

## Spain

“Compliance with Commitments Project”

Respect by Spain of the European Convention on Spectator Violence  
at Sports Events

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Reports by:

- **Spain**
- **Examining Group**

### **A. Report by Spain**

#### **1. INTRODUCTION AND REASONS FOR THE REPORT**

The very serious incidents that occurred during the 1980s in certain European stadiums (Bradford, Heysel, Sheffield) had serious social repercussions caused by their terrible cost in human life and suffering. In reaction to this situation, the member countries of the Council of Europe decided to adopt strict ad hoc legal measures.

Spain is one of the Council of Europe member countries that has introduced legal measures in order to analyse the violence phenomenon more thoroughly, study its causes and draw up measures which were, and still are, aimed at controlling violence at sports events normally attended by very large crowds.

One of these measures was the creation in the Senate in April 1988 of a Special Commission for the Investigation of Violence at Sporting Events, particularly football matches. In March 1990 a plenary session of the Senate approved the decisions of this commission, whose detailed remit is given later in this report.

Following the work of this commission, the Spanish Government and Parliament passed measures designed to banish violence from sporting events at Spanish stadiums.

Enough time has now elapsed to make possible an objective assessment of the work carried out in Spanish society by the Spanish Parliament and by the bodies responsible for organising sporting events, mainly football and basketball matches. The progress made has been clearly and explicitly recognised by society, and all political groupings in the Spanish Parliament are in full agreement concerning this problem, which is regarded as urgent.

The creation in 1990 of the National Commission against Violence at Sporting Events - changed in 1997 to National Commission for the Prevention of Violence and Security at Sporting Events, a title considered to project a more positive image - and its formal establishment in April 1992 have enabled the work done to be developed and extended

with the following main aims in view:

- \* Affirm the responsibility of the organisers of sporting events for their actions*
- \* Define the powers and activities of the State law-enforcement bodies*
- \* Propose punitive measures to the appropriate government authorities with a view to the opening of sanctions files corresponding to the offences committed*
- \* Encourage the conversion and infrastructure work necessary at sports grounds in order to make security and prevention systems more effective*
- \* Adopt all permanent-monitoring measures needed to ensure security at stadiums and any measures which will make sports bodies and the public at large aware of security aspects.*

The Spanish Higher Sports Council (Consejo Superior de Deportes) believes that Spain has contributed to the gradual control of violence at sporting events and to the drawing up of prevention and security measures in co-operation with other Council of Europe member countries.

The Higher Sports Council has drawn up the present report in order to demonstrate the effectiveness of its work. The report gives a necessarily abridged survey of the range of initiatives and actions taken from 1990 until now, including an account of the plan for the modernisation and security of Spanish sports grounds.

During the years concerned the National Commission for the Prevention of Violence at Sporting Events has been busy putting into practice and developing all these aims in accordance with the policy initiated by the Higher Sports Council and the Ministry of the Interior. The Council has voluntarily agreed that a Council of Europe commission should supervise and monitor all the measures which the Spanish authorities have taken to deal with violence in football stadiums and at sports grounds in general.

## **2. ORIGIN OF THE COMMITMENTS**

### **RECOMMENDATIONS OF THE COUNCIL OF EUROPE ON THE PREVENTION OF VIOLENCE AND SECURITY AT SPORTING EVENTS AND THE ACTIONS TAKEN IN SPAIN TO IMPLEMENT THEM**

After the ratification by the King of Spain on 16 July 1987 of the European Convention on Measures to Prevent and Control Spectator Violence and Misbehaviour at Sporting Events and particularly at Football Matches (which came into force on 1 September of the same year), the Spanish State adopted a series of measures aimed at controlling and eliminating violence in the realm of sport.

Some of these measures must be pointed out.

In April 1988 the Senate (second Legislative Chamber) set up a special commission of investigation which carried out an intensive study of the problem of violence in sport over a period of two sessions (the Chambers having been dissolved in the meantime).

Regarding this intensive work, particular mention should be made of the compendium and comparative study of the legislation of 12 of Spain's neighbour countries. Evidence was taken from over 50 persons representing the Spanish State (Ministry of Education and Science, Ministry of the Interior, Higher Sports Council etc) and the Council of Europe, as well as from the presidents of the Spanish football and basketball sport federations, the professional leagues, the chairmen of football and basketball clubs, players, sports technicians, law and sociology teachers, chairmen of committees of referees, chairmen of disciplinary committees and sports journalists etc. The foregoing work plus all the various on-site studies resulted in an Experts' Report adopted unanimously on 14 March 1990 by all senators irrespective of their political or other affiliations.

The Experts' Report is based on the European Convention and on the recommendations made in that connection by the Standing Committee of the European Convention on Spectator Violence.

Contemporaneously with the work of the commission, an International Seminar on the Prevention of Violence in Sport was organised from 26 to 29 June 1989 by the Higher Sports Council, the Directorate-General of Police and the Royal Spanish Football Federation.

This seminar was attended by senior police officials from six European countries, staff of the Council of Europe, officials representing Spanish sport in the State and independent sectors and representatives of all authorities and bodies connected with football: federation, league, club managers, committees of referees, disciplinary committees, players, technicians, coaches, officials etc.

Since the Spanish Law on Sport was then in its preliminary stages, the special Senate commission investigating violence at sporting events was able at the end of its proceedings to include most of its recommendations and virtually all the European Convention's measures in Title IX of the above Law under the general heading of Prevention of Violence at Sporting Events. The Law on Sport was passed on 15 October 1990 and preventive and restrictive measures, together with possible sanctions in the event of non-compliance with the rules, are collected together in ten articles.

The Law was subsequently given further effect in two royal decrees: Royal Decree 75/92 of 31 January 1992, which set up the National Commission against Violence at Sporting Events, and Royal Decree 769/93 of 21 May 1993, which adopted the Regulation on the Prevention of Violence at Sporting Events.

At national level, the prevention of violence is the responsibility of the representatives of the National Commission against Violence at Sporting Events from the different bodies (Ministry of the Interior, Higher Sports Council, Autonomous Regions, municipalities, federations, professional leagues, referees, players, the media, sociologists etc), who co-ordinate the measures taken in this field.

The law-enforcement bodies are responsible for deploying the services needed to confront and prevent violence within stadiums and their approaches and along the routes used by supporters.

Under Articles 30 to 68 of Royal Decree 796/93, a police co-ordinator will be assigned to each 1st and 2nd Division A club (and also to every 2nd Division B club from September 1997) and will be responsible for providing information on each match to the General Security Co-ordinator, who reports direct to the General Office for Citizens' Safety.

Any infringements of the laws on violence in sport are included, for each sporting event, in the report submitted by the general security co-ordinator to the Reports and Infrastructure Commission, which proposes appropriate sanctions to the governmental authorities (Council of Ministers, Minister for the Interior and representatives and deputy representatives of central government to the regions). This point is covered by Article 69 of the Law on Sport.

The steering committees or governing boards of sports clubs and limited companies must appoint a representative from among their members who will be responsible to the security co-ordinator, on behalf of the club or company concerned, for the organisation of the event. This representative will be required to supply the fullest possible information about groups of supporters travelling, their number, the route they will be following and their means of transport, in accordance with the requirements of Articles 15 to 18 of RD 75/93.

It must be admitted, however, that without a judicial ruling Spanish regulations are unable to prevent supporters judged likely to cause trouble at sporting events from travelling since, under the constitution, all citizens enjoy the basic right of freedom of movement. Nevertheless, Article 69 of the Law on Sport states that admission to sporting events can be prohibited to any person who has been the subject of a legal penalty for an offence committed during a sporting event.

Moreover, under Articles 9 to 14 of RD 769/1993, 1st and 2nd Division stadiums will be required to provide numbered seats before 20 June 1998, together with the necessary means of preventing encounters between rival supporters. To enable admission tickets to be checked effectively, tickets will be processed using a computerised system containing complete information on entrances to the stadium. Reasons for which admission to the stadium will be refused must also be given on the back of the tickets. These reasons must include: bringing in alcohol, bringing in weapons or instruments capable of being used as such, bringing in Bengal lights or fireworks, bringing in or brandishing placards, symbols or emblems conducive to violence, being under the influence of alcohol, drugs, stimulants etc.

1st and 2nd Division A stadiums must have an organisational control unit comprising at least a closed-circuit television system for monitoring the inside and outside of the stadium and the technical audio-visual facilities needed to record the behaviour of the

crowd and, if necessary, of violent groups. They must also have an effective public-address system of sufficient range to be effective both inside and outside the stadium, as well as a system of radio communication with the local police, security services, toilet facilities etc and an independent telephone switchboard with direct lines to police stations so that contact may be made where necessary with persons and institutions responsible for the collective safety of bystanders and the public at large. They will also have a computerised system for monitoring, by sector, the number of spectators and their rate of admission to the stadium (Article 8 of RD 769/93).

However, Spanish legislation does not ban the sale of alcohol in the vicinity of stadiums.

The organisers of sporting events are held liable if the prohibited objects mentioned above are brought into the stadium. They must therefore arrange for checks to be carried out by security staff (club employees or private security firms) at the entrances in order to prevent breaches of the law. Under Article 67 of Law 10/1990, organisers can be penalised if these measures are not complied with.

As regards prevention, the Higher Sports Council has launched a Fair Play Campaign with the co-operation of the Royal Spanish Football Federation, the National Professional Football League and the Association of Spanish Footballers in order to instil ideals of fair play and sportsmanship in schoolchildren.

A code of sporting ethics has also been drawn up on the initiative of the Higher Sports Council and in accordance with Recommendation No R(92)14 of the Committee of Ministers of the Council of Europe. The aim is to encourage and develop a sense of fair play, respect for an opponent and the cultural and educational aspect of sporting values in all members of the great sporting family. This code, which was published in May 1997, has been circulated widely in all sport-related fields and organisations.

Within the European Union framework, bilateral co-operation agreements have been signed with countries whose supporters are in the habit of travelling to attend their teams' international fixtures.

In the latter case, the police forces concerned regularly exchange information about visiting supporters, e.g. number of visitors, with an indication of those regarded as dangerous, means of travel, timetables etc. Provision is also made where necessary for police officers to travel to the host country in order to co-operate with members of that country's security bodies and facilitate the identification of supporters who are potential trouble-makers.

For international fixtures where misbehaviour may be expected, the host country gets in touch with the embassy and consular authorities of the visiting country so that representatives of those bodies can attend the sporting event concerned and lend their support to the legal measures taken in Spain against offenders where incidents occur.

All these measures will be supplemented by the implementation of the plan for the

modernisation and security of Spanish sports grounds approved by the Ministry of the Interior, the Higher Sports Council and the National Professional Football League. Financed by public subsidy, this plan will permit the refurbishment of stadiums in order to increase their security; the work is expected to be complete in June 1998.

Aside from these measures, we shall now take a practical look at the relationship between the European Convention measures, the Standing Committee recommendations and the development and application of these measures and recommendations in Spanish legislation.

**TABLE COMPARING THE MEASURES LAID DOWN IN THE EUROPEAN CONVENTION WITH THE MEASURES TAKEN IN SPAIN**

EUROPEAN CONVENTION MEASURES	TAKEN	BEING TAKEN	NOT TAKEN	COMMENTS
1. Art.2 domestic coordination.	Taken			Art. 60 of Law 10/90 on Sport and RD75/92.
2. Art.3.1.a. employment of public order resources.	Taken			Law on citizen safety and Arts. 52, 53 and 54 of DR769/93.
3. Art.3.1.b. co-operation and exchange of information between police forces.	Taken			Arts. 49 to 56 of RD769/93.
4. Art.3.1.c. adoption of appropriate legislation.	Taken			Art. 69 of Law 10/90 on Sport
5. Art.3.2. encourage responsible organisation.	Taken		Not Taken	Art. 18 of RD769/93.
6. Art.3.3. prevent potential troublemakers from travelling.	Taken			Prohibited by the Spanish Constitution.
7. Art.3.4. introduce legislation on sanctions.	Taken			Art. 69 of Law 10/90 of Sport.
8. Art.3.4.a. ensure that stadium infrastructure safeguards safety.	Taken			Art. 71 of Law 10/90, Arts. 5 to 8 RD769/93 and convention concluded
9. Art.3.4.b. Effective segregation of groups of rival supporters.	Taken			Art. 64 of Law 10/90 of Sport.
10. Art.3.4.c. ensure segregation by strict control of ticket sales	Taken			Art. 64 of Law 10/90 and Arts 9 to 14 of RD769/93.
11. Art.3.4.d. exclude troublemakers from stadiums.	Taken			Arts. 67 and 69 of Law 10/90 where a troublemaker has already been made subject to a legal order.

EUROPEAN CONVENTION MEASURES	TAKENS	BEING TAKEN	NOT TAKEN	COMMENTS
12. Art. 3.4.d.bis exclude people who are under the influence of alcohol or drugs.	Taken			Art.67 of Law 10/90.
13. Art. 3.4.e. provide an effective public address system.	Taken			Art.62 of RD769/93
14. Art. 3.4.f. prohibit the introduction into stadiums and the sale of alcoholic drinks.	Taken			Art.67 of Law 10/90 and Arts.21 and 22 of RD769/93.
15. Art. 3.4.g. control to prevent the introduction of prohibited objects, bengal lights and fireworks.	Taken			Arts.66 and 67 of Law 10/90.
16. Art. 3.4.h. liaison officers cooperating with the authorities concerned.	Taken			Arts. 15 to 18 of RD769/93.
17. Art. 3.5. adopt appropriate social and educational measures.	Taken			Fair Play campaign, Code of Sporting Ethics.
18. Arts. 4.1. and 4.2. International cooperation.	Taken			International agreements with EU Countries (only potentially dangerous fans. Previously TREV group, now SENDEL Agreement and police cooperation)
19. Art. 5.1. identification and prosecution of troublemakers.	Taken			The duty magistrate is informed.
20. Art. 5.2. prosecution of visiting spectators.		Being taken		Presence and assistance of consular authorities of the visiting countries requested when the town concerned has no representation
21. Arts. 6.1. and 6.2. alterations to stadium structures.				1st, 2nd and interim additional provisions of RD769/93 and conventions.
22. Art. 6.3. review of regulations of national sports organisations.				Art.60.2.f. of Law 10/90. Problem behaviour by sports managers

### **3. MEASURES TAKEN IN SPAIN TO PREVENT AND BANISH VIOLENCE FROM SPORTING EVENTS AND GUARANTEE SECURITY AT SPORTS GROUNDS**

#### **PROTECTION OF CITIZENS' SAFETY**

Protection of the public and the exercise of public freedoms form an inseparable duo and these two concepts incorporate the pre-requisites for co-existence in a democratic society.

The Spanish constitution (Art.149.1.29) assigns general powers to the State as regards public safety. The security forces and bodies are responsible to the Government and their basic task is to protect the free exercise of rights and freedoms and to guarantee the safety of citizens (Art.104.1).

Organic Law 1/1992 of 21 February on safeguarding the safety of citizens stipulates (Art.8) that all leisure events and activities of a public nature must conform to the administrative police measures laid down by the Government in order to:

- a) ensure the safety of citizens against risks which could harm individuals or their goods and which arise from the behaviour of the organisers, participants or spectators of a sporting event or any other recreational activity;
- b) ensure peaceful co-existence where this might be disturbed by holding the event or carrying out the activity concerned;
- c) to allow in public buildings and premises only activities which have been explicitly authorised and in all circumstances prevent those that have been prohibited;
- d) fix where necessary the conditions for the organisation, sale of tickets and starting and ending times of recreational events or activities in order to ensure that the latter take place satisfactorily.

Sporting events must in all cases comply with the violence-prevention measures in Title IX of Law 10/1990 on Sport of 15 October mentioned earlier.

### **STRUCTURE AND CO-ORDINATION OF THE NATIONAL COMMISSION FOR THE PREVENTION OF VIOLENCE**

Realising its responsibility for ensuring public order and public safety in a democratic country where the rule of law prevails and after signing in 1987 the European Convention on Spectator Violence and Misbehaviour at Sport Events and particularly at Football Matches (Strasbourg, 1985), the Spanish Government adopted a set of initiatives of a normative, social and institutional nature which are embodied in Law 10/1990 on Sport and its implementing provisions.

These initiatives, which are now a reality, have resulted in an institutional structure whereby any action designed to prevent and eliminate violence at sporting events can be notified, monitored, controlled and assessed.

The structure and co-ordination of sports policy as conceived in Spain in order to prevent violence and ensure safety within stadiums comprise two levels of action:

- a) prevention and control through the Ministry of the Interior, Government Delegates of the Autonomous Regions, Government Sub-Delegates in the provinces and Security Co-ordinators at each sports ground;
- b) Prevention, study and assessment through the National Commission for the Prevention of Violence and Security at Sporting Events, its sub-committees or working parties.

At each stadium and in accordance with the relevant legislation, the governmental authority is responsible for co-ordinating activities according to guidelines issued by the chairman of the national commission.

The functions and tasks relating to the action levels mentioned are explicitly laid down in Royal Decree 75/1992 of 31 January on the National Commission and in Royal Decree 769/1993 of 21 May on adoption of the Regulation for the Prevention of Violence at Sporting Events.

Although certain aspects of the national commission's action have already been mentioned in this report, we shall now refer briefly to its organisational and structural aspects.

### **1. NATIONAL COMMISSION: CREATION AND CONSTITUTION**

The national commission was set up by Law 10/1990 on Sport. Its implementing provisions are given in Royal Decree 75/1992 of 31 January and it was formally constituted in April 1992.

### **2. CHAIRMAN AND VICE-CHAIRMAN OF THE NATIONAL COMMISSION**

The offices of chairman and vice-chairman are held in turn, for periods of similar duration, by representatives appointed by the Ministry of the Interior and the Ministry of Education and Culture in accordance with Article 5 of Royal Decree 75/1992.

### **3. SECRETARIAT OF THE NATIONAL COMMISSION**

The post of Secretary to the Commission is held by an official of the Higher Sports Council. His functions are:

- to draw up the minutes of all working meetings of the Commission;
- to check the reports prepared by the security co-ordinator on everything that occurs at each sporting event for assessment by the Commission every Wednesday throughout the sporting season;
- to forward to the governmental authority, with the prior authorisation of the chairman of the commission, proposals for sanctions against individuals and sporting organisations.

### **4. FUNCTIONS OF THE NATIONAL COMMISSION**

The commission's functions are laid down in Article 1 of Royal Decree 75/1992 of 31 January on the National Commission.

### **5. MEMBERSHIP**

The commission is composed of 25 members representing the following institutions:

- Ministry of Education and Culture Higher Sports Council (3)
- Ministry of the Interior (3)
- Autonomous regions (3)
- Local corporations (3)
- Royal Spanish Football Federation (1)
- Spanish Basketball Federation (1)
- Sports federations (1)
- Professional leagues (1)
- Sports associations (2)
- Sports personalities (4)
- Sporting press association (1)
- Referee bodies (1)

## 6. FREQUENCY OF WORKING MEETINGS

The National Commission meets in plenary sessions and in working parties.

All members of the national commission meet in regular session at least once every six months and in special session either at the request of its chairman or at the express written request of half its members.

At the commission's 9th plenary session in Madrid on 26 February 1997, it was agreed to restructure the operational commissions working within the national commission in order to make their work more effective and improve the success percentage. The reorganised commissions were required to carry out their activities according to the following remit:

NAME OF COMMISSION	AIMS
Reports and Infrastructure Commission	*Analysis of incidents occurring during each match of the competition day concerned
	*Proposal for sanctions to the governmental authority *Discussion of proposals submitted by commission members *Meeting of commission members every Wednesday during the official-competition season
Operational Legal Commission	*Study the legal and regulatory amendments whose inclusion in the legal instruments is considered justified
Studies, Prevention and Information Commission	*Encourage studies designed to promote the positive aspects of integration through sport, as well as studies aimed at preventing xenophobic and violent attitudes during a sporting event
Amateur Sport Commission	*Analyse sporting activities in the countryside in order to introduce attitudes of tolerance and social integration through the practice of sport

From the 1992-93 season to the 1996-97 season the Operational Commission and the Reports and Infrastructure Commission held 178 meetings as follows:

Season	Number of Meetings
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1992-93	39
1993-94	33
1994-95	38
1995-96	32
1996-97	36

## **OUTLINE OF THE STRUCTURE AND CO-ORDINATION OF THE NATIONAL COMMISSION FOR THE PREVENTION OF VIOLENCE**

**MANAGEMENT:** \* Chairman and vice-chairman of the National Commission (Director-General of Internal Policy -Ministry of the Interior and Directorate-General for Sport) - Ministry of Education and Culture -Consejo Superior de Deportes (CDS) (Higher Sports Council)

**COMMISSION SECRETARIAT:** \* Secretary of the National Commission (Higher Sports Council)

**COMMISSION FUNCTIONS:** \* Those listed in Article 2 of Royal Decree 75/192

**MEMBERSHIP:** \* 25 members representing the political/administrative, sporting and social bodies

**CO-ORDINATION:** \* Governmental authorities (Ministry of the Interior, Government Delegates and Sub-Delegates)

- \* Security Co-ordinator at each stadium or sports ground
- Organisational Control Unit (O.C.U.)
- State security forces and bodies
- Event organisers
- Sports volunteers within each club or limited sports company

**WORK:** \* In plenary session (regular and special sessions)

- \* In working parties or sub-committees
- Reports and infrastructure
- Operational legal
- Studies, prevention, information
- Amateur field
- Works

**COLLABORATION:** \* Fair Play Campaign (Higher Sports Council, Royal Spanish Football Federation, National Professional League and Association of Spanish Footballers).

- \* Sports volunteers within clubs and limited sports companies.
- \* Code of sporting ethics.

## EXERCISE OF SPORTING

DISCIPLINE: \* Federal framework (sanctions in accordance with the statutes of each Federation).

\* National Commission framework (proposal for sanctions to the governmental authority).

APPOINTMENT TO THE NATIONAL COMMISSION: Ministry of Education and Culture through the Higher Sports Council

## **REGULATION ON THE PREVENTION OF VIOLENCE AND SECURITY AT SPORTING EVENTS**

One of the national commission's first decisions was to promote the speediest possible development of the Law in order to be able to prepare and approve (Royal Decree 769/1993 of 21 May) the Regulation on the Prevention of Violence at Sporting Events which, still within the limits of the Law on Sport, the organic law on the protection of citizens' safety and the general regulation on the policing of recreational events and activities, assigns to the security co-ordinator a leading role in ensuring the effectiveness of preventive and punitive measures taken in the organisation and conduct of sporting events, thus complying with the remit contained in Article 65 of the Law on Sport.

The regulation consists of three different parts relating to:

1. The responsibility of the organisers of sporting events
2. The powers of the security forces and bodies
3. The organisation and functioning of the post of security co-ordinator.

The regulation addresses the above responsibilities from a two-fold viewpoint:

- a) Those directly relating to public safety and contained in Article 149.1.29 of the Spanish Constitution
- b) Those corresponding to national and international powers in the sporting field as laid down in Article 46 of the Law on Sport

## **SECURITY CO-ORDINATOR**

The function of security co-ordinator for sporting events requires special consideration since, from the viewpoint of police organisation, it covers not only the management but also the co-ordination and organisation of the security services during sporting events. The status of this post is currently being officially determined.

The event organisers appoint their own security officer. During sporting events the latter must follow the instructions of the security co-ordinator, who is responsible for co-ordinating the organisational control unit which must be set up at all sports grounds

coming within the higher category of professional football and basketball matches, as well as in cases where the national commission recommends that this be done.

The security co-ordinator for sports grounds is a key figure in guaranteeing security and anticipating potential risks. Spanish regulations define his powers and functions as follows:

- the security co-ordinator directs the security force assigned to each stadium
- he co-ordinates action with the security officers of the sports body responsible for the event
- he oversees compliance with the standards laid down for security in stadiums and the prevention of violence
- he draws up and monitors security measures and follows the progress of groups of fans and supporters along the itineraries taken to and from the stadium
- he draws up a report on events before, during and after the sporting event
- he must supply one copy of the report to the body organising the event and another to the national commission within 48 hours after the beginning of the sporting event.

To conclude this chapter, the Ministry of the Interior is engaged on the amendment of the General Regulation on the Policing of Public Events and Recreational Activities, which was approved by Royal Decree 2186/1982 and whose adaptation is provided for in Article 61 of Law 10/1990 on Sport.

## **SECURITY AND EMERGENCY PLANS AT SPORTS GROUNDS**

At the request of the national commission, the National Professional Football League (NPFL) submitted on 26 February 1997, during the commission's plenary session, a first draft plan for evacuation, self-protection, fire protection and security at sports grounds which could be implemented upon completion of the alterations to sports grounds and installations referred to in the Regulation on the Prevention of Violence at Sporting Events (RD.769/1993 of 21 May).

These alterations at sports grounds are a consequence of the tripartite convention signed on 17 May 1995 between the Ministers of Education and Science, Justice and the Interior and the NPFL.

The plans concerned cover the whole methodological procedure which clubs and limited companies must follow in order to respond immediately to critical situations which may arise during sporting events and which involve a physical risk to spectators.

The plans cover situations such as:

- \* disturbances and acts of vandalism
- \* collapse of various facilities at stadiums (terraces, protective fences and barriers)
- \* explosions and letting off of explosive material
- \* fires caused by the handling of inflammable substances and material

- \* smoke, floods
- \* use of dangerous objects and weapons of all kinds
- \* arguments and aggressive behaviour etc.

The plans also indicate solutions for each emergency situation and suggest a concrete response for each situation through a comprehensive study of the sports ground and of the means and equipment needed to settle the incident, together with a description of the individual and combined action employed.

## **MONITORING OF GROUPS OF CLUB SUPPORTERS**

In Spain the supporters of the various clubs have traditionally set up groups known as "Peñas". For a long time the behaviour and actions of these "Peñas" at stadiums remained limited to the public manifestation of support for their club in an invariably peaceful and enjoyable atmosphere. This has changed as the result of aggressiveness and violence by fringe groups which have sometimes infiltrated the "Peñas".

Like most west European countries and for the same sociological reasons, Spain has seen an increase in the number of organised groups of club supporters who have given free reign to their fanatical and extremist natures in the form of violent, xenophobic and racist actions at professional sporting events. As in all the countries where the phenomenon occurs, the trouble is caused by groups who want their club to triumph at any price and who to this end use extreme measures without reflecting for one moment on the indiscriminate harm they may cause.

In Spain there is a large number of violent groups of this type whose activities are well known to team supporters, club managers, the specialist press and, needless to say, the State security forces and bodies which follow their activities closely.

It must be recognised, however, that it is very difficult at the moment to accuse these groups of any offence since their members are not legally associated and as such are therefore not responsible. It is nevertheless possible to take proceedings against them individually and several files have already been opened.

The national commission has already discussed the situation regarding these groups on several occasions and has emphasised the urgent necessity for clubs to give no direct or indirect support to groups which do not have associative status. It has also stressed the duty to comply with Article 18 of the Regulation on the Prevention on Violence at Sporting Events, which stipulates that organisers of sporting events must provide the security co-ordinator with all the information in their possession concerning such groups, their planned movements, the travel agencies which they employ, the means of transport which they use, the tickets which they are sold and the places reserved for them at the sports ground.

Despite these legal difficulties, the national commission receives detailed information about the activities of these groups. Although it is impossible to force individuals to

associate against their will, it has introduced methods encouraging them to do so. To this end the national commission believes that it would be a good idea for the rules on the constitution of associations to apply to these groups.

## **CENTRAL SANCTIONS REGISTER**

In order to pursue the policy provided for in the Regulation on the Prevention of Violence at Sporting Events (Article 49), a ministerial order drawn up jointly by the Ministry of the Interior and the Ministry of Education and Culture was adopted on 31 July 1997. This regulates the functioning of the central register for sanctions resulting from the offences listed in Title IX of Law 10/1990 on Sport.

The ministerial order stipulates that "the body responsible for the register will take the necessary measures to ensure the confidentiality and security of the data recorded therein" in accordance with Organic Law 5/1992 of 29 October which governs the computer processing of personal data, in order to ensure that the right to privacy under Article 18 of the Spanish Constitution is not violated.

## **VIOLENCE AWARENESS CAMPAIGN**

The European Convention on Spectator Violence and Misbehaviour at Sporting Events and particularly at Football Matches, signed in Strasbourg on 19 August 1985, states that "...violence is a current social phenomenon with wide repercussions, whose origins lie mainly outside sport, and...sport is often the scene for outbreaks of violence". The States signatory to the convention accordingly agreed to "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..."

The national commission has followed these principles ever since it was set up. At its plenary session on 26 February 1997, it therefore asked the Commission on Studies, Prevention and Information to draw up a plan with the participation of the Ministry of Education and Culture, the autonomous regions and the education and culture offices of local authorities, on the grounds that attitudes among both children and adults can only be changed by information and education at municipality, autonomous region and State level.

## **RESPONSIBILITY OF THE CLUBS, SPORTS MANAGERS AND THE MASS MEDIA**

One of the national commission's perpetual worries is the unsporting behaviour frequently indulged in by excited or fanatical supporters as a result of the existence of sub- cultures rooted in violence, which seek through that violence to express their identity and to give vent to their misunderstood conception of rivalry between clubs. The problem is aggravated by the presence of large numbers of people at sports stadiums and

grounds.

The commission has also noted with disquiet certain instances of provocative behaviour by club managers and officials who endeavour to justify victory at any price and display the deepest contempt for their rivals and for the impartiality of the judges.

Some managers have even been guilty of unsportsmanlike behaviour by encouraging supporters to become aggressive and creating an atmosphere of tension before each match. Through words and looks which some of the media unfortunately pick up and relay, they try to influence the judges and often succeed in exerting very considerable pressure on them.

In such cases, the media become loudspeakers which amplify these attitudes and simply increase tension and stoke up the atmosphere prevailing before and after the matches. Because of the importance of all the communications media, whether spoken or written, the national commission has appealed to the sense of responsibility of managers and the media in order to prevent the spread of this sort of verbal violence, which encourages aggressive attitudes and is absolutely contrary to the sporting spirit.

### **PROPOSED AMENDMENTS TO LAW 10/1990 ON SPORT**

In May 1996 the government decided that it was necessary to update the legal framework regarding sport, considering the effects of Law 10/1990 during its period of implementation to be acceptable.

In order to update the Law the Higher Sports Council initiated a series of consultations with sports clubs, limited companies and the Spanish federations which resulted in a new legal text to be discussed by parliament in the autumn of 1997 after adoption by the Council of Ministers.

Amendment of the current legislation required a very close study of violence in sport. It was at that stage that the National Commission against Violence at Sporting Events changed its name to National Commission for the Prevention of Violence and Security at Sporting Events. This change of name was considered necessary so as to emphasise the importance of prevention, particularly from the educational viewpoint, and security. In addition to this change, the legal amendments will incorporate new ideas and stricter sanctions for conduct contrary to discipline and sportsmanship by persons in positions of responsibility, as well as a new classification of offences covering persons who bring weapons into stadiums or other dangerous objects that can be used as such.

### **INTERNATIONAL CO-OPERATION**

In view of the generalised nature of the phenomenon of violence at sports grounds, particularly at football stadiums, caused by violent football club supporters and fans, international co operation between European Union member countries and other countries has become absolutely necessary.

Following the ratification of the European Convention on Violence, Spain signed police co-operation conventions in this field with the various EU countries in order to monitor and control the movements of persons between the countries with the aim of anticipating and quashing acts of violence which might be committed by club supporters during their movements both inside and outside stadiums.

The authorities of the countries concerned emphatically recommend collaboration and co-ordination between the international sports federations and the public authorities of the EU member states. Powers and responsibilities in this area have been apportioned so as to ensure that each body is responsible for its own.

The various police forces are also required to exchange information about visiting supporters (number of persons travelling, persons considered violent and dangerous, means of transport used, timetables, places of residence etc). If necessary, policemen from the "away" country may visit the host country in order to assist the latter's security and law-enforcement bodies and identify supporters likely to cause trouble.

Spain has collaborated actively with the Standing Committee of the European Convention on Spectator Violence, whose aims include the performance of studies and the formulation of recommendations as well as the holding of working party meetings on specific questions.

From 1992 to 1996 Spain held the vice-chairmanship of this standing committee and since 1996 has held the chairmanship.

UEFA and FIFA participate in the committee as observers.

### **THE FAIR PLAY CAMPAIGN**

In May 1989 the Fair Play Campaign was launched. Its main aim was to make all bodies and persons connected in any way with the organisation of sport and sporting practice aware of the dangers and social implications of all outbreaks of violence at sporting events, particularly football matches.

The campaign was aimed at all those connected in any way with sporting events without necessarily being the main participants:

<b>THE DIFFERENT PUBLICS TARGETED BY THE CAMPAIGN</b>
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Spectators	<ul style="list-style-type: none"> <li>- Spectators in general</li> <li>- Radical groups</li> <li>- Sports supporters</li> <li>- Children in general</li> </ul>
Leading participants	<ul style="list-style-type: none"> <li>- Players</li> </ul>

	- Officials
Clubs	- Managers
Media	- Press - Radio - Television

The main initiatives and activities carried out each year under the Fair Play Campaign are the following:

### **DISTRIBUTION OF NATIONAL "FAIR PLAY" TROPHIES AND PRIZES**

Every year, at a ceremony presided over by the State Secretary/Chairman of the Higher Sports Council and also attended by the chairman of the Spanish Football Federation and representatives of the National Professional Football League, the Association of Spanish Footballers and other sports organisations, fair-play trophies and prizes are awarded to groups or individuals who have shown particular sportsmanship. They can therefore be won by clubs, players, coaches, amateurs, managers or members of the sporting press.

### **FAIR PLAY LOGOS FOR PRESS PHOTOGRAPHERS**

Press photographers licensed for all matches played by the Royal Spanish Football Team, for the final of His Majesty's Cup and for matches organised by the Royal Spanish Football Federation must wear the logo of the fair-play campaign at all matches in order to publicise the campaign.

### **THE FAIR PLAY CAMPAIGN IN THE MADRID 24 HOURS OF SPORT PROGRAMME**

The Union of Madrid Sports Federations (UFEDEMA) organises every year at the Palace of Sport of the Madrid Autonomous Region a new edition of the "24 Hours of Sport" programme, which takes place during the last week of June.

In the course of this event, leading sportsmen and sports personalities of the Madrid Autonomous Region meet to publicise the Fair Play Campaign among all sectors of the population via TV, radio and the press.

### **THE FAIR PLAY CAMPAIGN AT THE FINAL OF HIS MAJESTY'S CUP**

The final of His Majesty's Cup is one of the sporting events most closely followed by football lovers. On this occasion the Spanish Football Federation distributes Fair Play publicity flags on the back of which appear the Ten Fair Play Commandments composed and designed by the humorist Antonio Fraguas "Forges". The commandments refer to sportsmanship and to the insignia of the two football teams contending at the final. This initiative is very popular with the spectators, who keep as a souvenir the promotional flag handed to them free of charge at the entrance to the stadium and indicating the venue and date of the match.

## **THE SCHOOL FAIR PLAY TOURNAMENT**

The last week of September or the first week of October witnesses the annual Tournament and Competition, which takes place in two phases;

- Fair Play League: Football tournament open to pupils between 10 and 14 years; for this event the co-operation of the teachers is very important since they must endeavour to instil ideas of sportsmanship into their pupils and explain to them the rules of Fair Play.
- This is the most important event of the Fair Play Campaign.
- Production of a MARS-MARCA newspaper, (Mars-Marca are companies participating in the tournament), the information content of which must be confined to the subject of "Fair Play and Non-Violence in Sport". This newspaper has an educational aim, the winning team being responsible for all its production phases: layout, design and printing. Participation is open to pupils between 10 and 14 years old, with the help of their teachers. This campaign is aimed principally at children in this age range since this is a particularly important period for the training of these young participants.

## **THE FAIR PLAY CALENDAR**

Since this annual campaign was started in 1989, a calendar containing designs, motifs and allusions to non- violence in sport has been published every year. It is signed by well known Spanish humorists who put their imagination and wit at the service of education and try to bring home to children the importance of controlling violence and eliminating it from sport and sporting events.

## **SPORTS VOLUNTEERS**

During the years before Barcelona submitted its bid for the site of the Olympics, the city municipality initiated for the first time in Olympic history a campaign for the recruitment of volunteers. 110,000 persons applied to be volunteers, 75% of whom were aged between 13 and 22 years.

The role of the sports volunteers during the Olympic Games in Barcelona was hailed by all participating bodies. This first experiment revealed the importance of such an initiative which deserves to be borne in mind for the major sporting events of the future.

One of the functions of the National Commission for the Prevention of Violence and Security at Sporting Events is to "develop the field of action of volunteer groups" (Article 60.2.j. of Law 10/1990 on Sport). The professional sporting leagues should also, in their turn, encourage the development of volunteer groups and increase their participation in sporting events by giving them tasks such as informing the spectators, preventing risks and co-operating to ensure that the sporting event concerned goes off smoothly.

The national commission is responsible for proposing the operational framework of these groups, the duties to be assigned to them, the methods of identifying them to spectators,

their rights, obligations, basic and advanced training and methods of recruitment.

The national commission has carried out various studies on the subject and its representatives have attended meetings of the Interministerial Technical Commission, which drew up the State Volunteer Plan in accordance with the provisions of Law 6/1996 of 15 January on voluntary service.

The 1997- 2000 State Volunteer Plan was adopted by the Council of Ministers on 24 July 1997 and consists of a set of general actions which include those of the Sports Volunteer Service. These actions are:

- \* Encouraging participation in the activities of the Sports Volunteer Service within the Higher Sports Council (Action 2.4.11);
- \* Encouraging agreements between the Spanish sporting federations and NGOs on strengthening the presence of volunteers at sporting events (Action 2.4.12);
- \* Encouraging the creation of groups of volunteers in sports clubs (Action 2.4.13);
- \* Performing and encouraging studies concerning the nature of volunteer activity in fields where it is less well known (Civil Defence Services, Public Health, Environment, Sport, Road Safety etc) (Action 3.6.4.).

In order to carry out the actions called for under the State Volunteer Plan, the national commission decided to establish contacts with the various volunteer groups and to draw up a legal framework regulating sports volunteer activities so as to help construct a more peaceful and interdependent society, particularly in relation to sporting events.

## **EUROPEAN RACISM YEAR**

1997 was declared European Racism Year. In this connection and quite apart from the strict observance of human rights as such, the national commission has endeavoured to support and promote the struggle against racist and xenophobic attitudes at sports stadiums and grounds; it has likewise closely studied the implementation of the recommendation issued by the Council of Europe Secretariat in April 1995 concerning the continuing struggle against racial discrimination and xenophobia at sporting events.

At a meeting on 4 March 1997 of representatives of the ministers concerned, called in order to co-ordinate the activities and initiatives to be carried out in Spain for European Racism Year, it was decided to promote the following main actions by the national commission;

- \* Devote special attention to proposals by government delegates in the autonomous regions for the opening of sanctions dossiers, as well as to any matter relating to xenophobic or racist attitudes;
- \* Support studies aimed at integrating individuals into the social community through sport;
- \* Promote all means aimed at preventing racist attitudes in both professional and amateur sporting encounters;

\* Single out and support all cases of personal and collective behaviour incorporating a message of tolerance and inter-racial integration.

When 1997 was declared to be European Racism Year, the International Professional Footballers Association in collaboration with the European Commission designated Spain as the headquarters of International Racism Day. This day was celebrated in October 1997 at the Santiago Bernabeu stadium in Madrid and was screened by the TV channel Canal Plus, which authorised its retransmission on world TV channels. Leading stars of world football also took part in this International Racism Day.

At the official inauguration of this international day on 8 September 1997 in Madrid, the leading personalities in world football (Cantona, Karembeu, Fernando Hierro) declared that "racism is a serious problem which football must endeavour to combat".

Finally, under its co-operation with the Council of Europe, the Higher Sports Council appointed Miss Theresa Zabell, who had been the Olympic sailing champion on two occasions, as the national ambassador of Spanish sport for European Racism and Xenophobia Year. Theresa Zabell will be taking part in various activities in support of this initiative.

## **CODE OF SPORTING ETHICS**

To encourage, promote and help to spread sporting virtues and values, the Higher Sports Council drew up a code of sporting ethics in 1997 with the object of establishing, through voluntary public agreement by its adherents, new standards of conduct and behaviour on the part of all bodies and individuals involved in the world of sport, such as organisations, clubs, associations, sportsmen, officials, managers etc.

The code of sporting ethics is patterned on that of the Council of Europe and is based on the idea that ethical behaviour is essential in both the practice and management of sport. Such behaviour allows the possibility of sporting rivalry and controversy, taking as a starting point different socially acceptable bases capable of serving as examples compared with other forms of social relationship.

The code of sporting ethics was officially presented on 5 May 1997 in the international room of the National Institute of Physical Education in Madrid. The presentation took place under the chairmanship of the State Secretary/Chairman of the Higher Sports Council, with the participation of the First Vice-President of the Spanish Olympic Committee, the Presidents of the Athletics and Judo Federations and the gymnast, Miss Estela Jiménez, gold medal winner at the Olympic Games in Atlanta.

The Higher Sports Council then proposed the setting up of the Committee on Sporting Ethics with the following members: Mr Gregorio Peces Barba, ex-president of the Congress of Deputies, Mr Federico Carlos Sainz de Robles, ex-president of the Supreme Court, Mrs Soledad Puertolas, the writer, and in different fields of sport Mrs Sagrario Aguado, Mr Andrés Gimeno, Mr José Eulogio Gárate and Mr Juan José Castillo.

The members appointed are well-known personalities in the field of ethics, sport, education, sociology and culture and their future task will be to ensure compliance with the code of ethics. The office of secretary was assumed by the Director of the private office of the chairman of the Higher Sports Council.

From 1997 onwards this committee will form part of the jury for the National Sports Prize "Infantes de Espana", which is awarded to "the person or body that has won particular distinction through an act of nobility or fair play in the practice of sport or that has made an unusual contribution to the control of violence in sport".

During the presentation Mr Pedro Antonio Martín Marín, the State Secretary and Chairman of the Higher Sports Council said, "We want this code to be a commitment by the sporting world to sportsmanship, fair play, magnanimity and the sporting ethic. We hope that it will be voluntarily and publicly endorsed by all those who in their various ways belong to the world of sport, whether they are officials, technicians, coaches, sportsmen, managers, federation presidents, sports directors of an autonomous region or senior executives of the State sports administration".

The ceremony was wound up by the Minister for Education and Culture, who in her speech said "The spotlight directed on sport has caused society to forget the traditional values which sport represents. These values, which are none other than sportsmanship, loyalty and respect for the rules, must be restored. This code represents a meeting point for those who believe that competition, when real, is enriching". The Minister reminded her hearers that the 1996 Infantes de Espana prize had been awarded to the international handball champion, Mateo Garralda Larrunde, who decided after the Atlanta Olympic Games in 1996 to share his medal with his team mate Enric Masip, who had been unable to attend the games through injury.

### **TIMETABLE OF ACTIONS TAKEN BY THE NATIONAL COMMISSION FOR THE PREVENTION OF VIOLENCE AND SECURITY AT SPORTING EVENTS (1987-1997)**

The appearance of individual and collective violence at sporting events was considered alarming from the social point of view and European Governments decided on the immediate adoption of legal and punitive measures to prevent and eliminate this phenomenon.

Realising this, the Spanish government has adopted since 1987 a range of measures and actions according to the following timetable:

#### **January 1987**

The Spanish government signed the European Convention on Spectator Violence and Misbehaviour at Sporting Events, particularly Football Matches.

#### **April 1988**

Creation within the Senate of a Special Commission on the Study and Elimination of

Violence at Sporting Events.

**May 1989**

Launching of the national Fair Play Campaign in order to make all bodies and persons involved in the organisation and practice of sport aware of the problem of controlling violence at sporting events.

**March 1990**

Report of the Special Commission on the Investigation of Violence at Sporting Events, particularly Football.

**October 1990**

Promulgation of Law 10/1990 of 15 October on Sport, Title IX of which concerns the prevention of violence at sporting events.

**October 1990**

Creation of the National Commission against Violence at Sporting Events (Article 60 of Law 10/1990 on Sport).

**COMMISSION ACTIONS**

**January 1992**

Development of regulations by the national commission (RD 75/1992 of 31 January).

**February 1992**

Promulgation of Organic Law 1/1992 of 21 February on the Protection of Citizens' Safety, which lays down that recreational events and activities of a public nature must conform to the law-enforcement measures adopted by the government.

**February 1992**

Creation of the post of Security Co-ordinator as a key element in implementing preventive, restrictive and punitive measures associated with the organisation and conduct of sporting events.

**April 1992**

As its first task the national commission adopted a set of measures designed to put its functions into practice:

- \* Weekly meetings of the Operational Reports Commission to analyse each sporting day, examine the implications and propose measures for adoption (prevention, sanctions, programming etc).
- \* Monitoring the behaviour of violent groups both in their movements and on the terraces.
- \* Monitoring of all violence-related activity at sporting events, as well as statements by managers, coaches, players, referees and the media.
- \* Monitoring the behaviour of spectators (alcohol intake, extent of rivalry and violence on the part of aggressive groups).

- \* Monitoring of the security co-ordinators and of the operation of clubs' security services.
- \* Proposals for suitable sanctions to government delegates or civil governors.

The National Commission against Violence at Sporting Events allocated the relevant responsibilities to different sub-committees as follows:

- The Operational Reports Sub-Committee, which was given the job of submitting the report on the 1993-94 sporting season, giving a particular account of its activities regarding the main sports, namely: football, basketball, handball, indoor football and ice hockey.
- The Sub-Committee for Investigation, Research, Prevention and Information, responsible for carrying out a survey in collaboration with the Spanish Footballers' Association and players and technicians from the Professional Football League in order to identify the team which had demonstrated particular sportsmanship and publish an information booklet on the social values and principal human virtues connected with the practice of sport.
- The Sub-Committee on Amateur Sport, whose job is to initiate a series of studies relating to sport as practised in the countryside.
- The Operational Legal Sub-Committee, whose job is to draw up the draft rules of procedure of the national commission.
- The Sub-Committee on the Determination of Responsibilities and Assessment of Sports Grounds, responsible for carrying out the on-site inspection of all 1st and 2nd division football stadiums with a view to the preparation of a study on their position and the number of organisational control cameras available.

Besides these legal and operational measures, the commission organised or participated in other activities of an information and training nature.

### **October 1992**

\*Training days at Valencia, with 546 registered sports volunteers between 18 and 23 years of age, who were the first to take part in sports volunteer activities in Spain.

### **November 1992**

\*IIIrd plenary session of the national commission at which the draft rules of procedure were examined.

### **February 1993**

\*Attendance at the meeting of the working party and meeting of the Standing Committee of the European Convention on Violence in Berne (Switzerland).

### **March 1993**

\*Attendance at the first technical days for sports volunteers in Valencia.

\*Lecture on the prevention of violence at sporting events as part of the technical days organised by the National Indoor Football League in Segovia.

### **May 1993**

\*Promulgation of RD 769/1993 of 21 May on the prevention of violence at sporting events.

### **June 1993**

\*Lecture on the prevention of violence at sporting events delivered in the Ibaigane room of the Athletics Club, Bilbao.

\*Attendance at the meeting of the Standing Committee of the European Convention on Violence in Strasbourg.

### **July 1993**

\*Participation in the "Violence and Sport" debate held during the international meetings at Cabuenes (Gijon-Asturias) organised by the Youth Institute (Ministry of Social Affairs).

\*Organisation of the course on "Violence in Sport" as part of the summer courses of the Universidad Complutense at the Escorial (Madrid).

### **November 1993**

\*Participation in the 2nd Days of the Association of Spanish Football Followers and Supporters in Seville.

\*Establishment of a new sub-committee to speed up the development of the Regulation on the Prevention of Violence at Sporting Events.

### **December 1993**

\*Beginning of visits to 1st and 2nd division stadiums; interviews with senior officials of sports clubs and limited sports companies; inspection of security measures; study of the introduction of a football-ground surveillance and monitoring system via closed-circuit television; study of the most suitable site for the organisational control unit.

### **January 1994**

\*Vth plenary session of the national commission on 14 January at the headquarters of the Barcelona civil government to discuss the organisation of control units.

### **November 1994**

\*Vith plenary session of the national commission on 23 November at the premises of the Higher Sports Council in Madrid to continue discussing the question of the organisation of control units.

### **November 1994**

\*Appearance of the chairman of the national commission (Director- General for Sport of the Higher Sports Council) on 28 November before the Senate Commission on Education and Culture, to report on various matters concerning violence at sporting events, on assessment of the offences committed and sanctions imposed during the 1993-1994 season in respect of professional sporting competitions and on other aspects relating to the effectiveness of Law 10/1990 on Sport, as well as on the application of the rules in that Law for the elimination of violence.

### **February 1995**

\*VIIIth plenary session of the commission on 7 February at the Ministry of Justice and the Interior at which the setting up of a central sanctions register was approved, together with a new risk-assessment scale for the determination of "high-risk" events. The sub-committees were reorganised and this resulted in the merger of the Operational Reports Sub-Committee and the Reports and Infrastructure Sub-Committee.

### **May 1995**

\*On 17 May the Minister for Justice and the Interior and the Minister for Education and Science (whose titles are now the Minister for the Interior and Minister for Education and Culture) signed a convention with the Professional Football League on the adaptation of the sports grounds of football clubs taking part in the professional competition. The purpose of the convention is to facilitate the adoption of security measures in order to prevent violence at sporting events and increase spectator safety, and also to introduce a computerised control system covering the approaches to stadiums and the sale of admission tickets.

This convention lays the ground rules for the actions to be taken and sets a timetable and programme of specific measures, further details of which are given further on.

During 1995 experts on violence in sport held three meetings to analyse the latest causes of the violent outbreaks occurring in sport and in sport-related areas, and also to try and find alternative methods of preventing and/or solving the resulting conflicts. These three meetings were:

### **May 1995**

\*On 8 and 9 May in Barcelona, holding of the "DAYS ON SPORT WITHOUT VIOLENCE" organised by the National Commission Against Violence at Sporting Events, with the collaboration of the Higher Sports Council and the State Secretariat for the Interior.

### **October 1995**

\*On 5, 6 and 7 October, holding of the "1ST EUROPEAN POLICE SEMINAR ON VIOLENCE IN SPORT", at Palma, Majorca, in whose organisation the national commission took no part but whose aims and discussions are very much in line with the commission's activities.

### **December 1995**

\*On 14 September at La Coruña, the "TERRACES WITHOUT VIOLENCE" Day organised by the National Commission against Violence at Sporting Events in collaboration with the La Coruña municipality.

On 18 December the VIIIth plenary session of the commission was held in Madrid to discuss the question of the sanctions register.

In 1996 no incident which could be described as "serious" occurred and the only

noteworthy negative happenings which might have caused violent reactions in sport were the statements by certain sports managers in the press and on radio and television.

After the change of government in Spain in November 1996, a new national commission was set up for a period of two years under the new title of "National Commission for the Prevention of Violence and Security at Sporting Events".

No plenary session of the commission took place in 1996.

### **February 1997**

IXth plenary session of the commission in Madrid at which the following actions and proposals were adopted:

\* Proposal to change the name of the national commission, which became the "National Commission for the Prevention of Violence and Security at Sporting Events".

\* Legal reforms to be introduced into Law 10/1990 of 15 October on Sport, concerning:

- preventive measures and their financing
- the organisation of security and emergency plans
- determination of the tariffs for high-risk matches
- checks on alcohol and drug intake
- classification of offences and of fresh violations regarded as such
- drawing up of rules for sanctions dossiers and speeding up of procedures
- inclusion of new sports in the sphere of prevention
- drawing-up of rules for the central sanctions register
- combating racial discrimination and xenophobia at sporting events
- re-organisation of the operational commissions
- appeal to the sense of responsibility of clubs and the media
- violence awareness campaign
- monitoring of groups of club supporters who show signs of being violent.

## **4. IMPLEMENTATION OF THE MEASURES ADOPTED AND THEIR EFFECTIVENESS**

The measures and initiatives taken by the Spanish authorities over the past few years have caused Spanish society to become aware of the problem of violence at sporting events.

The number of incidents fell during that period as a result of preventive psychological and social measures and police action as such. The results achieved bear witness to the efforts made to reduce conflicts in a nonetheless difficult context, bearing in mind that in the last eight years the number of spectators at football stadiums has risen from 8.4 to 10.9 million, despite the increased number of matches screened on television as a result of competition between public and private television channels.

The following tables show the trend in the figures per match per day in football and basketball.

**NUMBER OF SPECTATORS PER MATCH PER DAY IN 1ST AND 2ND DIVISION FOOTBALL (THOUSANDS)**

SEASON	89/90	90/91	91/92	92/93	93/94	94/95	95/96	96/97
1st Division Average number of spectators per match	22.1	22.8	22.4	22.1	22.6	25.8	24	24.2
2nd Division Average number of spectators per match	5	3.4	5.8	4.5	5	4.7	4.7	5.2
Total	27.1	26.2	28.2	26.6	27.6	30.5	28.7	29.4
1st Division Average number of spectators per football day	221	229	224	221	226	258	264	266
2nd Division Average number of spectators per football day	50	34.2	57.9	44.7	52.6	47.4	47.4	52.6
Total	271	263.2	281.9	265.7	278.6	305.4	311.4	318.6

Source: National Professional Football League

20 clubs in the 1st and 2nd divisions participated for the 89-90, 90-91, 91-92, 92-93, 93-94 and 94-95 seasons. In 95-96 and 96-97, 22 clubs in the 1st division and 20 in the 2nd division participated.

**NUMBER OF SPECTATORS DURING THE SPANISH PROFESSIONAL FOOTBALL LEAGUE (MILLIONS)**

SEASON	89/90	90/91	91/92	92/93	93/94	94/95	95/96	96/97
Spectators 1st Division	8.4	8.7	8.59	8.40	8.61	9.84	11.1	10.9
Spectators 2nd Division	1.9	1.3	2.2	1.7	2	1.8	1.8	2

Source: National Professional Football League

**NUMBER OF SPECTATORS PER MATCH PER DAY IN THE PROFESSIONAL LEAGUE OF THE BASKETBALL CLUB ASSOCIATION**

SEASON	89/90	90/91	91/92	92/93	93/94	94/95	95/96	96/97
Average number of spectators per match	3.081	3.490	4.162	4.562	4.586	4.929	4.721	4.724
Average number of spectators per day	36.972	41.880	49.944	50.182	45.860	49.290	47.210	42.516

Source: Basketball Club Association

Over the last few years the number of teams taking part in the competition has been altered several times. In 1989-90, 1990-91 and 1991-92 they numbered 24, followed by 22 in 1992-93, 20 in 1993- 94 and 18 in 1996-97.

- Competition system: some of the play-offs include classification phases (play-outs) and the number of their qualifying rounds is different, which also causes the number of matches to vary.

#### NUMBER OF SPECTATORS IN THE PROFESSIONAL LEAGUE OF BASKETBALL CLUBS

SEASON	89/90	90/91	91/92	92/93	93/94	94/95	95/96	96/97
Play-off spectators	208.900	406.864	461.913	392.167	342.040	213.030	201.697	246.579
Regular league spectators	1.330.992	1.423.897	1.697.983	1.555.719	1.299.579	1.873.256	1.794.109	1.445.609

Source: Association of Basketball Clubs

#### SOCIOLOGICAL PROFILE OF THE SPANISH SUPPORTER AND VIOLENT GROUPS

##### Introduction

The sociological profile of the Spanish supporter ("hinch") is not particularly different from that of any other supporter, whether the latter belongs to other groups or is a follower of a foreign club. The socio-cultural context, which is gradually adopting the ideas, images and concepts prevailing in society, is nowadays determined by communications, the speed of the message sent and the possibility for individuals of picking up this message.

The conduct and attitudes of Spanish supporters essentially display characteristics very similar to those of other supporters belonging to our cultural environment. The ability to mimic and repeat gestures and attitudes is a constant feature among the masses of supporters of certain clubs, who indulge in stereotyped behaviour which has been the subject of numerous studies and which is due to socio-economic influences related to the family environment.

The studies on this subject reveal characteristics common to all groups.

##### Typology of these groups

- do not consider themselves bound by the rules
- defective socialisation
- annoying
- no grounding in the social conventions
- psychological conflict
- their behaviour follows patterns of violence and aggressiveness
- their circle is out of sympathy with them
- acquired and learned behaviour
- they copy examples of aggressiveness and ritualised violence
- are fascinated by violent action
- socially maladjusted
- unemployed or with no fixed occupation
- militantly enthusiastic about the group to which they belong
- destructive impulses
- rebellious against all rules which are not those of their group
- tend to drink alcohol
- losers in the eyes of society (more aggressive than winners)
- have to blazon their membership in order to demonstrate their difference
- Subjective mental unity of an induced, emotional and primary nature
- keen on fringe music
- low self-esteem leading to discouragement and depression
- lack of prospects
- excluded from the production chain, economic interests and political expression
- identify with millionaire players who come from the same background
- like to provoke and enjoy doing wrong
- very low cultural level
- like a fight
- take shelter in gangs which give them a welcome
- lack any specific ideology, although some groups display nazi and extreme-right symbols and sing their chants
- wear a "libertarian and anarchist" label
- anti-militarist, anti-political
- working and upper-working class
- male/female ratio of 30 to 1.

Analysis of these characteristics leads to the following conclusions:

- \* their spread is due to infection by imitation
- \* groups of boys between 16 and 20
- \* adopt political slogans similar to those of extremist groups
- \* their passions and phobias lie in the field of sport. Particular hostility to rival teams
- \* they take up their position in the extreme south or north sectors of stadiums
- \* copy the clothing affected by musical or fringe groups currently in fashion, also adopt their names
- \* cult of aggressiveness of varying degrees of violence
- \* are habitually opposed to the forces of law and order whom they bait and boo

- \* are always insolent and utter insults, shouts and coarse remarks at passers-by
- \* are particularly coarse towards girls and/or teenagers when the latter invade their territory
- \* continually disturb public order by whistling, shouting and calling out in groups
- \* destroy or damage street furniture

Summary of the profile of these fringe groups:

- will not be ordered about by the public authorities or by adults
- sometimes recognise the prestige and authority of former teachers
- get bored
- have little feeling
- arrogant and presumptuous
- like to be noticed, a mixture of egocentrism and childishness
- contempt for adult opinion.

### **Spanish groups of supporters ("hinchas")**

In Spain and in most EU countries, clubs desire a loyal and indulgent public to fill their stadiums. However, this does not mean that they are not worried; they would prefer these groups of supporters to be able to channel their energies towards the positive side of supporting and defending the club without making that support a problem for the club itself through the violence it may involve.

The clubs are not indifferent to all this, so it is not surprising that they endeavour to control a situation when it contains the potential for disorder, insubordination, arrogance and contempt for everything that comes from "above" or from "others" who do not belong to "them".

To prevent such confusion, club managers have tried to establish contact with their supporters and to give them the fullest possible information so as to show them that it is often better to behave more correctly towards rival clubs. In some cases they have also opted for self-restraint at the approaches to stadiums and inside them and have endeavoured to moderate the tone of their statements or utterances to the media.

All these efforts must be regarded as positive since their purpose is to reduce violent disturbances and conflicts on the part of groups of organised supporters. However, there are always exceptions and some managers aim only at getting themselves noticed and being the centre of attention; since their democratic sense is non-existent, they are often the first to encourage violence and to preach contempt for the opponent, judges and all sporting bodies.

In general, however, the great majority of clubs try to draw the line between genuine peaceful supporters and the violent and fanatical "hinchas" who must be isolated.

### **Groups of potential troublemakers**

This phenomenon has appeared in Spain as a result of contagion and through imitation of the "hooligans" or "supporters" whose actions, habits and behaviour have gradually pervaded the whole of western Europe.

### **Main violent groups operating in Spanish stadiums**

Spanish public opinion is not unaware of the existence of organised groups of supporters of certain clubs who, because of their fanatical and radical nature, sometimes indulge in violent xenophobic demonstrations at professional sporting competitions.

These groups seek the victory of their clubs at any price and, to achieve this, are capable of employing radical methods and means without thinking for one moment of the harm and damage they may cause. Such groups are difficult to accuse collectively of offences because their members are not legally associated and therefore bear no specific civil liability. However, they can be proceeded against individually because a case can be legally brought or a sanctions dossier opened against an individual.

As already indicated, the national commission has looked at the situation of these groups and considered the need to regulate their activities. Association is probably the best means in this case and should be applied across the board to all these groups. At the same time clubs should undertake not to give direct or indirect aid to groups which are not organised in recognised associations.

The following table shows the main recognised and monitored groups of Spanish "hinchas":

AUTONOMOUS REGION	NAME OF GROUP	RELATED SPORTS CLUB OR LIMITED COMPANY
Andalusia	- Biri-Biri Norte y Sur - Ultrarrojos - Pena "El Chupe" - Supporters Gol Béticos - Frente Boquerón - Brigadas amarillas	- Sevilla CF, S.A.D. - Sevilla CF, S.A.D. - Real Betis Balonpié. S.A.D. - Real Betis Balonpié. S.A.D. - Málaga - Cádiz
Aragon	- Frente Ligallo Norte	- Real Zaragoza, S.A.D.
Cantabria	- Juventudes Verdiblancas	- Racing Santander S.A.D.
Castilla La Mancha	- Kimandos Verdes - Brigadas Blancas	- Toledo - Albacete
Castilla y León	- Komandos Castilla Sur - Ultravioletas	- Burgos - Real Valladolid, S.A.D.
Catalonia	- Boixos Nois - Almogábares - Brigadas Blanquiazules	- F.C. Barcelona - F.C. Barcelona - Espanyol de Barcelona, S.A.D.
Galicia	- Riazor Blues - Curva Sur - Celtarras	- Deportivo La Coruna, S.A.D. - Compostela, S.A.D. - Real Celta, S.A.D.
Madrid	- Ultrasur - Frente Atlético	- Real Madrid C.F. - Atlético de Madrid, S.A.D.

	- Los Petas	- Rayo Vallecano
Navarra	- Pena Indar Gorri	- Osasuna
Basque Country	- Henri Norte - Abertzale Sur - Pena Mújika	- Athletic Club de Bilbao - Athletic Club de Bilbao - Real Sociedad, S.A.D.
Principality of the Asturias	- Brigadas Azules - Ultra Bois	- Real Oviedo, S.A.D. - Real Sporting Gijón, S.A.D.
La Rioja	- Gaunas Sur	- Logroñés
Valencia	- Yomus - Las Banderas - Frente Orellut	- Valencia C.F., S.A.D. - Hércules - Castellón

## **PROPOSALS FOR SANCTIONS BY THE NATIONAL COMMISSION FOR THE PREVENTION OF VIOLENCE**

### **SANCTIONS PROCEDURE**

Royal Decree 709/1993 of 21 March approving the Regulation for the Prevention of Violence at Sporting Events lays down, inter alia, the procedure for proposing sanctions against sports bodies or individuals.

The procedure followed by the sanctions system, which is laid down in the Royal Decree and implemented by the national commission, is the following:

1. Following the sporting event the security co-ordinator draws up a report with the assistance of senior officials of the various services involved in the operational security and prevention plan, namely:

- local police
- fire service
- security services (civil surveillance)
- Red Cross
- volunteer groups
- health services
- operational services of the club's private security.

2. a) In his report the co-ordinator must mention the security arrangements adopted before, during and after the event, any significant violent acts or incidents which have occurred from the point of view of security, and his assessments concerning the structure and implementation of the security plan adopted.

b) He must forward a copy of the report to the participating club which organised the event and to the national commission, whose copy must be sent within 48 hours of the start of the event.

c) The Operational Sub-Committee for Reports and Infrastructure of the national commission must carry out a weekly examination of the documentation (reports) sent by

all security co-ordinators, note all the incidents reported and take suitable steps to ensure security in the future.

d) In the light of each report, if the commission considers there are adequate grounds for a sanction, it must submit a proposal for the opening of a sanctions dossier to the Governmental Authority, which in its turn will inform the national commission of the outcome of its examination of the dossiers.

The actions taken by the national commission since its creation in April 1992 are given in the table below:

**PROPOSALS FOR SANCTIONS IN FOOTBALL AND BASKETBALL FOR THE 1993-94 TO 1996-97 SEASONS**

	FOOTBALL				BASKETBALL				
	1993/9	1994/9	1995/9	1996/9	1992/93	1993/9	1994/9	1995/9	1996/9
	4	5	6	7		4	5	6	7
BODIES: Football Club, Basketball Club, Limited Sporting Company, Organisers and Enterprises	24	29	27	48	-	9	-	-	6
INDIVIDUALS: Spectators	564	526	449	178	-	6	-	-	-

The table shows a considerable drop in the number of proposals for sanctions against individuals (spectators) but an appreciable increase in proposals for sanctions against organisers of sporting events (sports clubs or limited companies) and against firms awarded catering concessions inside sports grounds.

It should be mentioned that there were very few basketball incidents.

It can therefore be inferred that spectator behaviour has improved and that this improvement is probably due to the measures adopted and the actions taken by the State law-enforcement and bodies, whose knowledge and control of each situation is becoming increasingly precise. The increase in proposed sanctions against corporate bodies is mainly due to lack of control and to a lax application of the rules.

**NUMBER OF SPORTS FIXTURES CONSIDERED TO BE HIGH-RISK BY THE NATIONAL COMMISSION FOR THE PREVENTION OF VIOLENCE**

One of the most successful prevention mechanisms used by the national commission is the identification of "high-risk" fixtures, which numbered 40 during the last sporting

season.

SPORTS	SPORTING SEASON			
	1993/94	1994/95	1995/96	1996/97
Football 1st Division	17	32	38	40
Football 2nd Division	3	4	7	14
Hockey	4	-	5	1
Indoor Football	1	-	1	1
Others	5	20	6	12
<b>TOTAL</b>	<b>30</b>	<b>56</b>	<b>57</b>	<b>68</b>

This increase in the number of matches considered high-risk is due to the considerable rise in the total number of football matches played in the 1st and 2nd divisions during the last two sporting seasons and to stricter application of the appropriate measures. Attention should be drawn, for the 2nd division, to a very marked increase in the number of high-risk matches, which rose from 7 for the 1995-96 season to 14 for 1996-97.

The "Others" column relates to international football matches played in European competitions, for which the number of matches considered high-risk has also risen sharply given the greater participation of Spanish clubs and the greater number of games played up to the elimination stage.

### **PROPOSALS FOR SANCTIONS BY THE NATIONAL COMMISSION DURING THE 1993-94 TO 1996-97 SEASONS: CAUSES**

CAUSES	1993/94	1994/95	1995/96	1996/97
Encouraging disturbance and crowd surges; taking part	177	189	81	19
Aggressive behaviour and insults	23	62	45	10
Invasion of the pitch	-	6	3	6
Throwing of objects	56	40	73	29
Carrying or introducing weapons or other dangerous objects	63	55	32	12
Brandishing signs which incite violence	11	7	6	3
Causing damage to facilities	-	5	11	16
Throwing of fireworks and other explosive objects	34	19	41	35
Throwing stones at buses and other means of transport in the vicinity of the stadium	87	12	5	1
Bringing in and consuming alcoholic drinks, drunkenness	49	73	74	22
Burning flags, signs etc	-	5	3	-
Sale and consumption of drugs	52	27	32	4
Aggressive behaviour towards players and	-	10	4	2

referees				
Aggressive and insulting behaviour towards police and security staff	20	16	77	19
Disobeying the security co-ordinator	-	-	-	1
Indecent behaviour	-	-	-	1
Clubs and organisers (*)	7	9	16	40
Concessionaires of bars, sale of alcoholic drinks etc	24	-	-	6
<b>TOTAL</b>	<b>603</b>	<b>535</b>	<b>503</b>	<b>226</b>

\* A considerable increase in sanctions on clubs and organisers can be noticed. This is due mainly to stricter monitoring by the State security bodies and forces and to non-compliance with the rules by organisers. The causes of the 40 sanctions issued against clubs and organisers in 1996-97 are: non-compliance with controls on access to stadiums, lack of planning in security measures and signs inciting violence.

The above table therefore shows that the number of sanctions against individuals has fallen substantially.

Three of the causes mentioned in the above table must be stressed as they represent extremely disquieting facts:

- the throwing of fireworks and bengal lights, which has not decreased, apart from the 1994-95 season when it decreased by 50%;
- the damage caused to sporting facilities and grounds increased over previous seasons;
- proposals for sanctions against the organisers of sporting events increased considerably, bearing in mind that it is they who are responsible for shortcomings as regards controls on access to stadiums.

On the other hand, there was a drop in the number of causes such as sanctions relating to the sale and consumption of drugs, taking part in public disturbances and crowd surges, the throwing of objects onto the pitch and the throwing of stones at buses in the vicinity of stadiums.

## **SPORTS DISCIPLINARY ACTIONS WITHIN THE SPANISH FEDERATIONS**

### **BODIES AND POWERS**

The framework in which sports discipline operates covers infringements of the rules of the game or competition together with the general sports rules laid down in Law 10/1990 on Sport, both in the latter's implementing provisions and in the statutory or regulatory provisions of the different bodies and federations constituting the sports organisation regarded as coming within the State domain.

The bodies forming the State sports organisation are:

- the sports clubs which take part in State competitions;
- the Spanish sports federations;
- the professional leagues (football, basketball and handball);
- the groupings of clubs falling within the State domain.

Under the rules laid down in their respective regulations, the Spanish sports federations determine the activities considered to fall within the State domain, which must then be classified by the Higher Sports Council as official State competitions.

The sports disciplinary regime is independent of civil or criminal liability, just like the regime derived from labour relations.

The lawful holders of disciplinary authority have the power to identify offences and, where necessary, impose sanctions or fines on persons or bodies subject to sports discipline in accordance with their respective areas of responsibility.

Sports discipline may be exercised by:

- judges or referees during matches or trials, subject to the requirement to comply with the rules laid down for each type of sport;
- sports clubs with respect to their members or associates, sportsmen or technicians, managers or administrators;
- the Spanish sports federations as regards persons belonging to their permanent staff;
- the professional leagues as regards sports clubs which take part in official competitions of a professional nature and their managers or administrators;
- groupings of clubs falling within the State domain as regards all persons belonging to their permanent staff;
- the Spanish Sports Discipline Committee as regards persons and bodies belonging to the Spanish federations, the federations themselves and their managers and, in general, the whole sports organisation and the persons belonging to it.

The bodies and associations belonging to the sports organisation exercise the disciplinary authority appropriate to them in accordance with their standing rules and with sports legislation. They have the power to open, act on and settle sports disciplinary dossiers either automatically or at the request of an interested party.

The COMPETITION COMMITTEE of each Spanish sports federation possesses the power to impose sanctions on individuals subject to sports discipline within the federation concerned.

The individuals penalised can appeal to the APPEALS COMMITTEE of each federation and to the SPANISH SPORTS DISCIPLINE COMMITTEE, whose resolutions constitute the final stage in the administrative process.

Since Law 10/1990 on Sport came into force, the number of dossiers opened in Spain in

the case of football has amounted to 46.

### DOSSIERS DEALT WITH FROM 1991 TO 1997 (FOOTBALL)

Dossiers dealt with	1991	1992	1993	1994	1995	1996	1997	Total
	3	2	14	8	1	8	10	46

The dossiers dealt with were resolved as follows:

DOSSIERS DEALT WITH	SUSPENDED	NO ACTION	WITHOUT APPEAL
46	6 (13%)	24 (52.1%)	16 (34.7%)

### TYPES OF SANCTION

The commonest types of proposed sanction were disqualification, fine and placing on report.

Type of Sanction	Number	%
Fine	10	21.70 %
Disqualification	10	21.70 %
Warning	1	2.70 %
Suspension	2	4.34 %
On Report	23	50.00 %
TOTAL	46	100.00 %

### OBJECT OF THE SANCTION

As already mentioned, the proposals for sanctions resulted mainly from insulting utterances or statements by managers or officials to the mass media with the aim of affecting the course of a sporting event.

OBJECT	NUMBER	%
Statements	17	36.90 %
Unsportsmanlike conduct	13	28.20 %
Intemperate remarks	3	6.52 %
Abusive and aggressive behaviour	11	23.90 %
Insults	1	2.17 %
Inciting and justifying violence	1	2.17 %
TOTAL	46	100.00 %

### NUMBER OF DOSSIERS EXAMINED AND OUTCOME IN EACH CASE (1990-1997)

DATE	SPORTS BODY/ INDIVIDUAL	POSITION	TYPE OF SANCTION	OBJECT OF SANCTION	AMOUNT OF SANCTION	
19.6.91	Atlético	Chairman	Fine	Insults	4 million	

	Madrid					
29.8.91	F.C. Barcelona	Coach	Fine	Unsportsman - like conduct. Abusive and contemptuous behaviour	0.5 million	
2.10.91	Atlético Madrid	Chairman	Fine	Abusive and contemptuous behaviour towards referee	3 million	
19.6.92	Atlético Madrid	Chairman	Disqualification	Interference with the match	6 months disqualification	Case suspended
12.2.92	Atlético Madrid	Chairman	Fine	Unsportsman -like behaviour	3 million	
12.2.93	Rayo Vallecano	Senior executive	Disqualification	Unsportsman -like conduct	2 months disqualification	
19.2.93	F.C. Sevilla	Coach	Fine	Inciting and justifying violence		
19.2.93	F.C. Barcelona		Warning	Intemperate remarks	Public warning	No action
7.4.93	R.C.Dep. Coruna	Coach		Intemperate remarks		No action
7.4.93	R.C.D.Espanol	Coach	On report	Statements		No action
26.4.93	R.Madrid C.F.	Chairman and Vice-Chairman	On report	Unsportsman -like conduct		No action
26.4.93	F.C. Barcelona	Chairman and Vice-Chairman	On report	Unsportsman -like conduct		
26.4.93	Rayo Vallencano	Chairman	On report	Unsportsman -like conduct		
26.4.93	R.D.Dep Coruna	Chairman	On report	Unsportsman -like conduct		
26.4.93	S.D. Compostela	Chairman	On report	Unsportsman -like conduct		
10.5.93	Sevilla C.F.	Chairman	On report	Unsportsman -like conduct	Dossier pending	

On the publication of a new rule of the Sports Discipline Code of the Royal Spanish

Football Federation based on the text of R.D. 1591/92 of 23 December, the Federation announced an amnesty for all current disciplinary dossiers under which all sanctions imposed were declared null and void.

DATE	SPORTS BODY/ INDIVIDUAL	POSITION	TYPE OF SANCTION	OBJECT OF SANCTION	AMOUNT OF SANCTION	
1.12.93	Sevilla C.F.	Chairman	Suspension	Remarks to and criticism of the referee	1 months suspension	
23.12.93	Legánés C.F.	Coach		Unsportsmanlike conduct	Suspended and closed	
23.12.93	C.D. Mérida	Chairman		Unsportsmanlike conduct		Withdrew in favour of Extremadura CF
3.2.94	C.D. Mérida	Coach	Fine	Unsportsmanlike conduct	100,000 ptas	
12.7.94	Racing Santander	Vice-Chairman	Disqualification	Unsportsmanlike conduct	2 months disqualification	
12.7.94	Rayo Vallecano	Senior Executive		Intemperate remarks		Suspended
19.10.94	Real Madrid C.F.	Chairman	On report	Intemperate remarks		On report
2.11.94	Real Betis Bal.	Chairman		Intemperate remarks		Suspended
2.11.94	Real Madrid C.F.	Coach				Suspended
7.12.94	R.C. Dep. Espanol	Sports Assessor	Fine	Statements	250,000 ptas	
14.12.94	Atlético Madrid	Chairman	Disqualification	Statements	5 months disqualification	
8.5.95	Atlético Madrid	Chairman	Disqualification	Insults to linesman	8 months disqualification	
20.3.96	Atlético Madrid	Coach	Suspension and fine	Insulting and aggressive behaviour	115,000 ptas	
24.4.96	Atlético	Chairman	Disqualification	Insulting	10 months	

	Madrid		tion	and aggressive behaviour	disqualification	
24.4.96	S.D.Compostela	Chairman	Disqualification	Insulting and aggressive behaviour	4 months disqualification	
24.4.96	S.D.Compostela	Manager	Disqualification		4 months disqualification	
8.11.96	R.C.Dep.Corruna	Coach				Suspended
19.11.96	S.D.Compostela	Chairman	Fine		100,000 ptas	
4.12.96	F.C.Barcelona	Coach	Fine	Statements	100,000 ptas	
4.12.96	C.F. Extremadura	Chairman	Disqualification	Statements	1 month disqualification	
4.3.97	R.Madrid C.F.	Chairman	On report	Statements		Closed
4.3.97	Barcelona F.C.	Vice-Chairman	On report	Statements		Closed
4.3.97	C.F. Extremadura	Coach	On report	Declarations		Closed
6.3.97	S.D.Compostela	Chairman	Fine	Statements	100,000 ptas	
2.3.97	F.C.Barcelona	Chairman	On report	Statements		Closed
8.4.97	C.D. Orense	Coach	On report	Statements		Closed
23.4.97	R.C.Celta Vigo	Vice-Chairman	On report	Statements		Closed
21.5.97	C.D.Tenerife	Chairman	On report	Statements		Suspended
4.6.97	Atlético Madrid	Chairman	Disqualification		3 months disqualification	
16.7.97	Atlético Madrid	Chairman	Disqualification	Statements	5 months disqualification	

STATUS OF DOSSIERS OPENED AGAINST CLUBS AND LIMITED SPORTS COMPANIES FROM 1991 TO 1997

SPORTS	NUMBER	SUSPENDED	NO ACTION	WITHOUT
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ORGANISATION				APPEAL
Atlético de Madrid	10		4	6
F.C. Barcelona	6		4	1
Rayo Vallecano	3	1	2	
Sevilla, F.C.	3		2	1
R.C.D. Coruna	3	1	2	
R.C.D. Espanyol	2		1	1
Real Madrid, C.F.	4	1	3	
S.D. Compostela	5		1	4
Leganés C.F.	1	1	1	
C.D. Mérida	2		1	1
Racing Santander	1			1
R. Betis Balompié	1	1		
F.C. Extremadura	2		1	1
C.D. Orense	1		1	
R. Celta Vigo	1		1	
Tenerife, C.F.	1	1		
TOTAL	46	6	24	16

## **5. PLAN FOR THE MODERNISATION AND ALTERATION OF SPORTS GROUNDS AND INSTALLATIONS**

### **CONVENTION BETWEEN THE MINISTRY OF EDUCATION AND CULTURE, THE MINISTRY OF THE INTERIOR AND THE NATIONAL PROFESSIONAL FOOTBALL LEAGUE**

The Regulation on the Prevention of Violence at Sporting Events (R.D. 769/1993 of 21 May) also stipulates that alterations to sports grounds and installations where professional competitions are held must conform to a timetable the terms and modifications of which were laid down, as regards the responsibilities of the State, in a Convention signed on 17 May 1995 by the Ministry of Education and Culture, the Ministry of the Interior and the corresponding professional league, thus forming a genuine Plan for the Modernisation and Alteration of Sports Grounds and Installations.

This timetable gives the deadlines set, from the day after the publication of the regulation (19 June 1993), for the adoption of certain measures at grounds where professional football and basketball competitions will be held. These deadlines are:

- \* five years for the construction of numbered seated places for all spectators;
- \* three years to complete the structures, installations and fixed supports necessary for the proper operation of the Organisational Control Unit;
- \* two years for the setting up and initial operation of the computerised system for the control and management of admission tickets and of the approaches to sports grounds.

The regulation also covers a number of aspects the most significant of which are summarised below:

## **RESPONSIBILITY OF THE ORGANISERS**

Installations at the ground

- Computerised control of access to the ground and of ticket sales;
- seated places on the terraces with no standing places and compulsory segregation of the different groups of supporters;
- Organisational Control Unit which will control the automatic opening of barrier systems and protective fences, separation of the different areas and the electronic, mechanical or other means regulating the number of spectators and their rate of access to the stadium by sector.

Selling conditions, format and characteristics of admission tickets

- Tickets will be sold only at the ticket offices. They must be adapted to the computerised control system installed;
- tickets will be of one size and will have common characteristics for each event, with special features which will make it difficult to falsify them;
- obligations for spectators: be in possession of a document proving admission to the stadium such as an admission or season ticket and occupy the place indicated on that document;
- ticket numbering and control: tickets must be numbered and arranged in series and may never exceed the maximum number of places in the stadium;
- tickets must have a back and front.

Actions by the Steering Committees or Boards of Directors

- General obligations
- Delegated adviser or representative
- High risk
- Information about groups of supporters
- Inspection of installations before each sporting event
- Removal of dangerous instruments
- State of containers of products which may be brought into or sold in the stadiums
- Rigidity and capacity of containers
- Contractual outlook and liability.

Functions and duties of staff serving the organisation

- Head of the Security Service
- Effectiveness of legal bans
- Preventive ban on access or expulsion from the stadium precincts
- Segregation of supporters of rival teams
- Escorting of supporters
- Professional training, drills and emergencies
- Groups of volunteers.

## **FUNCTIONS OF THE SECURITY FORCES AND BODIES**

General preventive measures

- Functions as regards sporting events
- Risk classification
- Information tasks
- Preventive control network
- Plan of the installations and master key
- Prior meetings
- Co-ordination with other services.

Specific and simultaneous operational measures

- Security systems
- Protection of participants and the public
- Control on access to the stadium
- Alcohol and drug testing
- Supervision of activities
- Monitoring the number of spectators
- Neutralised sectors
- Monitoring of supporter groups
- Mobile complaints offices.

Practices and training

- Emergencies and drills
- Security services
- Training activities.

## **GOVERNMENTAL AUTHORITIES AND SECURITY CO-ORDINATORS**

- Organisation
- General measures
- Powers
- Appointment

Functions

- Fixing of objectives
- Structure of the security system
- General co-ordination functions
- Relations
- Functions of the General Security Co-ordinator (inside and outside the grounds) for each club, limited company or sporting event.

## **ORGANISATIONAL CONTROL UNIT**

- Definition
- Situation

- Situation of security officers
- Equipment
- Closed-circuit television
- Public-address system
- Radio and telecommunications links
- Technical personnel
- Financing.

## **MINUTES, REPORTS AND PROPOSALS**

- Report on the event
- Assessment of means, actions and results
- General report
- Proposals for sanctions
- Excessive number of spectators in the grounds.

## **FINANCING OF THE MODERNISATION PLAN AND DUTIES OF THE HIGHER SPORTS COUNCIL AND OF THE NATIONAL PROFESSIONAL LEAGUE**

For each sports installation, the investment was financed through a rider of the same date (17 May 1995) to the Convention on the Improvement of Professional Football (R.D. 419/91) under which 7.5% of the proceeds of the football pools ("Quinielas") is set aside for this purpose. Since the object of this sum is fixed but the amount to be amortised each year is variable, the difference between the amount collected and the amount amortised represents the sum earmarked, as an annual surplus, for financing the measures provided for in R.D. 769/1993 for the restructuring, reform and alteration for security purposes of sports grounds and installations.

The Convention sets a timetable of actions and duties for the National Professional Football League (NPFL) and the Higher Sports Council (HSC).

### **DUTIES OF THE HIGHER SPORTS COUNCIL**

1. Pay to the League the annual sums in accordance with the amortisation table for the improvement plan. Also pay to the League the surplus or annual difference laid down in the rider of 17 May 1995.
2. The subsidy will be calculated and paid to the League every quarter starting from 15 September 1995. The final annual settlement and the final payment in accordance with the proceeds from the football pools will be made every year in September as from 1996.

The Convention also calls for the setting up of a joint Commission with equal representation responsible for supervising the deadlines and the execution of the work. This Commission is composed of:

- The Chairman of the N.P.F.L.
- The Director-General of Internal Policy of the Ministry of Justice and the Interior
- The Director-General of Sports Installations and Services of the H.S.C.
- The Secretary of the N.P.F.L., who has the right to speak but not to vote.
- Two advisers representing each institution.

## **DUTIES OF THE NATIONAL PROFESSIONAL FOOTBALL LEAGUE**

1. Submit before 30 June 1995 a report on the timetable for the acquisition, execution and financing of the works.
2. Submit before 15 September 1995 a report on the financial estimate and performance deadlines for the work of adapting the sports grounds of 1st division clubs for the 1995-96 season.
3. Submit before 15 December 1995 the documents mentioned in points 1 and 2 for 2nd Division Clubs.
4. Undertaking by the League to be responsible from its own resources for paying the total sum in the event that there is no surplus or that such surplus is insufficient to meet the total amount of the payments, which can in all cases be offset at the time of the subsequent payments.

### **SITUATION IN SEPTEMBER 1997: Investments made for alteration of the football stadiums of sports clubs and limited companies in the 1st football division.**

On 2 April 1996 the total amounts earmarked for re-designing the 22 football stadiums which were included in the 1st Division for the 1995-96 season were as follows:

HEADING	TOTAL BUDGET (Pts)
Civil engineering, seats and Organisational Control Unit (O.C.U.)	3.474.206.570
CCTV control systems	2.634.406.914
Public-address system	1290.406.774
Communications	580.008.760
Sluices	1.310.937.710
Technical systems	1.934.633.382
Automatic entry and sale of tickets	766.438.517
<b>TOTAL</b>	<b>11.991.032.627</b>

(On 22 April 1997 the amount paid came to Pts. 5,140,367,647 for the headings indicated)

Status of alteration work for installations at Spanish stadiums (15.9.97)

SPORTS	STADIUM	SEATED	ORGANIS	CCTV	SECURITY	CONTROL OF
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CLUBS, LIMITED COMPANIES		PLACES	ATIONAL CONTROL UNIT (OCU)		PUBLIC- ADDRESS SYSTEM	SLUICES, TURNSTILES AND TECHNICAL SYSTEMS
R.Sociedad de Fútbol S.A.D.	Anoeta	x	x	x	x	x
R.Club Celta de Vigo S.A.D.	Balaidos	x	x	x	x	x
R.Betis Balompié S.A.D.	Benito Villamarín	-	-	-	-	-
F.C.Barcelona	Camp Nou	95%	x	x	x	x
Albacete Balompié A.D.	Carlos Belmonte	-	-	-	-	-
R.Oviedo S.A.D.	Carlos Tartiere	-	x	x	x	x
Club Deportivo Tenerife S.A.D.	Heliodoro Rodríguez López	80%	-	-	-	-
Unión Dep.Salamanca S.A.D.	El Helmántico	x	x	x	x	x
R.Valladolid S.A.D.	José Zorilla	x	x	x	x	x
Valencia C.F. S.A.D.	Mestalla	1st phase in progress, conversion of standing to sitting places				
R.Sporting de Gijón S.A.D.	El Molinón	x	x	x	x	x
Sdad.Dep.Com postela S.A.D.	Multiusos de San Lázaro	x	x	x	x	x
Rayo Vallecano de Madrid S.A.D.	Nuevo Vallecas	x	x	x	x	x
R.C.Deportivo Espanyol S.A.D.	Olímpico de Montjuic	x	OCU non-operational		Being installed	
Sevilla C.F. S.A.D.	Ramón Sánchez Pijuan	First phase in progress, conversion	x	x	x	x

		of standing to sitting places				
R.C.Deportivo La Coruna S.A.D.	Riazor	80% sitting places	-	-	-	-
Mérida Club Polideportivo S.A.D.	Romano José Fuoto	x	x	x	x	x
R.Zaragoza S.A.D.	La Romareda	x	x	x	x	x
Athlétic Club de Bilbao	San Mamés	x	x	x	x	x
Real Madrid C.F.	Santiago Bernabeu	Second phase in progress, conversion of standing to sitting places	x	x	x	x
R.Racing Club S.A.D. Santander	El Sardinero	x	x	x	x	x
Atlético de Madrid S.A.D.	Vicente Calderón	x	OCU non-operational			

(x)Yes (-)Partly Source: Spanish Professional Football Society

On 15 September 1997, according to the Report on the "Status of the alterations to stadiums, technical specifications, visual monitoring system, public-address system, communication system, sluice-monitoring system, wiring system, computerised sale of admission tickets and entry monitoring", submitted by the Spanish Professional Football Society for the 22 stadiums studied under the plan concerning measures on security and the prevention of violence, the results were as follows:

Situation regarding seated places in the stadiums	NUMBER OF STADIUMS	PERCENTAGE
Stadiums where all places are seated places	13	59%
Stadiums with 80-95% of seated place	3	13.6%
Stadiums where the first phase of converting standing to seated places is in progress	2	9%
Stadiums where the second phase of converting standing to seated places is in progress	1	4.5%
Stadiums where all places are not yet of the seated type	3	13.6%

These data indicate that in 72.7% of 1st division football stadiums nearly all places are seated, that in 13.5% work has reached the phase of converting standing to seated places

and that in 13.6% the places do not yet entirely consist of seated places.

Stadiums where the OCU is operational	15	68.1%
Stadiums where the OCU is not operational	2	9%
Stadiums which do not yet have an OCU	5	22.7%
Stadiums possessing CCTV	15	68.1%
Stadiums not possessing CCTV	7	31.8%
Stadiums possessing a security public-address system	16	72.7%
Stadiums where the system is being installed	1	4.5%
Stadiums with no security public-address system	5	22.7%
Stadiums with monitoring of sluices, turnstiles and technical systems	15	68.1%
Stadiums without monitoring of sluices, turnstiles and technical systems	75	31.8%

These figures as at 15 September 1997 lead us to satisfactory conclusions regarding the plan for the modernisation of 1st and 2nd division football stadiums.

The data show that 72.7% of stadiums have seated places only and a security public-address system; 68% of them have organisational control units (OCUs), closed-circuit television and a monitoring system for sluices, turnstiles and technical systems.

On Friday 10 October 1997, the date on which this report was completed, the Assembly of the National Professional Football League agreed by unanimous decision of its members to accept the proposal by the Higher Sports Council concerning the total reimbursement of the debt owed by clubs for the improvement plan, in return for a request for a loan amounting to 20 billion pts. The Higher Sports Council imposed this condition on the clubs in order to negotiate their future share in the percentage falling to them from the income of the "quinielas", which is currently 8.5% and which could be increased to 10% on the understanding that it is not used for "star player" contracts but for new conversion work under the control of the HSC and the NPFL.

Investment planned for alterations to 2nd division football stadiums

The proposed investment for alterations to the 20 football stadiums which were in the 2nd division during the 1996-97 season is as set out below:

HEADING	PROPOSED INVESTMENT (Pts)
Civil engineering	622.300.000
Organisational control unit	76.000.000

Seats	695.000.000
CCTV	1.724.286.465
Public-address system	833.918.877
Communications	444.184.003
Sluices	668.454.369
Technical systems	1.103.824.447
Automatic access and sale of tickets	366.120.000
<b>TOTAL AMOUNT IN PESETAS</b>	<b>6.534.088.161</b>

As of 15 July 1997 the contracts for the above works and equipment have not yet been awarded and no sum has therefore yet been disbursed.

Situation regarding the multisport pavilions of the basketball clubs (A.C.B. League)

On 15 September 1997 when this report was issued, the Regulating Convention between the Ministry of Education and Culture and the Association of Basketball Clubs (A.C.B.) had not yet been signed and the relevant information cannot therefore be supplied. However, a number of inspection visits have already been made to the majority of basketball pavilions and an initial information report on the situation as regards compliance with R.D. 769/93 has also been prepared.

On 10 October 1997 the A.C.B. requested the National Commission Against Violence for exemption from the requirement to alter its installations in accordance with legal security standards in view of the almost total absence of disturbance during basketball matches.

## **6. THE SPANISH PARLIAMENT AND THE PROBLEM OF VIOLENCE AT SPORTING EVENTS (1991-97)**

### **APPEARANCES BEFORE THE SENATE REGARDING VIOLENCE AT SPORTING EVENTS**

Article 5 of Royal Decree 75/1992 of 31 January lays down that the offices of chairman and vice-chairman of the National Commission for the Prevention of Violence and Security at Sporting Events will be occupied alternately and for equal periods by members appointed by the Minister for Education and Culture and the Minister for the Interior.

The persons appointed to discharge these functions are the Director-General for Sport (Ministry of Education and Culture) and the Director-General for Internal Policy (Ministry of the Interior). At the request of parliamentary groups or as the result of a personal decision they have taken part in parliamentary debates in order to give information on the functions and tasks entrusted to the National Commission.

From 1994 to date, the chairmen have appeared only twice before the Senate, on both occasions at the request of the Socialist Group as indicated in the following table:

DATE	SUBJECT	APPEARANCE	CHAMBER	SOCIALIST GROUP
28.11.1994	Briefing concerning the existing situation regarding violence at sporting events	Director-General for Sport of the HSC (Ministry of Education and Culture)	Senate (Commission for Education and Culture)	Socialist Group
10.4.1997	Information concerning actions carried out in 1996 in the light of the responsibilities of the Government regarding violence at sporting events, assessment of lines of action and recommendations for 1997	Director-General for Internal Policy (Ministry of the Interior)	Senate (Commission for Education and Culture)	Socialist Group

From March 1997 to March 1998, the national commission will be chaired by the Director-General for Internal Policy.

The testimony given on the above occasions conformed to the Spanish constitution, which states that "The Government is jointly and severally responsible for its political management to the Congress of Deputies", and that each of its members must submit to questioning by the Chambers (Articles 108 and 111.1).

Contacts between Government and Parliament as regards sports policy take place through the Ministry of Education and Culture and the Higher Sports Council, whose chief executive is a State Secretary. Other Ministries may also have direct or indirect links to sports policy in accordance with their responsibilities (Public Works, Economy and Finance, Interior, Labour and Social Affairs etc). Ministers must give written replies to oral or written questions from the different parliamentary groups.

Parliament exercises control over the government through appearances by the Minister, the State Secretary/Chairman of the Higher Sports Council and other political authorities before the whole Chamber or the Commissions for Education and Culture of the Congress and Senate.

The increasing occurrence of violence at sporting events over the last few years has aroused constant political and social anxiety. Its effects have been felt in the parliamentary circles of the two Chambers (Congress and Senate). Since 1990, when the national commission was set up, 28 questions have been put in either written or oral

form, of which 12 were put to the Congress and 16 to the Senate.

**PARLIAMENTARY QUESTIONS ON VIOLENCE AT SPORTING EVENTS  
PUT BY THE PARLIAMENTARY GROUPS OF THE DIFFERENT POLITICAL  
PARTIES**

YEAR	GP	GS	IU.IC	PNV	CIU	GCC	MIX	TOTAL
1990								
1991		1						
1992	6	1	1		1			
1993		2	1					
1994		1	1				1	
1995		1						
1996								
1997		9	2					
TOTAL	6	14	5		1		1	28

GP = Grupo Popular (People's Group)

GS = Grupo Socialista (Socialist Group)

IU-IC = Izquierda Unida-Iniciativa por Cataluna (United Left Initiative for Catalonia)

PNV = Partido Nacionalista Vasco (Basque Nationalist Party)

CIU = convergencia y Unión (Convergence and Union)

GCC = Grupo Coalición Canaria (Canaries Coalition Group)

MIX = Grupo Mixto (Mixed Group)

**B. Report by the Examining Group on Compliance by Spain  
with the European Convention on Spectator Violence and  
Misbehaviour**

**Composition of the Examining Group**

1. The Examining Group, composed jointly by the Bureau of the CDDS (with the responsibility for designating the leader) and the Standing Committee, consisted of:

Mr Ronald KRAMER (Deputy Sports Director, Netherlands), Vice-Chair of the CDDS (former chair of the Standing Committee): Leader;

Divisional Commissioner Roland CHATARD (France), 1st Vice-Chair of the Standing Committee;

Mr Odd-Roar THORSEN (Assistant Director General for Sport, Norway), 2nd Vice-Chair of the Standing Committee;

Mr John de QUIDT (Chief Executive, Football Licensing Authority, United Kingdom), delegate to the Standing Committee. (Mr de Quidt arrived on 17<sup>th</sup> and left in the afternoon of 19<sup>th</sup> December.)

Mr George WALKER, Head of the Sports Division, Council of Europe; Secretary.

*Note:* the present Chair of the Standing Committee, Mr J Ramón BEORLEGUI, being the Spanish delegate to the Committee, was not eligible for membership of this Examining Group.

2. a. The arrangements for the visit in Spain were organised through the Consejo Superior de Deportes, and in particular by Mr Carlos ABELLA, Director of the Cabinet of the President of the CSD, and Mr Ramón BEORLEGUI, Inspector General of Sports Federations.

b. The Examining Group extends its cordial appreciation to the CSD, and to these two persons in particular, and through it to all the other organisations visited and the numerous persons who willingly made time available for discussion and demonstration.

## **Programme**

*TUESDAY, 16 DECEMBER 1997*

(Madrid)

1400-1630: pre-visit meeting and briefing amongst members of the Examining Group

1700: Meeting at the *Interior Ministry*:

Mr Onega, Director General of Internal Policy and Chair of the National Commission on Violence at Sports Events;

Mr Marín, Deputy Director General and Chair of the Facilities sub-committee;

Mr Cuadro, Commissioner General for Citizens' Safety.

1900: Meeting at the *National League for Professional Football*:

Mr Tomás, Secretary General;

Mr Dominguez, Director of the Security Operational Group.

Wednesday 17 December

0915: Visit to the *Santiago Bernabeu Stadium* and the board of *Real Madrid CF*:

Mr Onieva, Vice President, together with the Treasurer, the Deputy Secretary, two board members (one responsible for RM supporters ("peñas")), two peña leaders and the security co-ordinator, Mr Gonzalez.

1200: Visit to the *Vicente Calderón Stadium* and the board of *Club Atlético de Madrid*

*SAD*: Mr Albarracín, Vice President, other board members; Mr Gil, Director General of Atlético de Madrid; representatives of peñas; the security co-ordinator.

1430: flight to Barcelona

(Barcelona)

1700: Visit to the *Nou Camp Stadium* and the board of *FC Barcelona*:

Mr Casals, Vice President of FC Barcelona, Mr Combas, Stadium Director, other board members and the security co-ordinator.

1930: Visit to the *Montjuic Olympic Stadium* and preparations for the match Real Club Deportiva Español and Racing Club Santander; discussions with the board of *RCD Español SAD* (Mr Sánchez, President, Mr Molinos, Manager and Mr Sáenz, Press Officer) and observation of the match.

*THURSDAY 18 DECEMBER*

0745: flight to Madrid

(Madrid)

1000: Meeting at the *Royal Spanish Football Federation*:

Mr Villar, President;

Mr Flores, President of the Appeals Committee;

Mr Sanchez, President of the Referees' Committee;

Mr Carande, architect to the Federation;

Mr Hornero, Deputy Secretary;

Mr Sedano, Security Co-ordinator;

Mr Perez, Head of International Relations.

1200: Meeting at the *Consejo Superior de Deportes*:

Mr Fisas, Vice President and Director General of CSD;

Mr Abella; Mr Beorlegui;

Mr Rodriguez, President of the Spanish Committee for Sports Discipline.

(Valladolid)

1700: Visit to the *Nuevo José Zorrilla Stadium* and *Real Valladolid SAD*, discussions with board members (Mr Torino, Vice-President, Mr Ramón, Marketing Director, and Mr Santiago, the security co-ordinator).

(1700-1930: the leader and secretary had a working meeting in Madrid)

(Madrid)

2100: Informal meeting with sports media editors and journalists

*FRIDAY, 19 DECEMBER*

Departure

(Mr de Quidt visited the Santiago Bernabeu stadium)

## **Report**

### **1. OBJECTIVE AND SCOPE OF THE REPORT**

### *The Council of Europe and Monitoring*

The Committee of Ministers and the Parliamentary Assembly of the Council of Europe began their respective activities on Monitoring in 1996. At the Second Summit (October 1997), the Heads of State and Government solemnly confirmed the importance they attached “to ensure that the commitments accepted by member States are effectively honoured...”

### *The CDDS and the Compliance with Commitments Project*

The Bureau of the CDDS first proposed that the CDDS should embark on a similar monitoring as far the sports sector was concerned in December 1996. In March 1997, the CDDS decided to include an activity on Commitments in its work programme, described as follows:

“This project, inspired by the Committee of Ministers’ decision to monitor member States’ fulfilment of their obligations to the Organisation, made a promising start in 1997 with the response of six countries volunteering to participate in the initial stages. The commitments derive from three texts: the European Sports Charter, the European Convention on Spectator Violence and the Anti-Doping Convention. The project is designed to concentrate on areas of crucial importance... It is not the intention to undertake systematic reviews of a country’s entire sports policy...”(CDDS (97) 42, page 10.)

### *The European Convention on Spectator Violence*

The Convention entered into force at the end of 1985. 28 States have ratified it and a further 6 have signed it (situation at 1 January 1998). UEFA and FIFA are active participants in the work of the Standing Committee, which is responsible for the implementation of the Convention. The commitments derive from the text of the Convention itself; in addition, the Standing Committee has adopted a large number of Recommendations to Parties covering operational points deriving from the text.

Amongst the objectives of the Commitments project in this field are:

To enhance the effectiveness of the Convention, both at the level of the State being examined and also amongst the parties generally.

To renew political interest in the Convention, both within the Council of Europe as a whole, and in the States being examined.

To provide political and technical support to Parties who so wish, both in general and in particular.

To exchange information on current best practice and on common problems.

## **2. STRATEGIC APPROACH**

a. The plan for the implementation of the Commitments Project was agreed at the first meeting of the Project Group (Strasbourg, 26-27 June 1997), at which representatives of all parties concerned, including the countries which had volunteered to be examined, were present.

(See report of the meeting: document CDDS (97) 44rev.)

It should be noted that all parties involved in this project agreed that during the first, pilot, phase of the project, the first visits would inevitably have an experimental character. The visit to Spain was therefore necessarily ad hoc. It was, however, intensive and comprehensive, and may serve as a guide for the organisation of future visits.

b. In accordance with their professional experience, each member of the Group was assigned a particular area of responsibility:

Mr Chatard: police and public order questions;

Mr Thorsen: sport and football organisational questions;

Mr de Quidt: safety, stadium and stewarding questions.

c. The Group met all the authorities it had expressed the wish to. These included one Ministry, the Consejo Superior de Deportes, two national football organisations, five stadia, the board members of five football clubs (including 3 of the largest in Spain), representatives of supporters' clubs and of the sporting press. A first division football match, and the preparations thereto, was watched one evening.

## **REFERENCE DOCUMENTS**

a. The European Convention on Spectator Violence (ETS 120) of 19 November 1985, and, in particular, its operational articles, 1 to 6.

b. The Report prepared by the Consejo Superior de Deportes on the fulfilment by Spain of the European Convention, dated October 1997. This report had been sent, in an English language version, to the Examining Group in November.

c. On site visits and discussions with various authorities provided a wide range of supplementary written, visual and audio-visual documentation and impressions.

d. The members of the Examining Group, in the course of their observations, also took account of any relevant national or international norms in their sphere of competence

### **Article 1: Aim of the Convention**

*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.*

*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.*

Hooliganism became a serious problem in Spain in the second half of the 1980s. A number of measures, including the ratification of the European Convention and the adoption of anti-spectator violence measures in the Sports Act of 1990, have resulted in a considerable reduction in the scale and nature of the problem by the end of 1997. Spanish “football culture” no longer contains large scale hooliganism. The preventative and the control measures applied in the past few years, while not eradicating the problem, have

certainly brought it within manageable proportions. Outbreaks of spectator violence are now rare.

The Examining Group was informed that spectator problems had been encountered also in some basketball clubs in the late 80s and early 90s. This had now been eradicated and basketball had asked to be released from the obligations faced by football.

***The Examining Group:***

***welcomes the legislative and other regulatory measures adopted by Spain to implement the provisions of the Conventions;***

***suggests that the Spanish authorities remain vigilant to the possibility of spectator violence and misbehaviour emerging or re-emerging in sports other than football.***

**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.*

Four elements are at the heart of the Spanish system for dealing with problems of spectator violence and misbehaviour:

The setting up, as part of the internal process enabling Spain to ratify the Convention, of the *National Commission for the Prevention of Violence and Security at Sporting Events*. Excellent co-operation, both on the practical and psychological levels, established between the public authorities and the sporting (football) authorities.

The fact that the costs incurred by police presence to ensure public order at football matches are assumed by the public authorities.

The appointment of a Security Co-ordinator at all major stadia.

With regard to the Commission, which was set up in 1992:

The chair is held alternately by the Ministry of the Interior and the Ministry of Education (Consejo Superior de Deportes).

Its 25 members represent all the bodies and agencies involved in countering spectator violence and misbehaviour.

It has drawn up standing orders for the prevention of violence at sporting events, approved by Royal Decree in 1993.

It reviews events after each match and has the power to propose sanctions in cases of violence, hooliganism or misbehaviour.

It has set up a number of working parties which have a comprehensive remit (discussed in later parts of this report).

Its regular, weekly meetings enable a framework for co-operation and the opportunity to plan for future matches and to review and evaluate current practices.

The Report will give numerous examples of the working of the Commission.

With regard to police costs, it is clear that as clubs or organisers are not required to contribute to the costs of ensuring public order, not even within the stadia, the police presence is that judged appropriate by the security co-ordinator.

With regard to the security co-ordinator, the Report will demonstrate his key role.

There is a danger, in a system such as this, of a uniform mentality or even complacency settling in. The Examining Group did not see any signs of this happening. *But those involved should remain alert to the possibility of it.*

***The Examining Group:***

***considers that Spain fulfils its obligations under Article 2 of the Convention; recommends other Parties to consider the applicability of establishing a “National Commission” with similar responsibilities in their territory.***

**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.*

It is important to highlight three elements that play an essential role in the Spanish authorities' effective strategy for avoiding incidents at football matches:

1. the very high number of supporters who are associate members or season-ticket holders (about 90% in the two largest clubs);
2. the considerable efforts made by the different supervisory authorities - the Federation, the National League and the National Sports Council Consejo Superior de Deportes - to improve stadium facilities; outstanding aspects include the conversion of stadia so that all places are seated and all seats numbered, the introduction of computer systems to manage video surveillance and spectator flows inside and outside the stadia and improved sound systems. It should be emphasised that all of this work, which is to be completed at the end of 1998, is financed by levies on the football pools and organised by the Consejo

Superior de Deportes in conjunction with the National Football League.

3. the amendment to the Sports Act, which is soon to increase the penalties imposed on trouble-makers, and also club officials.

The role of the police and private security

The police play an essential role in managing security both inside and outside the stadia.

Private security firms only provide assistance with additional tasks such as ticket control, directing spectators to their seats and searches.

The control posts in the five stadia visited (including MADRID, BARCELONA and VALLADOLID) are in good locations and have excellent facilities, including video screens with a perfect view of both the inside of the stadium and outside accesses so as to give a better picture of spectator movements. The advantage of this computer system is that it can be run by two or three authorised, trained staff members.

The police co-ordinator has sole responsibility for overall security arrangements and supervises the police forces, private security forces, emergency services and anyone else assisting with stadium security.

In the event of a serious problem, such as a bomb alert or evacuation of the stadium, s/he alone takes the necessary decisions, although provision is made for a crisis unit.

The security co-ordinator

The co-ordinator is a police officer having undergone special training, who is familiar with the stadium facilities and knows the officials and organisers. 30-40% of his/her time is devoted to this task. In 80% of cases, the post is held by a uniformed officer.

Penalties applied in the event of incidents

The National Commission, which is chaired alternately by a senior official of the *Consejo Superior de Deportes* and a senior official from the Ministry of the Interior, has a national disciplinary committee that meets once a week to discuss disciplinary reports and propose sanctions to be applied by the regional prefects. This joint committee is made up of:

- government delegates,
- police representatives,
- sports representatives,
- representatives of the Federation, the League and the clubs,
- municipal representatives.

The commission is to be renamed the “National Commission for the Violence Prevention and Security at Sporting Events”. In 1998, the amendment to the Sports Act will penalise

trouble-makers and club officials more harshly by imposing stiffer fines.

Regional prefects will still be responsible for applying these penalties.

In conclusion, Spanish security officials in the football stadia have introduced appropriate measures which seem effective, with a particular emphasis on facilities and video surveillance.

Due attention has been given to all aspects, including the work of police forces and private security firms, preventive measures, chains of command (overall co-ordination, security control posts, communication etc), stadium security (both inside and outside the grounds), security for supporters' travel and checks on ticket sales, not to mention harsher penalties for trouble-makers.

### Article 3.2

*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.*

The Spanish national report mentions the following activities:

- \* The leaders of clubs have tried to know and to get into contact with their fans and supporters by promoting informative processes to get better manners in front of other rival clubs. They have also adopted selfcontrol measures, inside and outside of the stadiums and they have tried to control their declarations and statements to the spoken and written press.
- \* In broad outline, most of the clubs have proceeded to isolate and delimit the boundary of the authentic and peaceful fans, of those fans at risk of conflicts and of that of violent and fanatic people.
- \* The organizers of sport events are asked to facilitate the provision of all the available information about groups that lack associative status to the Security Coordinator, together with movement plans, travel agencies that they use, means of transport, tickets sold and reserved seats at the sports event.

In Spain there is a two tier system of stewarding. Security stewards from private security companies search spectators arriving at the stadium and in some cases appear to have a minor public order role. These are supplemented by "volunteers" (who at many stadia appear to be unpaid) who check tickets, direct spectators to their seats and staff entry and exit gates.

At one stadium [B] the Examining Group was given details of a sophisticated stewarding system, including fire stewards, a mobile group of stewards able to intervene at any point

and of an alarm and evacuation group. This stadium had at least one steward per 100 spectators. All were paid and given appropriate training at a training college with assistance from the police and fire service. The club had prepared and tested a full scale evacuation plan.

These arrangements were reported to work very well, not least because over 90 per cent of the spectators at any match [RM, B] were season ticket holders, with the same seats each time, who understood the system and were known to the club. There was virtually no need for any police inside the stadium.

It was explained that a similar approach was being adopted at other grounds, though the extent of progress was unclear. Indeed the Examining Group observed significant weaknesses in the stewarding at the match which it attended at one of these other grounds [OS].

At this match the stewards from the security company were smartly dressed and had an air of authority and purpose. This was not true of the volunteers. They were wearing small orange tabards which were virtually invisible from a distance. They blended into the crowd and appeared to be mainly intent on watching the match. A number were found to be absent from their posts at exit gates during the match.

More seriously, once the spectators had entered the stadium, there appeared to be no attempt to control them. On one side of the stadium the vomitories and gangways were completely blocked by standing spectators throughout the match. This was the sector occupied by the younger and noisier supporters. Significantly it is also the area where spectators are not required to sit in numbered seats.

It is possible that crowd's behaviour was untypical because of the low attendance (9000 only) at a Wednesday evening match, combined with heavy rain (see Appendix). However, it was observed that notices were displayed in this sector of the ground instructing spectators to keep these areas clear. These notices, which were no more than sheets of paper stuck on the wall, were badly defaced. It is understood that they are replaced before each match.

## Evaluation

Experience has shown that, where spectators are not required to sit in numbered seats, the safe capacity of a seated stand is between five and ten per cent below the number of seats available - even where there is good stewarding. Given the performance of the stewards at the particular match, the ability of the club concerned to manage a full stadium, even in the absence of violence or disorder, must be called into question.

It is clear that CSD and the co-operative bodies are actively dealing with matters mentioned in Article 3.2. The clubs have a close relationship with the respective supporter clubs, "Peñas". The problems are mainly alleged to involve "infiltrators" in the supporter clubs. The "Peñas" are actively seeking to identify and report on these negative

elements.

Representatives from the police confirm this, but say at the same time that information could have been better.

As regards the degree of control at the entrances, it is a well-known dilemma that this has to be weighed against the length of the queues that will form, and the possible disturbances that this can give rise to outside the arena. (cf, Art 3.4.g)  
(see also Appendix)

***The Examining Group:***

***considers that Spain fulfils its obligations under Article 3.2 of the Convention;  
requests that Spain:***

***continues its work on this matter,  
seeks to establish even better co-operation between the organizer, the "Peñas"  
and the police;  
recommends that Spain considers the possibility of improvements to the training,  
deployment and performance of stewards inside certain stadia.***

Article 3.3

*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.*

Management of supporter groups' travel

Although the different clubs have made considerable efforts to organise and register supporters, it has been noted, as in many other countries, that it is difficult to supervise "hard-core" supporters travelling to away games individually or in small independent groups. They are able to buy tickets not specifically allocated to them and can thus sit among supporters of the opposing team, with all the risks that this entails.

Further efforts could be made in this area.

Article 3.4

*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;*

In almost all respects the design of each of the five stadia visited was appropriate for the safety and effective management of spectators. In some instances, however, the physical fabric was in poor condition.

The replacement of standing areas by numbered seats at all First and Second Division stadia by June 1998 is a most welcome development. At all five stadia all seats had good unrestricted views so that spectators had no incentive to stand. Seats all had backs and were comfortable to sit in. At all but one stadium [RV] there was ample leg room.

This development will eliminate the most serious safety weakness identified by the Reporting Group. The remaining standing accommodation at one stadium [RM] was in very poor physical condition. The concrete underfoot was beginning to break up and there were insufficient barriers to prevent crushing in the event of a crowd surge. The permitted capacity, although recently reduced, certainly exceeded what would be considered safe in some other countries.

At all the stadia the vomitories, gangways and circulation routes were generally well laid out. Each section of seating was well served. Gangways in the upper tiers of several stadia had a steeper angle than would be considered acceptable in some countries; however, they were provided with suitable handrails or handholds. In at least two stadia, however, [B & OS] some of the safety barriers at the foot of the gangways were only 80 cm high. This would not be considered safe in some countries.

Entrances and exits were plentiful and well designed. Those from the upper tiers of the largest stadia were well planned. The stated evacuation times (typically 7-8 minutes) were appropriate having regard to the structure and fabric. The quality of the direction signs, however, varied greatly. At two stadia [AM & B] and in the newer part of a third [RM] they were excellent. At the others, they were difficult to see and would have been of little help to spectators unfamiliar with the stadium.

The concourses and areas under the stands were unfortunately mostly cold, stark and unattractive. There was little or no colour to relieve the bare concrete. In some places [notably at RM], this concrete was beginning to deteriorate, with water seeping through. At one stadium [AM], following heavy rain, the concourse was very slippery underfoot.

The number of toilets in these areas appeared low, but in every case they were of good quality. Everything was in working order and there were no signs of any vandalism.

Safe circulation routes were provided for spectators in wheelchairs. However, in general, very little accommodation appeared to be provided for spectators with disabilities.

The complete absence of high perimeter fencing at all but one of the stadia [RM] created a very pleasant atmosphere. Three stadia and part of another had moats. These are far less intrusive and enable spectators to see clearly but still constitute a physical barrier.

The Examining Group noted with particular approval that one very large stadium [B] had no physical barriers at all, other than a low wall between spectators and the pitch. Control was ensured by good crowd management and by permitting only season ticket holders to occupy seats in the lowest tier. No problems had been experienced in the five years since the removal of the perimeter fences.

***The Examining Group:***

***considers that Spain fulfils its obligations under Article 3.4.a of the Convention;  
welcomes the conversion of all first and second division stadia to all-seater ones;  
welcomes the removal of perimeter fences wherever possible;  
recommends that Spain gives greater attention to:  
maintaining the physical fabric of stadia in a better condition;  
creating a more attractive environment;  
improving and increasing facilities for spectators with disabilities.***

*b. to segregate effectively groups of rival supporters, by allocating to groups of visiting supporters, when they are admitted, specific terraces;*

At all the grounds visited systems were in place for keeping supporters of rival teams apart. Visiting supporters are provided with their own entrances and exits and seated areas. These are separated from the remainder of the stadium by unobtrusive fences or barriers, supplemented as necessary by lines of police officers.

The general principle appears to be to place visiting supporters in an upper tier towards the corner of the stadium. This ensures that they have no means of access to the pitch and can readily be observed. Potentially troublesome groups can be searched thoroughly to ensure that they do not bring in missiles to drop on those below them.

These measures ensure that there is no significant conflict between rival supporters inside the stadia. Any trouble that does arise is likely to be away from the stadium. In many cases it is difficult to determine whether it is truly football related.

***The Examining Group:***

***considers that Spain fulfils its obligations under Article 3.4.b of the Convention;  
welcomes the measures taken to provide visiting supporters with separate areas.***

*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 effective separation of rival groups of supporters is greatly assisted by the sophisticated ticketing system which has been introduced in Spain (see under Article 6 (1) below). The requirement that every spectator purchases a ticket from a ticket office, instead of paying cash at the entrance can help prevent infiltration by rival groups of supporters. It can also ensure the safe and rapid entry of spectators, especially during the last few minutes before kick off.

It is also a positive advantage that a very high proportion of those attending matches at the larger stadia are season ticket holders, occupying the same seat at each match. This enables the authorities to concentrate their resources and attention overwhelmingly on the remaining spectators, in particular the visiting supporters.

The system is potentially vulnerable to abuse if tickets are sold on the day of the match, in particular to supporters who have arrived without tickets from other countries and who do not form part of clubs' or countries' official supporters' clubs. This situation can easily arise if the stadium is unlikely to be full. It is understood that the Co-ordinator possesses the powers to prevent such abuses.

***The Examining Group:***

***considers that Spain fulfils its obligations under Article 3.4.c of the Convention; welcomes the measures taken to control tickets, in particular at entries to the stadium.***

*d. to exclude from or forbid access to matches and stadia, in so far as it is legally possible, known or potential trouble-makers, or people who are under the influence of alcohol or drugs;*

With regard to exclusion (Article 3.4.d), season-ticket holders may have their seats withdrawn where a court considers it appropriate. The obstacles to identifying and excluding people who are not season-ticket holders at stadium entrances have made it impossible to find a satisfactory solution, although there is an administrative sanction that can be applied to prohibit individuals from entering a stadium. Criminal sanctions may also be imposed by the courts.

All administrative and criminal sanctions applied at regional level are recorded in a central national register.

*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;*

Effective public address systems are being installed at all Spanish stadia as part of the SISEF (integrated security system) (see under Article 6 (1) below). The Examining Group was informed that the public address system at one large stadium [B] had 56 separate sectors both inside and outside. This enables messages to be directed to one or more specific areas, without disturbing or possibly alarming spectators or staff in other

areas.

The public address systems are supplemented by large scoreboards, able to broadcast any messages.

The Group did not have the opportunity of observing the system in use. However, it was informed that the announcer comes under the control of the Security Co-ordinator. This ensures that messages are properly controlled and are transmitted only as part of an overall strategy.

***The Examining Group:***

***considers that Spain fulfils its obligations under Article 3.4.e of the Convention; welcomes the introduction of the public address system as part of the integrated security system, SISEF.***

*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;*

The Examining Group was informed that Spain does not experience problems of drunken behaviour at stadia. This was borne out by close observation of the spectators at the match. Even the noisiest and most committed appeared to be completely sober.

Spanish law prohibits the sale of alcohol at stadia. Non-alcoholic beer is sold, along with soft drinks, in suitable safe containers. This appeared to be well accepted by spectators.

The catering facilities for ordinary spectators were examined briefly at four stadia [AM, RM, RV, OS]. In every case they were unattractive and the range of products on sale appeared limited. There was little obvious incentive to enter the stadium early. The Examining Group was informed that for local supporters and spectators the provision of attractive catering facilities would not be important. Eating and drinking took place outside the stadium. A sandwich might be consumed at an evening match. The consequences of this local culture could have implications for the behaviour and control of visiting supporters, especially those with a custom of significant alcohol consumption.

***The Examining Group:***

***considers that Spain fulfils its obligations under Article 3.4.f of the Convention; notices that the sale of non-alcoholic beer within stadia is well received by the public; recommends that Spain considers providing more attractive refreshment facilities at stadia.***

*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;*

## Prohibited objects and searches at entrances

A list of prohibited objects is displayed at stadium entrances, along with a warning on the back of the tickets. Clubs are responsible for organising searches.

The list prohibits objects that might be used as weapons, such as flagpoles, smoke bombs, firecrackers and bottles.

As in other countries, however, it is very difficult to confiscate all fireworks and rockets, despite the extensive searches carried out by private security firms and the police.

The National Commission can propose sanctions against clubs in the event of repeated problems.

This is an area that might be improved.

*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.*

See under Article 2.

## Article 3.5

*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 Spanish national report devotes a large section to activities developed by the Consejo Superior de Deportes relevant to this article. Such activities cover:

The National Committee created in 1993 a sub-committee for studies, prevention and dissemination. The work of this group is directed at club leaders and coaches, who are traditionally vociferous and increase tensions before and after matches. The proposed modifications to the Sports Act will include measures targeting these people more precisely.

The Fair Play Campaign, started in 1989, and aimed at spectators; players; club leaders; and the media. Run in co-operation with the Federation, the Football League and the Players' Association, annual prizes and trophies are awarded, and various Days organised. Since 1991, the CSD and the league have spent approximately 125m ESP (c. £500,000) on a variety of fair play activities<sup>1</sup>. It is difficult to evaluate the impact of all

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<sup>1</sup> *Memoria del Fútbol Profesional, Temporada 1996/1997*, Madrid 1997, p.153.

these activities but the range and specificity of them (from the Cup Final, via press and photographers, to schools) is praiseworthy.

Tolerance and anti-racism activities have also been inaugurated. Ms T. Zabell is Spanish National Ambassador for Sport, Tolerance and Fair Play.

Many activities are aimed at children and young people of school age.

A Code of Sports Ethics was drawn up in 1997 and the Infanta of Spain has agreed to patronise an annual prize in connection with a specially outstanding act of the sporting ideal. The Spanish Code is inspired by the Code of Sports Ethics adopted by the Council of Europe (Rec. R (92)17). It is aimed at young sports people, schoolchildren and at participants in national and inter-regional competitions. In addition, the League has asked its member clubs to support its principles.

Some clubs host an extensive variety of sports activities aimed at school-children and young people. For example, FC Barcelona organises instruction and training in 11 different sports, of which only 3 are professional at the highest echelons.

The visit by the Examining Group showed how close are the relations maintained by the Consejo with the sporting media and press in particular. The importance of the latter is considerable: the largest selling daily, *Marca*, is a sporting newspaper, as are 3 others in the top 12 titles. The role of the media in either fermenting or in cooling tensions which may lead to hooliganism is well known. The situation in Spain in this regard is particularly volatile. The CSD is aware of this and has a strategy for coping with it, while respecting the editorial independence of the media.

### Evaluation

The CSD and its partners (in particular, the Federation and the League) invest considerable resources in activities which fall under the scope of Article 3.5 of the Convention. It is difficult to assess the contribution of these activities to the general reduction in spectator violence and misbehaviour observed in Spain since the late 1980s and early 1990s. That they have played a part is undeniable, for example in helping to create a climate of opinion in which such misbehaviour becomes less and less acceptable.

### ***The Examining Group:***

***concludes that Spain is fulfilling its obligations under Article 3.5;  
encourages Spain to continue its comprehensive work in this area;  
requests Spain to consider making a specific evaluation of the impact of these activities, and in relation to other measures, with a view to achieving a better understanding of the role of educational and social measures and to providing Parties to the Convention with information and ideas on work in this area.***

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.*

Spain has played an active role in the work of the Standing Committee since its inception. A Spanish delegate has been Vice-Chair of the Committee for 4 years and currently holds the Chair.

When Spain held the Presidency of the EC Council, co-operation with the then EC Trevi Group on police matters was very much facilitated.

The Spanish authorities told the Examining Group that the requirements of the Convention had played a key role in developing a national policy and in setting up the national co-ordination structures that play a major part in current practice.

*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.*

Spain has played a full part in providing relevant information in advance of the major tournaments which have taken place in Europe since the Convention entered into force (Germany 1988, Italy 1990, Sweden 1992, England 1996). Such co-operation, organised under the auspices of the Standing Committee, which sets up a working party for this purpose, is continuing for the preparations for the World Cup in France in 1998.

With regard to bilateral or club matches, Spain has designated a permanent correspondent for international police liaison on matters connected with football spectators. The Examining Group did not have the opportunity or occasion to test these procedures. Some complaints were made by Spain to the Examining Group about the failure of some other Parties to fulfil their obligations under this article.

***The Examining Group:***

***considers that Spain fulfils its obligations under Article 4 of the Convention;  
proposes that the Standing Committee reconsiders questions falling under Article 4.2,  
with a view to improving bilateral national liaison on this question, and improving the  
functioning of the system of Permanent Correspondents.***

## **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. NOT CONSIDERED**

The most important aspects in this respect are:

\* There is a close collaboration with the local police authorities. The regular contact is handled by a Security Coordinator.

\* A TV and video surveillance system, SISEF, has been developed and will be progressively installed at all the stadiums that are involved with the professional league. This system covers the entire stadium facility, and its surroundings, and it has cameras that can zoom in and take still pictures of small groups or individuals. These video tapes can be kept by the police for some time and will then be thrown away unless the match in question has given rise to a police investigation.

### **Evaluation**

The above-mentioned system, SISEF, is impressive, and will undoubtedly be a very useful tool in the fight against violence in the grounds. The system makes it possible to rapidly "attack" a dangerous situation then and there, and the video tape can be studied afterward in order to identify someone, furnish proof, and/or study a situation more closely in retrospect.

### ***The Examining Group:***

***considers that Spain fulfils its obligations under Article 5.1 of the Convention, expects that when SISEF is installed at all arenas, it will have a very positive overall effect.***

## **Article 6**

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.*

During the past few years the Spanish authorities have taken significant measures to bring the security and safety of football stadia up to a high level. The first of these is the

requirement that all stadia in the Spanish First and Second Divisions become all seated by June 1998, referred to under Article 3.4.a above.

Equally important, and just as welcome, is the installation of the Integrated Security System (SISEF) at each stadium. This system comprises six elements in a sophisticated computer system:

- closed circuit television;
- sectorised public address systems (see also Article 3.4.e);
- communication links;
- electronic locking and unlocking of all gates;
- ticketing (see also Article 3.4.c); and
- entry monitoring.

Experience in many countries has shown that the installation of CCTV is, along with seating, the most powerful weapon against danger and disorder. The system being installed in Spain provides comprehensive coverage both inside and outside the stadia (with up to 128 cameras in one case [B]) Each control room has between eight and 16 screens. Facilities exist to take both video recordings and still photographs. These may be used as evidence before the criminal courts.

The installation of integrated communications, bringing together the police, club, fire service and medical / first aid staff both inside and outside the stadia are an important element in ensuring a single command structure.

At the match which it attended, the Examining Group observed that the stewards' supervisors carried the same type of radios as the police so that they could receive instructions and report problems. However, there appeared to be no means (either radios or emergency telephones) by which ordinary stewards could easily report problems. Instead the system appeared to rely on the CCTV camera operators to detect them. This, if true, could be seen as a significant weakness.

All exit gates, both out of the stadium and into other sectors, are electronically controlled. They can be set to open automatically in the event of an emergency and can be pushed open from the inside if sufficient pressure is applied. Each gate or set of gates should also normally have a steward present and be covered by a CCTV camera. The system also records whether and when any gate is opened. This effectively eliminates the risk of unauthorised entry.

The entry control system was observed in action and worked smoothly. Spectators presented their tickets for examination at an outer cordon where they were also (where appropriate) searched. At the entrance to the stadium itself they passed through a low museum-style three-bar turnstile. The bar code on their tickets were scanned (as in a supermarket). The average rate of passage was measured at 10-12 spectators per turnstile per minute. This is equivalent to 660 per hour which experience has shown is about the optimum number.

The information from the scanner enables the club to know how many (and indeed which) spectators have entered through which entrances at any given time. This information is clearly recorded on a computer screen. Armed with this information, the club can open additional entrances if necessary. It can also prevent overcrowding the stadium as a whole. However, once spectators have entered, it is still necessary that they occupy the correct seats.

Each stadium is furnished with a control room from which the SISEF system is managed. The Examining Group examined the three control rooms which were already in use. Two of these [B & RV] were well sited, with excellent views of the inside of the stadium. They were well laid out with adequate space for the staff to operate effectively and with separate but adjacent accommodation for the public address announcer and scoreboard operator. In one case [RM], however, the room was cramped and the available space was totally taken up with equipment. Another [AM], that was not yet in use, looked small from the outside.

The Examining Group was unable to see a control room in use during a match so can only offer the following general observations. *The main drawback of any sophisticated high technology system is that the staff controlling it may place too much reliance on the system. They can easily become passive spectators of events when they should be engaged in proactive crowd control. A system is therefore only as good as its staff.* The latter need to be well trained, in particular in the management of the unexpected.

SISEF is a well planned and sophisticated system for which those responsible must be commended. Provided that it is well managed, it will play a major part in eliminating the potential for disorder and harm to spectators at Spanish stadia. It will also enable the authorities to react swiftly and effectively to any problems that might arise.

The SISEF system is inevitably very expensive to install. It would not be possible without substantial funding from the Government out of the proceeds of the State Football Pools (LOTTO). This is estimated at approximately 15,000,000,000 pesetas (£62.5 million) for 42 clubs (plus about 3,500,000,000 pesetas (c. £14m) for seating).

Such sums might be beyond the means of many Parties. Nevertheless, while they might not be able to afford all the sophisticated technology, they could learn much from the integrated approach adopted in Spain.

***The Examining Group:***

***fulfils its obligations under Article 6.1 of the Convention;  
welcomes the introduction of the Integrated Security System (SISEF) at all Spanish Football League grounds;  
considers that this system merits consideration by other Parties, despite its high cost;  
notes that the system will need highly trained staff and good management if it is to operate effectively.***

*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.*

The Examining Group was not presented with, nor did it see, any evidence of a licensing system or authorisation for the approval of stadia or for the organisation of matches such as practised in France, Italy or the United Kingdom. It is clear that the modernisation of stadia, the introduction of all-seater stadia, and the authority of the security co-ordinator at major grounds go some way towards achieving the objectives of this article. *But a national plan, however complete, also needs a system for verification, and for ensuring that the latest requirements or needs can be acted upon.*

***The Examining Group:***

***cannot form a judgement as to whether Spain fulfils the obligations under Article 6.2 of the Convention;***  
***requests Spain to provide the Standing Committee with further information on this question.***

***(see Appendix)***

*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 Spanish national report presents the measures and legal and reglementary modifications which has been promoted. The following innovations have been introduced the last year:

There was established - on 17th July 1997 - a Central register of Sanctions. Modifications are provided in the law 10/1990 on Sport. The most important are as follows:

a. Especially aggressive and unsporting behaviour on the part of sports managers may be sanctioned with a fine of between 5.000.001 and 100.000.000 pesetas (£20,000-£400,000).

b. Economic sanctions to sports directors for statements and attitudes which could incite spectators or players to violence are enhanced.

c. The Spanish Sports Disciplinary Committee is to be responsible for the final decision, unless the sanction imposed is a fine of up to five million pesetas or a public or private reprimand, in which case sanctions are imposed by the Competition Committee.

To date the Spanish Sports Disciplinary Committee has been responsible for the final

decision for any sanction. The measure is designed to foment the sanctioning functions of the Competition Committee.

During the last season 1996-1997 the Spanish Sports Disciplinary Committee has on numerous occasions rectified decisions made by the Competition Committee and the National Commission on Violence has proposed more stringent sanctions for the clubs and spectators that infringe the rules.

It is the Commission against Violence in Sporting Events which is responsible for ensuring the fulfilment of the regulations and for proposing the corresponding sanctions for possible infractions.

In the same way, the professional Leagues are the organs, in accordance with the responsibilities conferred on them by the Law as organizers of the sporting events, which have proceeded to modify their rules to adjust to the legal requirements.

Lastly, during the present season the Royal Spanish Football Federation has applied its own regulations and imposed stringent sanctions on players, coaches and clubs for violent attitudes on the playing field or against the authority of the referee.

### Evaluation

The CSD and its partners (in particular the Spanish Sports Disciplinary Committee, the Federation and the League) invest considerable efforts to continuously review their relevant regulations.

#### ***The Examining Group:***

***considers that Spain fulfils its obligations under Article 6.3 of the Convention; encourage CSD and its partners to continue their comprehensive work in this area.***

### **General Remarks and Conclusions**

Even by European standards the public and political interest in professional football in Spain is very high. On the one hand, spectators and the general public seem to be very much (also emotionally) involved with their club. On the other hand, public authorities appear to have a relatively high involvement in professional football and in its organisational structures. Without going too far, one can state that professional football in Spain is to a very large extent dealt with as a common responsibility of the private and the public sector. According to figures presented to the Examining Group, 40 % of all Spaniards are fond of the game; 4 out of 12 of the best sold newspapers substantially or even solely (eg, *Marca*) deal with sports, and 95% of their contents are about professional football. On TV, football of the "primera division" scores an average marketshare of viewers of 40-45%. In Spain one finds relatively little spectator violence. This may in part be due to the long distances that one would have to travel to visit the teams' away matches. (see Appendix)

In close cooperation between the private clubs and the local and national public authorities Spain has developed an effective structure/system to prevent and reduce violence at football matches, including in principle all measures required by the European Convention on Spectator Violence and the recommendations of the Standing Committee. In particular the setting up and running of the National Commission (playing a rôle in the coordination and preparation of measures, as well as being authorised to take disciplinary action) and the existence of a Security Coordinator for each club seem to be very effective. Financing of the measures, in particular the all-numbered-seats requirement, with a certain percentage of lottery money appears to be satisfactory and the development and deployment of the SISEF system is very promising. This system looks very effective. However, for the Examining Group, it was not easy to judge how it would work in a real test nor whether the cost of it would be prohibitively high in other, for instance even northern European, countries.

In general one could state that the (often large) stadiums that were visited by the Examining Group have a very modern and advanced security system. Their general attractiveness and maintenance (eg staircases, gangways and the stands) of the facilities were often found of a rather low standard. *Where it is believed that attractiveness can be an instrument in creating a non-violent atmosphere among the spectators there is room for improvement here.*

The visit also showed the importance of, and the degree of implementation achieved, concordance between measures decided as necessary by the public authorities and those recommended by European and international sporting bodies.

Taking the contents of this present report into account one can without any hesitation conclude that the Government of Spain (and in particular the Consejo Superior de Deportes and the Ministerio del Interior) has taken all necessary measures and initiatives to fulfill its obligations stemming from the European Convention on Spectator Violence and the Recommendations of the Standing Committee on Spectator Violence.

The visit to Spain does not show any need at this stage to propose draft amendments to the European Convention on Spectator Violence and Misbehaviour at Sport Events and in Particular at Football Matches.

## **Summary of Recommendations by the Examining Group**

To Spain:

That the Spanish authorities remain vigilant to the possibility of spectator violence re-emerging in sports other than football (Article 1);

That the Spanish authorities remain alert to the danger of complacency setting in the work of the National Commission (Article 2);

Further develops cooperation between supporters' clubs, the police and match organisers (Article 3.2), and also with regard to away matches (Article 3.3);

Considers improvements in the training, etc of stewards (Article 3.2)  
Considers improvements to the physical fabric of stadia (Article 3.4); and its catering facilities (Article 3.4.f);  
Evaluates the impact of its fair play and educational activities (Article 3.5);  
Provides the Standing Committee with more information on the stadium/match licensing system (Article 6.2).

#### To other Parties:

Consider setting up equivalent National Commissions (Article 2);  
Consider removing perimeter fences (Article 3.4);  
Consider introducing an integrated security surveillance system (Article 6)  
Consider introducing comprehensive sanctions system (Article 6.3);

#### To the Standing Committee:

consider improvements for pre-match bilateral co-operation (Article 4.2).

## **APPENDIX**

As agreed by the Examining Group, the draft report was submitted to Spain with a view to enabling the Spanish authorities:

to make factual corrections. These have been incorporated into the final report at the appropriate place;

to offer opinions on the comments made in the draft report. These are reproduced below for information. The Examining Group does not necessarily agree or disagree with them.

### **COMMENTS BY SPAIN ON THE REPORT BY THE EXAMINING GROUP.**

#### Specific

1. page 70. The Spanish authorities wish to emphasise the unusual circumstances in which this match took place. It rained heavily before and throughout the match. The stadium (rebuilt as the main stadium for the Barcelona Olympics of 1992) has been used as RCD Español's home ground only since September 1997. The crowd of 10,000 that evening was far from the capacity of 70,000.

2. pages 71 & 81. The Spanish authorities wish to point out that Spanish football fans do not cause trouble when supporting the Spanish national team at away matches or at international competitions/tournaments.

3. page 79. Article 6.2. The Spanish authorities wish to state that sports stadia, as any other place in which the public will be entertained, need to have prior authorisation from the relevant local council or autonomous community, in which it will be specifically mentioned that the facility fulfils safety requirements (evacuation plans, fire safety, emergency exits, etc.)

General.

“The Spanish authorities consider the draft report is positive and shows clearly the high level of fulfilment of the European Convention on Spectator Violence by Spain.

The Consejo Superior de Deportes appreciates the way in which the report emphasises the role played in Spain by the National Commission against Violence, as well as its co-ordinating role between all the bodies seeking to banish violence at sports facilities: the Consejo Superior de Deportes, the Ministry of the Interior, the Directorate General for Security, the Royal Spanish Football Federation, the National League for Professional Football and representatives of autonomous communities.

The Spanish authorities appreciate that the report by the Examining Group underlines this co-ordination as a decisive factor in making progress in the control and prevention of violence and in the high degree of fulfilment of the measures contained in the Convention and the application of which is recommended to other countries.

The Spanish authorities appreciate that the Examining Group recognised in the report the significance of the person and task of the Security Co-ordinator, a key element in understanding the co-ordination between the various sports organisations.

The Spanish authorities appreciate the recognition by the Examining Group of the football stadia modernisation plan and its computerised SISEF system, undertaken by the government and the National League for Professional Football, under which, by May 1998, all first and second division grounds will be equipped with only seated and numbered places, as well as complying with the measures advocated by the Convention as regards entry controls, ticket sales and separation of supporter groups.

The Spanish authorities appreciate the praise of the Examining Group for the installation of the SISEF system, of which the control room is an essential factor for an integrated supervision and prevention and an immediate response to incidents which might occur inside the stadium. They also agree that its installation in other countries could be interesting.

The Spanish authorities appreciate the positive comments made on various preventative initiatives against violence undertaken in Spain, such as the Fair Play campaign, the Code of Sports Ethics – inspired by that of the Council of Europe – and the preventative work carried out in schools and educational centres at the initiative of the National

Commission against Violence and the Ministry of Education and Culture.

Lastly, the Spanish authorities thank the Examining Group for its recommendations and observations. They undertake to apply them and to correct any deficiencies identified, in order to arrive at a total respect for the Convention and thus at a safer and less violent sport.”