tackle any new issues which may arise in the run-up to the unique and possibly most difficult tournament to be organised in Europe: the UEFA EURO 2020, which will take place in 12 host cities, across 11 countries, from Dublin to Baku.

■ A number of remaining challenges will be addressed in Strategy 2017-2020 (adopted at the 43rd meeting of the standing committee in December 2016). The most important include:

- ▶ further promoting the new Council of Europe convention with the view to making it a truly global reference document;

- ▶ disseminating and promoting the principles of Recommendation Rec (2015)1 on safety, security and service;
- ▶ preparing a smooth transition between the 1985 European Convention on Spectator Violence and the new convention, ensuring an effective transmission of knowledge to the new Committee on Safety and Security at Sports Events.

” The worldwide promotion of the 2016 convention and of the 2015 recommendation will be at the heart of the new Committee on Safety and Security at Sports Events



Tribute to Jo Vanhecke

3 September 1974 – 9 January 2015

Jo Vanhecke devoted much of his professional life to football safety and security. He joined the Standing Committee of the European Convention on Spectator Violence in the early 2000s as an expert from the Belgian Ministry of Interior. His motivation, involvement, expertise and excellence were soon recognised by his colleagues. He was first elected as Vice-Chairman of the Standing Committee in 2006, and then as Chairman in June 2012 for a two-year mandate.

■ It was under his chairmanship that the new Council of Europe convention was drafted and finally adopted unanimously by the Standing Committee in December 2014. It was also during his tenure that this first policy strategy was drafted and adopted, in April 2014.

■ Re-elected as Chairman in 2014, he could unfortunately not finish his mandate nor see the fruits of his labours, as he unexpectedly passed away on 9 January 2015.

■ The Secretariat and the Standing Committee miss him greatly. All the stakeholders working to make football events safer, more secure and more welcoming have lost one of their best professional partners, who achieved outstanding results, but also a friend. The best way to pay tribute to him, at the level of the Standing Committee, is to turn his vision into reality.

The Standing Committee of the European Convention on Spectator Violence (T-RV) determined that it should deliver a multi-year policy strategy with a view to defining a coherent mid-term road map, having adopted for the first time the policy strategy for 2014-2016.

At the end of this three-year period, the committee decided to assess the implementation of this strategy. This document, in addition to recalling the vision of the Council of Europe and the mission statement of the committee, presents a thorough assessment of the 10 strategic objectives that it has pursued during this period.

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The Council of Europe is the continent's leading human rights organisation. It comprises 47 member states, 28 of which are members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states