



**Report on Compliance by Poland  
with the European Convention  
on Spectator Violence and Misbehaviour  
at Sports Events**



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

**Compliance with Commitments Project**

**Respect by Poland of the Convention**

**Reports by:**

- Poland**
- Evaluation Team**



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## **A. National Report by Poland**

### **The decision to produce this report**

On 11 August 2000, the Office of Physical Culture and Sport received a proposal from the Council of Europe's Department of Sports that Poland receive a visit in order to assess the realisation of the Council of Europe Convention on spectator violence and misbehaviour during sports events, especially football matches. We are the first country in Eastern Europe to accept this proposal to control the realisation of the Convention. The Council of Europe's Standing Committee has acknowledged Poland's great effort to realise this Convention and its strong legal and structural basis to counteract violence in sport, which is why we are a good candidate for such an assessment visit. Poland's activity in this sphere may serve as a good example and experience for other members of the Standing Committee. In January 2002, in Strasbourg, the Chairman of the Safety Council of the Office of Physical Culture and Sports presented a schedule for the formulation of the Report by 30 July 2002. In the light of this report, and following an invitation from the Minister of Sport, a four-person group of representatives of the Council of Europe Standing Committee will visit Poland on 5-8 November 2002 to examine the realisation of the project and meet the persons engaged in this realisation. During the visit there will be a Conference on the subject: "An Assessment of Safety During Sports Events," attended by the representatives of the Council of Europe Standing Committee. The Office of Physical Culture and Sport and the Sejm (Parliamentary) Commission for Sport and Physical Culture are of the opinion that the Safety Council has contributed to a gradual decline in violence during sports events in Poland and to the establishment of preventive and safety measures. The Office of Physical Culture and Sports has produced this Report in order to present its methods of action. It presents the initiatives and actions undertaken between 1997 and the present day. Over the past five years, the Safety Council has formulated and introduced a series of initiatives aimed at improving safety, in compliance with the policy of the Office of Physical Culture and Sport, Ministry of National Education and Sport, and Ministry of Internal Affairs and Administration. The Office of Physical Culture and Sport has voluntarily decided that all actions by the Polish authorities to counteract violence in football stadiums and other sports premises be supervised and monitored by the appropriate Commission of the Council of Europe.

### **The phenomenon of violence in sport – psychological aspects**

Sport has become an integral part of society at the end of the 20<sup>th</sup> and beginning of the 21<sup>st</sup> centuries. It is a pastime for millions of people. The European Sports Charter propagates the concept of sport for everyone, a sport of Fair Play, tolerance and ethics; sport that is safe, healthy, and environmentally friendly. The violence and hooliganism that have been occurring during sports events in recent years are one of the main problems besetting a part of the Polish sports community. Hooligan excesses during contests, especially football matches, being a constant subject of media attention, and their long-term social effects and implications, are bringing these matters to the attention of Polish and international government institutions. On the basis of their statutory duties and prerogatives, the highest authorities in Poland attach great importance to the problem of spectator safety and culture during sports events.

In her assessment of the phenomenon of violence in sport, the well-known Polish scholar Prof. Dobrochna Wojcik suggests that this phenomenon should be examined in the light of the socio-economic and political circumstances that have prevailed in Poland over the past dozen years or so. The changes that commenced in 1989 and the transfer from a centrally planned economy to a market economy have brought not only benefits, but also certain negative consequences. The role of institutions responsible for upbringing has weakened, and formal social control and a respect for the law have declined. This period of change is also marked by an increase in crime. The increase in

violent crime committed by young people, observable all over Europe, is a particular cause for concern. Boys aged between 15 and 19 (about 18% of the population) are the most active and largest group of perpetrators of sports violence in our country. They have low socio-economic status. They are led by adolescents, aged between 19 and 25, who have been sports fans, especially of football and individual football clubs, for many years. The victims of sports violence often come from the same social environments as the perpetrators, and have a lot in common with them. In the case of violence during sports events, especially football matches, the victims are not only chance bystanders, but also the supporters of the rival team. When examining the violence during sport, it is worth examining factors which, in some sports in particular, are strongly linked to competition and rivalry itself, e.g. football, where the rivalry assumes more radical forms and where, in the opinion of some authors, a measure of aggression is needed in order to win. In other words, the aggression of competitors is rewarded, and even encouraged. However, it is necessary to encourage competitors to play and win according to the rules of Fair Play.

A report on a survey called “Young People and Violence,” carried out by Polish scholars under the auspices of UNESCO on a sample of over 1,500 respondents aged 15-19, provides the following information:

- “Today’s world is full of fear and hatred,” and that violence can be encountered in public places, said 31.7% of the respondents.
- The most frequent targets of violence are so-called “various youth sub-cultures” from other parts of the city, supporters of visiting teams, ethnic minorities and foreigners, said 47.9% of the respondents.
- Acts of violence and hatred are committed most often by representatives of youth sub-cultures such as skinheads, track-suit wearers (*dresiarze*) and punks and, in football matches, also by scarf-wearers (*szalikowcy*), said almost 30% of the respondents.

How to combat violence? Most of the respondents answered:

- By means of mediation: dialogue, cooperation, the integration of aggressive groups, and professional psychological help.

The most frequently-suggested remedial measures are help to those with pathological traits of conduct and the organisation of free time and the propagation of positive values to young people, and - for those on whom persuasion had no effect - sanctions and stronger disciplinary measures.

The growing wave of aggression, brutality and distortions of social life are creating new challenges for the social sciences and create the need for:

- Broader, multi-disciplinary research into those groups that pose the greatest danger to social stability,
- A state system of diagnosing social distortions among young people (countries that have model systems like this are the United States and France).

Research work describing, explaining and forecasting violence among young people should result in the following:

- The formulation and introduction of programmes to prevent violence and encourage people to oppose it,

- The inclusion in teaching curricula of exercises designed to make pupils and parents aware of the dangers of acts of violence,
- The preparation by each school of its own programme of counteracting violence and aggression among pupils and determining the level of safety inside the school and outside it.

The above survey was carried out by a team of scholars from the Institute of Social Sciences of the Mining-Metallurgy Academy in Cracow, as a catalyst for research into the opinions of Polish young people, for the needs of UNESCO.

Many activities of a legislative, organisational-administrative, preventive and disciplinary nature are being undertaken in Poland. They are achieving results, though not to a desirable extent. They are included in the general system of state policy, including the system of crime prevention, especially among minors and adolescents, and in the system of shaping proper attitudes among young people and creating a climate of opposition to violence during sports events.

### **The organisation and main paths of the development of physical culture and sport in Poland**

In Poland, as in other Council of Europe countries, physical culture is a major component of state policy. Therefore the state is responsible for the development of physical culture, taken to mean a system, which encourages proper biological development, and helps raise society's health.

Given the above role and duties of the state, it is the duty and prerogative of the Minister-Chairman of the Office for Physical Culture and Sport to initiate and plan activity involving physical culture, coordinate and supervise it on a national scale, and implement it directly. His role, tasks and prerogatives have been set forth in the Law on Physical Culture of 18 January 1996.

Within the scope of their prerogatives, individual ministers are also co-responsible for realising the objectives and tasks of physical culture, as follows:

- The Minister of National Education and Sport – for the physical education of children and young people,
- The Minister of Health – for the promotion of health and for combating biological and health hazards,
- The Minister of National Defence - for physical culture in the army,
- The Minister of Internal Affairs and Administration – for physical culture in the spheres for which he is responsible,
- The Minister of Agriculture and Rural Development – for physical culture in rural areas as appropriate, also in agricultural schools,
- The Minister of Labour and Social Policy – for encouraging physical culture in various workplaces and among persons temporarily unemployed, and also for helping infirm persons regain their proper place in society,
- The Minister of Justice - for physical culture in correctional centres and penitentiaries,



- The Minister of the Infrastructure – for aviation sports that are valuable to our industry.

The strategic objectives of the “Principles of the Development of Physical Culture in Poland” are:

1. The creation and implementation of a cohesive, modern system of physical culture, which clearly sets forth the powers, scope, rights and duties of all its participants, including state and self-government administrative bodies, associations and natural persons, together with a system of benefits guaranteed by the state, according to the principle whereby the health and fitness of citizens is a common value, and therefore physical culture is a national concern and one of the strategic objectives of state activity.
2. The securing of state budget funds for physical culture. It is also essential to control the legal-financial mechanisms that permit a much broader use of the resources of foundations, sponsoring and subsidies from self-governments, associations and natural persons – so as to increase de facto spending on physical culture.
3. The creation among society of an awareness of the need for various forms of physical culture for the purposes of development, prevention and health, “towards a healthy life.”
4. The elimination of negative growth trends in children and young people.
5. An improvement to people’s access to basic spheres of physical culture, at least to EU standards,
6. A reconstruction of the system of athletics, making it more available to all young people wishing to perform athletics, together with broader training for talented sportsmen; establishing forms of assistance for distinguished competitors and help for sportsmen at the end of their careers. As in all civilised countries, priority is accorded to preparations for efficient participation in Olympic games and other prestigious international sports events,
7. The firm incorporation in the system of physical culture of an action programme to halt deviations and distortions surrounding sport, such as violence, doping, cheating, deliberate violations of rules, and departures from the classic principles of Fair Play,
8. The protection and gradual restoration of the sports infrastructure to match the standards of the developed European countries; a gradual expansion of facilities for general physical culture; and the promotion of the production of sports and tourist equipment for general use.

The Office of Physical Culture and Sport has produced a programme which is being implemented in four main spheres:

- Sport for all children,
- Sport for talented children and young people,
- General sport for everyone,
- Athletics.

An important part of the programme of athletics and professional sports is the counter action of such distortions as violence and doping. The Office of Physical Culture and Sport is the initiator and coordinator of legal, organisational and programmatic undertakings to reduce violence and aggression. A uniform system of anti-doping controls is also being implemented consistently. The incorporation of educational measures specific to sport should also serve to combat social distortions and make sports events safe.

## **Action taken to counteract violence during sports event in Poland**

Poland ratified the Council of Europe European Convention on 9 March 1995. This document was signed by the President and Foreign Minister of the Republic of Poland. The European Convention on spectator violence and misbehaviour during sports events, especially football matches, has been in force in Poland since 1 June 1995.

Violence, a negative social phenomenon which is becoming increasingly serious, jeopardises the public order, and especially the lives, health and property of citizens. Violence often accompanies organised sports events, although sport is merely the stage on which acts of violence and destruction are played. Violence during sports events is an international problem. Therefore, in the preamble to the European Convention, the signatory states express a firm desire to undertake joint, broad-scale action to prevent acts of violence and the hooligan excesses of pseudo-spectators.

Fulfilling its obligations under the European Convention, Poland has drafted and introduced a law on the safety of mass-participation events, as well as other legal instruments that set forth the principles and conditions for guaranteeing the safety of sports events. A structure of responsibility for safety in sports premises has been produced, and the prerogatives of the Safety Council have been expanded.

### **The law on the safety of mass-participation events**

Following a broad debate and an analysis of Police and Prosecutor's Office statistics and materials by various sports bodies and research by the Sejm Commission for Sport and Physical Education and the Safety Council, a draft law on the safety of mass-participation events was formulated. The draft law was adopted by the Sejm on 22 August 1997, and came into effect on 12 March 1998. The law sets forth the conditions governing the safety of sports events, the procedures for issuing permits to hold sports events, and the responsibility of sports organisers and participants for breaches to this law. In this way, the law fulfils the provisions of the European Convention.

The law on the safety of mass-participation events places the organisers of sports events under an obligation to ensure the safety of spectators and law and order during the event, in compliance with the obligations of the signatories to the European Convention on spectator violence and misbehaviour during sports events, especially football matches.

Public safety is one of the state's most important tasks. The constitution places the state administration under an obligation ensure the safety of all citizens, in all circumstances, in other words also during sports contests and accompanying circumstances.

The law on the safety of mass-participation events grants specific prerogatives to voivodes, mayors and chief executives, ranging from their approval or disapproval of a specific sports event, all the way to the withdrawal of permission to hold a sports event or a ban on the organisation of sports events, accompanied by restricted public attendance.

Similar sanctions can be imposed by the sports association to which a club belongs, but such sanctions are more educational and amicable in nature. If the sports association fails to react properly, or fails to take such a sanction seriously, the local government authority should intervene. Since the law on the safety of mass-participation events entered into effect, there have been rare cases where a voivode himself banned a sports event. One occasion where this happened was the Polonia-Legia match in April 1997 in Warsaw, when pseudo-supporters vented their aggression outside the stadium.

The state administration is responsible for safety. Its task is to render support to social organisations. But when this support is insufficient and the social organisations cannot keep order on their own, the state administration must intervene, using the prerogative provided by the law.

This applies particularly to situations where, for instance, the chairmen of sports clubs, eager for greater revenues from the sale of tickets, use their fan clubs as a smokescreen for hooligans who, before the eyes of all the spectators and television cameras, start fights, burn and destroy club property and attack the intervening Police. If the club is unable to dissociate itself from these “supporters,” stop their excesses, and prevent them from entering the stadium, then the administrative authorities should use their powers and withdraw permission to hold a football match.

There is a lot of talk these days on curbing and counteracting crime. Now is the time to take radical steps to combat crime, a disregard for the law, and the belief that one can get away with this sort of activity. Nothing is more demoralising than an open demonstration of such attitudes in a public space such as a football stadium.

A statistical improvement has been noted. In 1997, breaches of the law occurred in stadiums in 56 places in Poland. In 2001, such breaches occurred only in 37 places.

By introducing such regulations together with the amendment to the law on safety during mass events in March 2002, the legislators seem to have permitted an effective struggle against distortions during sports events.

What are the main provisions for the organisers of sports events?

- The law redefines the meaning of a sports event. Henceforth it is an event held in a stadium with not less than 1,000 seats. In the case of a sports hall, the number of seats is not less than 300. Every sports event henceforth requires permission from the administrative authorities.
- The concept of an event with heightened risk is introduced. This means an event at which there is a likelihood of violence or aggression.
- The law clearly sets forth the types of events to which the provisions of the law do not apply, e.g. theatre and cinema performances.
- Professional order-keeping services (stewards), suitably trained and equipped, are introduced.
- Safety managers are introduced, responsible for organisation, safety, the behaviour of the public, and the work of the stewards.
- The law allows, not obligates, the paid participation of the Police in guaranteeing safety inside a stadium.
- The law sets forth a minimum number of stewards who must be present during sports events, including events with heightened risk.
- The law allows voivodes and the leaderships of local government districts to ban sports events altogether or exclude spectators from them if the state of safety or the public order is assessed negatively.

- The law establishes a catalogue of objects and materials that must not be brought to sports events.
- The law introduces a duty to monitor sports (I league) events. The list of these events is laid down by the voivode.
- The law lays down the powers of the stewards during sports event. These powers range from establishing a person's entitlement to watch the sports event, all the way to removing him.
- The law introduces the possibility for organisers to summon the Police if the action of the stewards is ineffective.
- The organiser is placed under an obligation to insure sports participants against civil liability for injuries caused.
- The catalogue of offences by spectators punishable by fines or imprisonment is increased.
- The law introduces a very important provision to Poland whereby the courts may ban a person from attending a sports event from 1 to 3 years.

The above provision also allows police commanders to order a person who has been banned from a sports event to remain in custody at a police station while the event is in progress.

This is a very important preventive and educational measure. Violence must not be combated with violence. This provision may play a very important part, especially in small towns where matches in the IV and V voivodship<sup>1</sup> leagues are played.

The amended law is a great achievement on the road to applying the Council of Europe Convention in Poland.

### **The functioning of the law on the safety of mass-participation events**

An observance of the law is an ideal situation in sport. But this ideal must be practised in sports events. When transposed to the football stadium or other sports facility, this ideal means Fair Play, according to universal values, with recognition and respect for one's opponent. These values apply to competitors, referees, spectators and organisers alike.

The law, which has been in force for 3 years, and whose amendment took effect on 30 March 2001, plays a positive role in combating negative phenomena in sports premises and during sports events. It has also been an important weapon in the broadly-conceived fight against hooliganism in sports stadiums.

The organisers of sports events (Polish sports associations, clubs, physical culture associations and state administrative bodies) have gained an important instrument in the form of an act of parliament which, together with the executive regulations, provides the basis on which to formulate and implement proper safety at sports events throughout the country.

The law on safety during sports events is a fulfilment of the provisions of European Convention No. 120, which, following ratification came into force in Poland on 17 November 1995. The

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<sup>1</sup> Poland is divided into 17 voivodships. Each of them has a local parliament and local authorities. In sum, it is the equivalent to a province. It is the level of hierarchy under the central government.

Convention clearly sets forth the tasks of the signatory states, members of the Council of Europe, who, mindful of the Council's objective, have resolved to undertake cooperation and joint activity to control and prevent violence and hooligan excesses at sports events. The Convention requires its signatories to coordinate action on a domestic level.

2002 marks the second year of the validity of the new regulations on sports events in Poland. On the one hand, the law of 30 March 2001 on an amendment to the law on the safety of mass events and the law on the Police are still in force. On the other hand, in compliance with the Constitution, a new Code on misdemeanours, with its accompanying regulations, came into force on 17 October. According to the Chief Prosecutor's Office, a full assessment of both legal instruments, especially the Code, together with an assessment of the state institutions implementing it, will be possible in 2003, when it will also be possible to judge the effectiveness of the accelerated proceedings called for in art. 90 par. 3 of the Code, applicable to the perpetrators of misdemeanours committed in connection with a sports event. This is an important provision because it covers misdemeanours committed not just during an actual sports event, but also before or after such an event, including outside the premises, as long as there is a strict connection between the perpetrator's conduct and the sports event itself, such as the destruction of fixtures and fittings in stadiums or in trains carrying spectators to or from a sports event, and the destruction of public property and equipment. By introducing such regulations together with the amendment to the law on safety during mass-participation events, the legislators seem to have permitted an effective struggle against distortions during sports events.

### **Methods of implementing the law on the safety of mass-participation**

In 2001, the Safety Council of the Office of Physical Culture and Sport undertook a series of measures permitting a rapid implementation of the law in Poland.

- On 24 May, an expanded meeting of the Safety Council of the Office of Physical Culture and Sport was held. The provisions of the law were discussed, and a full, uniform text of the law was conveyed to voivodes and Polish sports associations.
- At another meeting of the Safety Council on 28 June, attended by the safety managers of I league football clubs, the detailed requirements of the law were discussed and its text was distributed.
- Three courses for the speakers of the Polish Football, Basketball and Ice Hockey Associations were held in May, July and November. The chief new requirements of the law were discussed, and the participants were provided with copies of the uniform, up-to-date text.
- On 16-17 June, information on the amended law was reported at the sport safety symposium in Zamosc.
- On 24 May, 28 June, 6 September and 17 October, meetings were held with Polish sports associations and representatives of voivodes, in order to discuss the functioning of the new provisions of the law.
- In Kielce on 7-8 November, a national conference was held on the subject of an assessment of safety, at which the main provisions and requirements of the law were discussed. The conference was also attended by Mr. Eberle, a representative of UEFA.

## **The structure of responsibility for the safety of sports events**

Voivodship Safety Departments are an important component in implementing the Council of Europe Convention No. 120 on a nationwide scale. The structure of responsibility for the safety of sports events is shown in the following diagram:

### Structure of responsibility for the safety of sports events

#### I. Organiser

- Rules and regulations of the event
- Safety manager
- Club stewards
- Security firms
- Police

#### II. Responsibility

- Clubs- Chairman of the club
- Voivode – Voivodship Safety Department, mayor, chief executive

#### III. Upbringing

- The home
- The school
- Non-governmental institutions
- Sports clubs, including parish clubs
- Radio, press, TV

#### IV. Coordination

- Council for the Safety and Culture of Spectators
- Office of Physical Culture and Sport
- Council of Europe Convention No. 120 – Standing Committee

#### V. Law enforcement

- Prosecutor's Office
- The courts

## **The Safety Council**

The Polish counterpart to the Council of Europe Standing Committee is the Safety Council. The Safety Council is appointed on the basis of a decision by the Minister of Sport. At present, it consists of 22 members, representing the following:

Chief Police Command	4
Voivodship Police Commands	6
Polish sports associations	5
Chairmen of Voivodship Safety Commissions	4
Directors of Voivodship Safety Departments	4
Chief Fire Brigade Command	1

Railway Protection Service	1
Radio, Television and the Press	2
Ministry of National Education and Sport	2
Polish Episcopate	1
Polish Olympic Committee	1

The chairman of the Council is the Minister of Sport's plenipotentiary. The Council Presidium consists of three Deputy Chairmen and a Secretary. The Presidium is a working body, meeting on a regular basis but not less than once every two weeks. Its tasks include:

- Preparing materials for meetings of the Safety Council,
- Examining materials on the subject of sports contests and events,
- Reaching decisions on behalf of the Safety Council,
- Preparing materials for government bodies and the Sejm.

The Safety Council also comprises the following Commissions and Sub-Commissions:

- The Commission for Field Cooperation, which maintains working contacts with the voivodship safety departments and with the safety departments of sports associations,
- The Commission of Education and Training, which is mainly engaged in supervising the training of:
  - a) Safety managers
  - b) The stewards
  - c) Speakers
- The Sub-Commission for Mass Media,
- The Sub-Commission for the Amendment and Enactment of Legal Instruments.

The Council is in close touch with the Council of Europe Standing Committee in Strasbourg, and is a control-advisory and coordination body in all matters connected with the safety and culture of spectators, tolerance and Fair Play at sports events. All major documents and decisions of the Council of Europe are conveyed via the Safety Council to the voivodships, Polish sports associations, sports clubs and central institutions, including the Sejm Commission for Physical Culture and Sport.

At the Safety Council's initiative, Voivodship Safety Departments, Safety Departments in Polish sports associations, and safety managers in clubs have been appointed. In this difficult sphere, in which the Council of Europe and the Office of Physical Culture and Sport are making such an effort, the reality is often more complicated than most of us imagine. Slip-ups, setbacks and mistakes occur. Nevertheless, one must underline the enormous effort of thousands of activists all over the country. It is thanks to their work and commitment that the firm majority of sports events proceed in a cultural and safe manner.

Each week in Poland, about 1,000 sports events are held in clubs, the army, and in the Association for the Propagation of Physical Culture. We have about 4,000 school sports clubs in the country. Their events proceed calmly and culturally.

The work of the Safety Council involves coordination, the prevention of spectator violence.

The tasks of the Council, as an authority of the Minister of Sport, are:

1. To implement the Council of Europe Convention no. 120 on spectator violence and misbehaviour during sports events, especially football matches, as well as recommendations 1/93 and 1/94 by the Council of Europe Standing Committee,
2. To coordinate activity to prevent acts of violence by spectators during sports events and ensure the safety of participants,
3. To maintain contacts with the Chief Police Command and voivodship police commands in matters of safety at sports events,
4. To cooperate with Polish sports associations and clubs in matters concerning the safety of sports participants and the culture of spectators,
5. To formulate proposals concerning organisational measures, including meetings and conferences, designed to encourage proper behaviour by spectators,
6. To formulate draft legislative instruments relating to the organisation of sports events,
7. To initiate organisational activities intended to ensure a proper course of sports events,
8. To implement and coordinate competition between sports clubs with a view to safe and cultural sports contests,
9. To cooperate with voivodship Departments engaged in the safety and culture of sports events,
10. To inspire activity intended to improve law and order in sports premises,
11. To conduct polls on the best organisation of football, ice hockey, basketball and netball matches and motor sport contests, and on the most cultural behaviour of spectators,
12. To initiate training for speakers conducting national-level contests and solve problems connected with their work,
13. To propagate cultural programmes during sports events,
14. To maintain contacts and cooperation with the Council of Europe Standing Committee in Strasbourg concerning the realisation in Poland of the European Convention on spectator violence and misbehaviour at sports events,
15. To cooperate with the European Fair Play Federation and Polish Olympic Committee,
16. To cooperate with the Sejm Commission for Physical Culture and Sport on problems of safety and spectator behaviour.
17. Members of the Safety Council are authorised to render assistance to the organisers of events and inspect organisation, safety and spectator behaviour in sports premises and at sports events in Poland.

Acting in compliance with the law on the safety of mass-participation events, and serving as the coordinator of activities intended to ensure safety, the Safety Council places the greatest



responsibility for the safety of sports events on the organiser of the event, in other words the sports club. A lot of attention is paid to the Rules and Regulations of the sports facility and an observance thereof. These regulations lay down firm rules of spectator behaviour as follows:

- Pyrotechnical resources (fireworks), knives, bottles and other dangerous objects must not be brought into a stadium,
- Spectators must sit in numbered seats as indicated on their tickets,
- Spectators must not block exits or climb the barriers,
- The consumption of alcohol and the singing and chanting of rude songs and slogans is forbidden,
- Fireworks and any other objects must not be thrown onto the pitch or spectator's terraces.

(Text of Regulations enclosed, see page 38-39.)

The safety manager is the chief person responsible for sports events. He plans the work of the relevant services and appoints the relevant persons.

The law on the safety of mass-participation events places the organiser of an event under a duty to appoint a safety manager. The safety manager must be able to exercise authority and supervise all matters connected with safety. He must be able to control the situation. To perform this task, the safety manager must possess:

- competence,
- a specific status,
- appropriate knowledge.

A safety manager must undergo specialist training and possess experience, which will enable him to perform his duties properly with the help of the stewards.

The safety manager's tasks are:

- To prepare applications for permission to hold a match,
- To cooperate with the Police,
- To inspect the sports premises and sports ground regularly,
- To maintain a register of the ringleaders of hooliganism,
- To organise, instruct and place demands upon the order-keeping service and speaker, monitor the audio-visual recording of the sports event at his command post, and direct the work of the order-keeping service from this post,
- To reach decisions on summoning the police if there is a danger to life or if the situation cannot be controlled,
- To convey information on foreseeable threats to the Crisis Management Centre,

- To exert an educational influence on club fans.

In 1993, the Office of Physical Culture and Sport appointed safety managers in I and II league football clubs, I league basketball and netball clubs, I league ice hockey clubs and I league speedway clubs. This was in compliance with Recommendation I/93 by the Council of Europe Standing Committee. At the same time, UEFA issued strict rules concerning problems of safety during football contests, and this document foresees the appointment in each football club of a safety manager, responsible for safety during a match and for the conduct of spectators. The principle whereby “one person is in charge and one person is responsible” has been adopted everywhere. Since then, every year, the Safety Council of the Office of Physical Culture and Sport, in conjunction with the Chief Police Command and Polish Football Association, has organised annual training sessions for the safety managers of I and II league football clubs. This illustrates the importance that the leadership of the Office of Physical Culture and Sport attaches to the training of safety managers, in compliance with Convention No. 120 and the recommendations of the Council of Europe.

The contest speaker is a very important person who influences the course of the sports event and its safety. Good information, the interpretation of rules, the clarification of sports issues and spectator impact depend on him. With his voice he should calm the emotions of the spectators.

The speaker’s main task is to ensure a sports-like, collegial and friendly atmosphere among spectators. His work is based on the code of sports ethics. This code is an ethical framework based on the principles of Fair Play and solidarity in sports rivalry, and is addressed in particular to children and young people, future adult sportsmen and supporters. A lot of time has to be devoted to these problems prior to a match or event. A concern for spectators is also one of the speaker’s main duties.

The speaker should have a thorough knowledge of the rules of the game. In fact, he should preferably have referee qualifications. He should also be well acquainted with the Rules and Regulations of the sports premises and the law on safety during mass-participation events. He should know the factors that determine spectator behaviour.

The law on the safety of mass-participation events raises the status of stewards and grants them considerable powers. It is very important for a club to have its own well-selected and properly trained stewards.

One should note that not everywhere in Polish sport are there stewards whose standards correspond to those in many Western European countries. The stewards in Poland are not always sufficiently trained, do not have a lot of experience, and do not have the same powers as stewards in the West. At the initiative of the Chief Police Command and the Safety Council, in 2002 Guidelines were formulated for the Council of Ministers directive with respect to the requirements that stewards should meet as far as training and equipment are concerned, and with respect to their methods of action, which should considerably improve the situation in this sphere.

Stewarding has established a name for itself in Europe and in sport thanks to the Council of Europe Standing Committee, which, full of concern for safe stadiums in Europe, suggested to member-countries the introduction of services to keep order and guard safety in clubs.

In 1993 the system of stewarding appeared. It was welcomed by the administrative authorities, Police and sports clubs. The Council of Europe Committee for the Development of Sport has defined a “steward” as a member of a service that keeps order in a stadium or sports facility, underlining that a steward is a civilian, not a policeman.

Club stewards must undergo training organised with the help of the Police, Polish Sports Associations, and Voivodship Safety Commissions. Training is provided for I football clubs, followed by II and III football clubs, and then for other sports disciplines.

The training programme for stewards should include the following topics:

- The general duties of a steward,
- Maintaining the safety of the surroundings,
- Reaction to spectator conduct,
- Help in an emergency,
- Basic fire precautions,
- Evacuation procedures,
- The rights of stewards,
- The structure of safety in stadiums,
- Cooperation with the Police,
- Practical exercises in the stadium.

An important matter is the proper selection and hiring of specialist security firms, which are properly trained and equipped in these matters.

### **Adherence to the Council of Europe Convention No. 120 in Poland**

Following the political changes in 1989, already in 1990 Poland took part in a meeting of the Council of Europe Standing Committee in Rome. Since then permanent contact has been maintained with the Standing Committee, thanks to which the Council of Europe's recommendations on safety and culture among sports spectators have been successively implemented. After signing the Convention, Poland undertook firm action to prevent and control spectator violence and aggression during sports events.

**Article No. 1** The provisions of the Convention have been introduced not only to football, but also to all sports disciplines where violence and aggression may occur. This applies mainly to basketball, ice hockey and speedway.

Action necessary to realise the provisions of the Convention has been undertaken. The organisers of events have been placed under an obligation to utilise the resources set forth in the European Convention and observe the recommendations of the Standing Committee at national and international events.

The services of television, radio and the press have been engaged in order to bring home to society the idea of tolerance and Fair Play. A system of rewarding good, fair and tolerant behaviour has been introduced. There are sanctions for bad, intolerant behaviour by players, supporters and officials.

**Article No. 2** Poland has created a suitable coordinating body for the prevention of spectator violence and aggression, the Safety Council attached to the Minister of Sport.

**Article No. 3** Within sports organisations and clubs, Poland has set up services to counteract violence in stadiums and sports halls. This work is performed by the Police outside the sports premises and along access routes. Regulations have been introduced to sports premises, establishing fines and administrative measures against perpetrators.

Supporters clubs have been created in many sports clubs, to encourage proper behaviour during sports events. Sixteen football clubs already have well-organised supporters' clubs.

Polish sports associations encourage sports clubs to cooperate with supporters' clubs. Particular attention has been paid to the safety of building materials used for the construction of spectator stands, so that these materials are not used for spectator violence. In each stadium, rival supporters are effectively separated from each other by being placed in separate sectors.

The stewards take particular care to remove known or potential perpetrators of violence who are under the influence of alcohol from sports premises or refuse them entry.

I and II league stadiums and sports halls are equipped with efficient public address systems. Qualified speakers play an important role here.

The regulations of sports premises forbid the bringing in of alcohol, fireworks or objects that can be used as weapons.

In order to prevent violence in sport, propagate the ideals of sport and Fair Play – especially among young people – and establish mutual respect among spectators, educational work is being in the mass media and in sports clubs on the basis of a program developed by the Ministry of National Education and Sport.

**Article No. 4** Is under the particular care and supervision of the Ministry of Justice.

**Article No.5** Prior to international matches, Poland undertakes close international cooperation to establish what to do if there is a risk of violence. Consultations are organised to establish the actions and precautions to be taken before, during and after a match, in order to ensure safety and calm.

**Article No. 6** Poland respects the legal procedures and principles of impartial refereeing. Spectators who commit violent or criminal acts are brought to face harsh responsibility. An example of this is the case of a spectator at the “Wisla Krakow” stadium, who injured the Italian footballer Dino Baggio from Parma during a match. He was sentenced to six and one half years in prison. Summing up the trial, the presiding judge said: “Sports contests and other sports events are a place of recreation, not violence. Let this sentence be a warning to anyone who fails to understand this. There will be no mercy for them.”

We also respect the extradition to another country of persons convicted of committing an act of violence during a sports event. Art. No. 5 is also for the Ministry of Justice.

**Article No. 7.** As part of additional activity, Polish sports associations and clubs hold ongoing international consultations on all matters that could improve safety and the culture of spectators. This applies especially to improving regulations in such a way as to curb acts of violence and aggression.

**Article No. 8** Poland provides the Council of Europe with ongoing information on legislative actions and other initiatives to adapt to the provisions of Convention 120. The subject here is all problems of safety and public behaviour at sports events.

**Article No. 9** Poland takes regular and constant part in the work of the Standing Committee. All guidelines and recommendations are introduced to the daily practice of sports organisations and the administration. All the great fruits of the Standing Committee, Polish Sejm, Government Administration and Safety Council have been included in a pamphlet published in 2001 entitled

“Safety and Behaviour at Sports Events,” with a print run of 5,000 copies. This publication is intended for all sports organisations and administration in Poland.

### **Application of the Convention in daily practice**

The signing of the Convention is a great challenge to implement its provisions in practice. The same applies to the recommendations of the Council of Europe Standing Committee.

Here is a list of the most important undertakings realised in Poland during the application of the Convention in the period 1997-2002:

- The communication of the provisions of the Convention to all state administrative bodies and sports organisations,
- The propagation of the “European Sports” Charter” in Poland,
- The propagation of the “Cod of Sports Ethics” in Poland,
- The propagation of the “Amsterdam Declaration on Sport, Tolerance and Fair Play” in Poland,
- The practical application of Recommendation 1/89 by the Council of Europe Standing Committee,
- The practical application of Recommendation 1/93 by the Council of Europe Standing Committee,
- The practical application of Recommendation 1/94 by the Council of Europe Standing Committee,
- The application of the recommendations of the Council of Europe Standing Committee on ticket sales,
- The appointment of safety departments in Polish sports associations,
- The appointment of safety teams attached to voivodes,
- The appointment of safety teams attached to chief executives,
- The appointment of safety managers in I and II league clubs,
- The introduction of personal controls of spectators entering sports events. This was one of the most difficult tasks, because it necessitated a break with tradition and constant questions of “personal freedom,”
- The introduction of a ban on selling and bringing alcohol onto sports premises,
- The introduction of strict fire precautions,
- The introduction of a ban on the sale of drinks in glass bottles,
- The training of stewards in I league clubs,
- The training of stewards in II league clubs,
- The introduction of safety inspections of sports premises,
- Conferences of voivodship safety commissions,
- The adoption by the Sejm of the Law on the safety of sports events in 1997,
- The amendment by the Sejm of the Law on the safety of sports events in 2001,
- The issue of a directive by the Chairman of the Council of Ministers on services to keep order,
- The issue of a directive by the Finance Minister on insurance during a sports event,
- The sue of a directive by the Justice Minister on a register of persons banned from entering sports events by a court,
- The introduction of UEFA guidelines on safety during football matches,
- The organisation of training courses for speakers,
- The organisation of voivode conferences on the subject of safety during sports events,
- Annual contests to find the club with the best organisation of contests and the highest safety level during football, basketball, ice hockey and speedway contests,

- The Fair Play award by the Office of Physical Culture and Sport and Polish Olympic Committee,
- The Fair Play contest for schools, organised by the Polish Olympic Committee,
- The publication of regulations of sports events for sports clubs
- Surveillance for I League football clubs,
- The encouragement of activity to counteract neo-nazi and xenophobic attitudes in stadiums and sports premises,
- The introduction of a strategy to remove barriers, especially fences, from football stadiums,
- Voivodship safety contests at sports events,
- National and international conferences on the subject "Against Violence in Sport" in 1992, 1995, 1998, 2001 and 2002,
- The publication of the pamphlet "Sport in the Council of Europe," jointly with the Council of Europe Information Centre,
- A seminar entitled "Safety at Sports Events," organised jointly with the German delegation,
- Annual country reports for the Council of Europe,"
- The publication of a handbook for clubs and the national administration called "Safety and Behaviour at Sports Events" (5,000 copies).

All the above undertakings, realised by thousands of employees and dedicated sports activists all over the country, have caused an improvement in safety and public behaviour during sports events.

### **An examination of the effectiveness of actions by state institutions and law-enforcement bodies**

We live in a civilised world, where everyone has the right to feel safe, because everyone possesses equal human dignity, deserves the same respect, and is subject to the same rights and duties.

We have a duty to cooperate and undertake joint action to combat and control spectator violence and excesses during sport events. "It is necessary to form a grand covenant" of state institutions, sports associations, educational authorities, public order authorities, parents, teachers and mass media, in order to counteract social distortions and raise the level of safety and culture during sports events.

Poland pursues the provisions of Council of Europe Convention 120 in its daily practice. The efficient work of the Safety Council and a coordination of the work of many institutions permit a safe course of sports events.

The detailed guidelines and organisational and legal framework are set forth in the Law on the safety of mass-participation events.

#### **The work of individual institutions**

The responsibility of chairmen of clubs and directors of sports companies for sports events has been discussed at length earlier in this report.

In Poland, four sports disciplines are suffering the greatest problems with spectator behaviour and safety during matches. They are: football, basketball, speedway and ice hockey.

The requirements placed upon the organisers of contests, especially football matches, with regard to a safety and orderly course of events is bringing positive results.

## **The Polish Football Association**

Just like in many other countries, football matches in Poland are the scene of aggressive and hooligan conduct by pseudo-supporters.

That is why we attach the greatest importance to examining the behaviour of football spectators and occurrences during I and II league matches.

Football is the most popular sport in Poland. The Football Association consists of 2,322 sections at various levels of play. Despite the enormous progress achieved lately, there are still problems with safety and spectator behaviour during football matches, and these problems will continue for some time to come. Public opinion is particularly sensitive to disorder, violence, and spectator excesses during I and II league football matches.

16 I league football clubs, 20 II league clubs and 72 III league clubs belong to the Polish Football Association. The remaining clubs play in IV and V league contests in 16 voivodships. The Polish Football Association has undertaken an entire series of efforts to improve safety in football stadiums. Since 1985, intensive training has been provided for sports speakers, of whom there are 154 today. Trained stewards help ensure the safety of football matches. The Association has 7,587 referees for matches at all levels.

In 1995, the Association issued a directive on the organisation of safe football matches. One can say that I and II league clubs already organise football clubs in a very proper manner.

By a decision of the Presidium of the Polish Football Association, a team of delegates was appointed within the Safety Department in 1997. At present there are 25 such delegates. This team exercises control functions over matches with an increased risk of violence. There were 161 such matches in the 2001/2002 season.

The work of the team is effective. A positive role in safety is also played by referee-observers belonging to the Referee Section of the Polish Football Association, present at all I and II league, Cup and Polish Cup matches.

Furthermore, in order to improve the culture of spectators and the cleanliness of the game, the management of the Polish Football Association has placed delegates and observers to complete Fair Play cards, which are useful in totalling the number of points needed to win the Fair Play Cup.

Apart from routine tuition activities with delegates, safety managers and speakers, a notable event in 2002 was the "SAFE STADIUM" conference in Kielce, organised by the Safety Council and Polish Football Association and attended by 260 people. Conferences of this nature, on a nationwide scale, are held each autumn.

The clubs' worst time is already behind them. The worst time was 1995, 1996 and 1997. Today, the major problem is football contests at lower levels. According to current legislation, each organised match must be approved by the authority responsible for safety in a given area. In the event of poor organisation or disturbances during a match, the organiser must expect severe consequences.

The Safety Department, formed within the Polish Football Association, has caused a radical improvement to safety and spectator behaviour at I and II league matches.

The safety department was appointed on the basis of the following:

- The law of 22 August 1997 on the safety of sports events, amended in 2001,
- The amended statute of the Polish Football Association, approved by a resolution of the General Meeting on 19.02.2000,
- The regulations of the Safety Department applicable to Polish Football Association facilities, adopted by Resolution IV/54 of the Management Board on 18.12.1999,
- Polish Football Association guidelines on the technical-organisational requirements, contained the Association's Information Bulletin No. 1/95,
- Ongoing resolutions by the Polish Football Association's Management Board and Presidium.

Training has already been provided for stewards; regular training is currently being provided for safety managers and speakers; the training infrastructure is being modernised; and surveillance systems are being installed at I stadiums. In 2000, a football stadium in Łódź was closed for several months, parts of 5 stadiums were closed, and the managements of 41 stadiums were fined for a faulty organisation of events.

It ought to be stressed that the Police play a considerable part in organising I and II league matches, assisting with the transport of spectators to and from matches. In order to improve standards of organisation, each year the Polish Football Association holds a contest to find the I and II league clubs with the best organisation, safety and spectator behaviour. The Minister of Sport and the Polish Olympic Committee then reward these clubs.

The law on the safety of mass-participation events and the energetic action of the Polish Football Association and administrative authorities, especially in local government districts, should achieve a decisive breakthrough in improving safety during football matches.

The number of football matches increased from 265 in the 1997-1998 season to 340 in the 2000-2001 season. This is a considerable increase. During the same period, the number of spectators rose from 1,078,458 in the 1997-1998 season to 1,821,973 in the 2000-2001 season. Despite the increase in the number of matches, the number of officials required to keep order diminished from an average of 77 officials per match to 70. The average number of police officers employed to keep order also fell from an average of 155 per match in the 1997-1998 season to 90 in the 2000-2001 season. The following table illustrates this situation:

*Number of spectators and officials to keep order employed at I and II contests in the 1997-1998 and 2000-2001 seasons*

No.	Class	Number of spectators			Number of officials to keep order				Number of matches
					Stewards and security guards		Police		
		Total	Per match	Visitors	Total	Average per match	Total	Average per match	
	Total 1997-	1,078 458	2,946	38,129	30,021	77	59,053	155	265



	1998								
	Total 2000- 2002	1,821, 973	2,300	54,025	54,974	70	71,054	90	340

The events presented below, which occurred during I league football matches during the 1998-1999 and 2000-2001 seasons, illustrate the situation with safety at I league football grounds.

When examining the data, one must consider the increase in the number of football matches during the period in question. Even so, such events as spectator excesses (item 3), disturbances at railway stations (item 10), trouble caused by visiting spectators (item 9) and fights between spectators in the stadium (item 4) have either increased by a minimal amount or continue at the same level.

The attached graph shows us a considerable increase in the number of football matches and of spectator excesses in the stadium.

*Safety at I football grounds in the 1998-1999, 1999-2000 and 2000-2001 seasons*

No	Type of event	Number of events		
		1998-1999	1999-2000	2000-2001
1.	Number of football matches	274	315	340
2.	Number of matches with no events	260	296	322
3.	Spectator excesses on the stadium	14	19	18
4.	Spectator fights in the stadium	6	9	5
5.	Police intervention	11	20	60
6.	Excesses outside the stadium (in cities or inside means of transport)	4	11	35
7.	Number of spectators detained by Police	147	219	349
8.	Excesses during travel to sports event	1	2	11
9.	Disturbances by visitors	17	8	11
10.	Disturbances in trains and stations	2	1	1

It is worth presenting other types of events that occurred at I and II league football matches during the 1998-1999, 1999-2000 and 2000-2001 seasons. These events involve the use of fireworks and the invasion of football pitches by spectators.

The use of fireworks fell markedly from 68 in the 1997-1998 season to 38 in the 2001-2002 season. Invasions of the football pitch by spectators also fell from 27 in the 1997-1998 season to 18 in the 2001-2002 season. The following figures illustrate this situation:

*Events which occurred during I and II league matches during the 1998-1999, 1999-2000 and 2000-2001 seasons*

SEASON	I League		II League		Total	
	Fireworks	Invasions	Fireworks	Invasions	Fireworks	Invasions
1997-1998	38	13	30	14	68	27
1998-1999	34	17	30	20	64	37
1999-2000	32	16	22	11	54	27
2000-2001	31	14	20	11	51	25
2001-2002	27	10	11	8	38	18

The table below illustrates the disciplinary measures applied towards sport clubs for errors in the organisation of matches resulting in disorder during a match.

The disciplinary measures used were a total or partial ban on spectator participation, or the imposition of fines.

The number of bans on attendance fell considerably between the 1997-1998 and 2001-2002 seasons, but the number of fines imposed during this period grew considerably. This applies to I and II league clubs, although a very visible increase in these fines occurred in II league clubs from 5 in 1997-1998 to 31 in 2001-2002. Generally, we observe an increase in the number of fines imposed during the seasons in question. Detailed figures are shown in the following table:

*Disciplinary measures applied during the 1998-1999, 1999-2000 and 2000-2001 seasons*

SEASON	I League	II League	Total	I League	II League	Total	Grand total
	Bans on attendance			Fines			
1997-1998	8	15	23	13	5	18	41
1998-1999	5	12	17	10	14	14	31
1999-2000	6	9	15	10	12	22	37
2000-2001	4	9	13	11	25	36	49
2001-2002	4	6	10	19	31	50	60

In almost every I league club, the Management Board cooperates with the “Supporters’ Clubs.” Most of the “Supporters’ Clubs” possess the status of associations. Their work is geared to organisational-education work with supporters.

But it is not just the well-functioning supporters’ clubs to which we should pay attention. Some football clubs also have organisations of pseudo-supporters, very aggressive groups bent on fighting and confrontation. Examples are the Teddy Boys at the Polish champion club, Legia Warsaw; the Destroyers at Widzew Łódź, and the Sharks at Wisla Cracow. The members of these “elitist” groups choose the times and dates for battles between themselves. They often form alliances or triads and fight against armed opponents.

These groups exert pressure on leading players, referees or football activists, and frequently label those who have changed their club colours as traitors. When preparing for battle, they often change the venue of the “battle” in order to confuse the Police. Everything is determined by the leaders, who often order a truce during international matches.

### **The Polish Basketball Association**

In recent years, basketball has made enormous progress concerning popularity and the standard of play by individual teams and national teams.

It is chiefly played mainly by schoolchildren in thousands of gymnasiums in elementary and secondary schools.

The Association has 384 registered sections which take part in contests. There are 746 trainers and instructors.

Top class women’s netball is played by 12 teams from 10 voivodships, and top class men’s basketball by 15 teams from 9 voivodships.

The I league has 12 netball teams and 16 basketball teams. The II league has 24 teams from 10 voivodships.

Safety and spectator conduct occupy an exceptional amount of attention in this sport. This applies especially to fire precautions. Full halls require exemplary organisation and discipline. In this regard, the Polish Basketball Association deserves full marks.

The Association has undertaken a series of measures to control and prevent violence. Severe regulations on the organisation of basketball matches place organisers under a duty to afford players adequate protection against disturbances. The safety managers and stewards are responsible for overall safety.

The Association has 93 trained speakers who perform a very important function in providing information and behavioural guidelines to spectators and in handling safety. The Association possesses a very well organised Safety Department. Thanks to the dedication of activists belonging to the Association and basketball clubs, we have calm behaviour and safety during matches.

Generally speaking, spectator behaviour has improved over the past few years, and the latest season, 2000-2001, can be regarded as particularly successful, for there were no significant spectator disturbances during this period. A group of technical commissioners of the Polish Basketball Association was appointed to improve safety at matches. At a special meeting prior to each match, they are assigned tasks on the prevention of spectator excesses.

Reports on each contest submitted by the technical commissioners are considered by the Association's Department of Games and Discipline, and conclusions are communicated to the clubs.

After each round of games, the Association's Department of Games and Discipline meets with the chairmen of the Departments of Games and Discipline of voivodship basketball associations in order to discuss the realisation of planned undertakings and action during further series of contests.

During the final phase of a contest, the Association's Department of Games and Discipline meets with the chairmen of the Departments of Games and Discipline of voivodship basketball associations in order to discuss the past season and conveys to them tasks and plans for the next season, taking into account safety measures.

### **The Polish Motoring Association (Speedway)**

Speedway is very popular in Poland. On average, there are 10,000 spectators at each Extra contest. The spectators are very disciplined. Some 400 to 500 events are held each year.

During the course of a single year, 2-3 million people watch speedway.

The Polish Motoring Association has 28 dirt tracks in 14 voivodships. The extra-class comprises 8 clubs, in I league 8 clubs, and the II league 7 clubs. Contests are presided over by 54 trained speakers.

Speedway races require guaranteed maximum safety. Since 1998, the Speedway Regulations have contained a provision about a strict adherence to the terms of the Law on the Safety of Mass-Participation Events of 22.08.1997 and its executive regulations, and to the recommendations and guidelines of other authorities in whose area of jurisdiction the speedway club or section operates.

The Polish Motoring Association has introduced a requirement whereby some speedway officials presiding over speedway contests must have a licence. Referees, contest directors, team leaders, start leaders and speakers must hold a valid licence issued by the Main Speedway Commission.

Timekeepers, motorcycle park managers and track managers must hold valid licenses issued by the Regional Managements of the Polish Motoring Association.

The Polish Motoring Association has also placed speedway referees under an obligation to enter in the contest logbook all incidents and threats to safety that occurred during the contest.

Clubs and organisers are also obliged to appoint persons responsible for keeping order and guarding safety at the venue and in its immediate surroundings, such as car parks, and to safeguard the contest according to Police guidelines.

To ensure safety, the clubs cooperate closely with the local Police force, which, in turn, cooperates, with Police forces in other areas in order to ensure safety, informing each other information about the expected number of spectators and the route and duration of the speedway contest.

Some stadiums have turnstiles permitting individual control of persons entering. The safety of spectators is encouraged by the presence of separate exits and seats for visitors.

Each year, the clubs sum up the state of broadly conceived safety and order, especially that connected with sports events. The safety of each sports facility is inspected prior to the start of the season. Meetings are held between representatives of the Police, Security Services, Health inspectorate, Health Service, the Commission for Safety and Public Order and the municipal authorities. Criticism is immediately used to rectify any shortcomings.

Apart from contests, the Association holds World and European Championships and the European Team Cup.

Each year, a Tournament of the Stars is held, in which the world's greatest speedway riders take part. No excesses, acts of violence or other breaches of the public order have been noted at speedway contests.

The Polish Motoring Association recommends to the Minister of Sport which club should be rewarded for the best organisation, safety and spectator conduct. Because of their nature, speedway contests require exceptional discipline, order and good organisation.

Each speedway race involves the risk of injury and even death. That is why everyone in the stadium – the public, the organisers, and the contestants – must rigidly adhere to the rules and to safety precautions.

It is thanks to the Polish Motoring Association's activists and their high degree of responsibility, knowledge and commitment that speedway contests are held in such a good atmosphere and that they are so safe and accident-free.

### **The Polish Ice Hockey Association**

Hockey is a mass sport for young people on Poland. There are 8 I league clubs in 8 voivodships. Poland has 20 ice hockey halls in 9 voivodships. There are a total of 23 clubs. The Association has 32 trained speakers, 320 stewards and 68 national-level referees. In certain places, ice hockey matches are attended by a large number of people. During matches in some places, e.g. Krynica and Sanok, there are more spectators than local inhabitants.

Five years ago, ice hockey matches were still accompanied by a great deal of spectator violence and aggression, but following Poland's signing of the Convention, a series of disciplinary measures were introduced, resulting in calm and cultural ice hockey matches. A very energetic Safety Department has been formed within the Association. Each year, a club with the best organisation and safety and best-behaved spectators is chosen. The winning club is then recommended to the Minister of Sport and Polish Olympic Committee for an award. This is a permanent achievement of Polish ice hockey. Calm, cultural ice hockey matches are the result of the work of hundreds of activists in the Polish Ice Hockey Association and in ice hockey clubs.

### **The work of schools during the educational process**

Schools should provide each pupil with the conditions necessary for his development, preparing him to fulfil his family and civic duties according to the principles of solidarity, democracy, tolerance, justice and freedom. These values are guidelines and a source of inspiration for the education of children and young people.

Physical education as an educational subject has an enormous impact on the development of young people's personality. Apart from intellectual development and improvements to health, physical

education permits the shaping of ethical-moral attitudes, an ability to cooperate and help weaker pupils, and a sense of team responsibility.

During physical education lessons, situations are created where each pupil is encouraged to:

control his emotions,  
accept defeat with honour,  
appreciate his opponent,  
display character and a strength of will,  
be honest,  
heed the principles of Fair Play.

Schools cooperate with sports clubs to encourage children and young people to take part in sports events. During physical education lessons they are asked: "Who is a good spectator? How should one behave in a difficult situation during a sports event or entertainment?"

In Poland, great hopes are attached to the 4<sup>th</sup> and 5<sup>th</sup> lessons of physical education, currently being introduced. They will permit participation in sports and recreational activities. They will provide an opportunity to train young sports activists and referees and encourage participation in important community sports events.

In this difficult educational process, physical education and sport are not narrow subjects, but an important component of general education.

It is a great success of Polish schools that children and young people do not take part in the excesses and violence that occur mainly during football matches. Each week there are thousands of school sports events that proceed in a calm and cultural manner. At these sports events, children learn to behave culturally in the spirit of Fair Play. The prospect of calm sports events in Poland is the fruit of the upbringing of parents and teachers.

### **The work of the police**

The ratification of the Council of Europe convention has created the need to alter one's approach to the safety of sports events. Before this document was adopted, it was generally held that the police were solely responsible for solving all problems regarding the safety of sports participants.

Experience shows that we are faced mainly with the following phenomena: An increase in aggressive behaviour by pseudo-supporters; hooligan excesses during matches, especially during lower class, II and III league football matches, and especially before a match and after it; and the use of modern means of communications (mobile phones and the Internet) by supporters, so that they can inform each other in advance of planned meeting places prior to departure for a match, planned venues for fights etc. On the Internet, pseudo-supporters present their "likes" and "dislikes" and avail themselves of the negative experience and "attainments" of pseudo-supporters in other countries.

Departments for Safety and Public Order have been formed at all levels of the national and self-government administration. They handle problems connected with mass-participation events, especially sports events. In areas where there are sports clubs, Police officers are appointed to cooperate with the clubs. They usually comprise a team of crime investigation and crime prevention officers. Such a team deals with the problem of identifying a group of supporters and preparing safety measures, and also deals with court cases.

It should be stressed that given the constant increase in the number of Police officers in safeguarding matches and the costs connected with this, the number of hooligan excesses and mass breaches of the public order during sports events has been falling since 1998, when the law on the safety of mass-participation events came into force.

In combating hooliganism in the stadiums, the Police does its job properly. It has sufficient personnel, is equipped with the resources to restore order near stadiums, and has rich experience in this type of intervention. Just like in every other activity, no doubt here too there are errors and shortcomings that require correction. They are analysed, and conclusions are drawn for future work.

Sometimes, sports venues are inadequately prepared for a match, so that it is possible to angry supporters to invade the pitch. It should be said at this point that responsibility for this state of affairs rests not just on the organisers, but also with the self-government authorities, who give permission for a match to be held in a sports facility that is poorly prepared. The Police realises that the law must not be used to bring about the collapse of football. We appreciate the financial difficulties besetting football clubs and organisers, but the Police must uphold the principle that whatever the status of the match, and wherever supporters gather, safety is the most important thing, apart from the result of the match.

The law has clearly set forth the mutual relationships between the entities engaged in safeguarding safety and order during mass events. Nevertheless, in practice, the Police is still shouldered with the main burden of responsibility for this. It seems that it is not the Police that should display greater responsibility, but the self-government authorities when they grant permission for a sport event to go ahead. Practice shows that the administrative authorities frequently grant permission merely on the basis of the organiser's opinion, without consulting the Police. This practice by organisers strengthens the organisers in their conviction that Police opinions are an obstacle to the organisation of an event, and that it does not matter if no Police opinion is obtained.

The organisers seldom accord first place to the safety of the participants of a mass-participation event. They are motivated by profit more and more frequently. This attitude is often shared by media partners who, without consulting the Police, adapt the times of sports events to suit the television programme schedules. It is virtually a miracle to find enough Police officers to be present at two or three matches close to each other in time and place. This problem is deliberately left to the Police.

At the current stage of organising sports events, organisers are forced to use the services of the Police to enforce order during sports events, just like in other countries. The events that occur after matches are vivid proof of this.

The diagrams at the end of this report illustrate the number of hooligan excesses and mass disruptions of the public order during sports events between 1993 and 2001, as well as the number of Police officers engaged to protect sports events during this period.

### **The work of the Justice Ministry**

The Ministry of Justice is responsible for the use in Poland of the resources described in art. 3, point 1 a, b, c and art. 5 – “The discovery of perpetrators and action against them,” according to Council of Europe Convention No. 120.

## **The Code of Misdemeanours**

Most of the offences committed by spectators, especially at football matches, are classified as misdemeanours against the public order and peace.

Action under the influence of alcohol or intoxicants, particularly reprehensible behaviour and actions of a hooligan nature are aggravating circumstances that heighten the severity of a verdict. The legal definition of actions of a “hooligan nature” are those involving a breach of the public order or the wilful destruction of or damage to property, if the perpetrator acted publicly or on public understanding without good reason and displayed a glaring disrespect for the elementary principles of the public order.

## **The Criminal Code**

More serious breaches of the law may also be classified, under general principles, as crimes within the meaning of the Criminal Code. Such deeds usually involve violence against the life and health of other persons or the wilful destruction of property.

International cooperation regarding acts of violence committed by sports spectators can take place on the basis of the following international agreements, to which Poland is a party:

- The European Convention of 20 April 1959 on legal aid in criminal cases, with additional Protocol,
- The European Convention of 21 March 1983 on the extradition of convicted persons, with additional Protocol,
- The European Convention of 13 December 1957 on extradition, with additional Protocol.

International cooperation can also be held on the basis of the provisions of Section XIII of the Criminal Code, “International Proceedings in Criminal Cases.” These also permit cooperation with countries that have not concluded any cooperation agreements with Poland. On the basis of art. 590-592 of this Section, criminal proceedings may be transferred to or from a foreign country.

Summarising what has been said above, Poland is implementing in full the provisions of Article 3 §1 point c and Article 5 of Council of Europe Convention No. 120 on spectator violence and misbehaviour during sports events.

## **The Ambassador for Sport, Tolerance and Fair Play**

In April 1996, a European conference on sport, tolerance and Fair Play was held in Holland. The conference ended with the adoption of a Declaration on the formation of a program of action. An initiative on the appointment of national ambassadors for sport, tolerance and Fair Play was also announced.

Robert Korzeniowski, three times Olympic champion in Barcelona, Sydney and Atlanta, and many times world and European champion, was chosen as Poland’s ambassador for two terms, 1997-2000 and 2001-2004.

He was an excellent choice because he provides an educational example for young people and can exert strong influence on national sports events. He is capable of public support for sport, tolerance and Fair Play.



Robert Korzeniowski visits schools, and acts as a leader and icon of the principles enshrined in the Amsterdam Declaration. He attends seminars and meetings of ambassadors organised by the Council of Europe, He is a member of the Council of Safety and Culture of Spectators.

Robert Korzeniowski, an excellent sportsman, fulfils his role as ambassador with model behaviour and hard work. He is an example to family and private life, and understands the educational function of sport, including problems of safety, culture, and spectator behaviour. Sports organisations and schools hire him to talk to young people, sports activists and administrative officials, to whom he imparts the principles and ideals of Fair Play.

### **Fair Play**

Fair play means more than just playing by the rules. This term also includes friendship, a respect for others, and sportsmanship.

The Safety Council attaches great importance to the propagation of Fair Play among children and young people, in other words future athletes and sports stars.

Fair play is a cornerstone of success in promoting and developing sport and sport commitment. Fairness in sport is beneficial both to individuals and to sports organisations, as well as to the whole of society. We are all responsible for encouraging such way of thinking.

The Safety Council cooperates closely with the Polish Olympic Committee, which also plays a major role in propagating the principles of Fair Play and teaching children and young people to observe tolerance and culture.

The propagation of Fair Play among all sports communities is one of the basic tasks of the Safety Council and Polish Olympic Committee.

The Polish Olympic Committee enjoys great social respect, recognition and war feelings in Poland. It is an institution of higher public utility.

The Polish Olympic Committee's Fair Play Club possesses field counterparts in all voivodships. Each year, the Safety Council and Olympic Committee hold Fair Play contests for elementary and secondary schools. During these contests last year, 23 slogans in support for Fair Play in schools were invented for nationwide use. Fair Play Clubs in Poland have thousands of energetic members belonging to sports clubs and in schools. Together with Polish sports associations, they organise contests in various sports disciplines for the sake of young people's Olympic education. It is here that the Code of Fair Play is extolled. Children in kindergartens are also taught about the idea of Fair Play. Academic symposia dedicated to young people's upbringing in Fair Play are held each year.

The Safety Council of the Office of Physical Culture and Sport cooperates with the Polish Olympic Committee's Central Fair Play Club and with Robert Korzeniowski, Olympic and European champion and Poland's ambassador for sport, tolerance and Fair Play.

As a result of coordinated action for the sake of safety, appeals "Against Violence" and "For a Grand Covenant" have been formulated at the Council's initiative. The texts of these appeals are attached.

An important element of the work of the Safety Council and Polish Olympic Committee is the traditional award of annual prizes and distinctions for Fair Play to sportsmen, activists, trainers and clubs. The Council of Europe's Declaration on Sport and Tolerance and the Code of Fair Play were introduced to Poland in 1993 and 1994.

### **The modernisation of sports premises**

The sports premises have a major influence on the safety of spectators. Their design, equipment and construction must conform to requirements and conditions that ensure the safety of spectators.

Sports premises, stadiums and sports halls, especially where football is played, must conform to the terms of the Law on the safety of mass-participation events and the requirements set forth in the European Convention. These terms and requirements apply particularly to building and health regulations and fire precautions. Sports premises must conform to the technical requirements applicable to spectator seating.

The law on the safety of mass-participation events places the organisers of sports events under an obligation to:

- Create emergency exits for spectators and access roads for the rescue services and Police,
- Set up a first aid point,
- Provide rescue and extinguishing equipment and the resources necessary to conduct rescue action (installation of fire hydrants, water and gas supply valves),
- Prepare facilities for the rescue services and order-enforcement bodies
- Most I league and over half of II league football clubs, as well as I league basketball, ice hockey and speedway clubs, apply the European Convention and the Law on the safety of sports events. The premises of these clubs are being modernised with the following priorities:
  - Making sure that all spectators have seats,
  - Installing individual seats with backrests, made of plastic and firmly anchored to the floor,
  - Making sure that spectator sectors are sufficiently far apart to permit free passage between them and the erection of low dividing barriers,
  - Ensuring the manufacture and distribution of different types of tickets, e.g. in different colours, for each sector,
  - Producing tickets which can be checked and registered with the aid of devices installed at entrances,
  - Aiming to reduce the barriers in front of the football pitch to a minimum and reduce the depth of the ditches that separate spectators from the barriers surrounding the pitch,

- Providing premises for the rescue, order-enforcement and safety authorities (Police), and for the supervisory personnel.

Most of the modernisation work at sports premises, meant to guarantee the safety of spectators and protect players against spectator invasions, are either being realised already, or are being prepared.

A very important issue, to which the Safety Council attaches a lot of weight, is the provision of surveillance systems and lighting. However, both these features are costly. Nevertheless the presence of surveillance systems, as features which enhance safety, has been accorded priority treatment by the Safety Council, the Polish sports authorities, and Polish sports associations. The Ministry of National Education and Sport has allocated a considerable amount of budget funds.

The most dynamic modernisation of sports facilities occurred during the period 1997-2002. Each new investment, and there have been over 2,000 of them since the new regulations came into force, has had a major impact on the development of Polish sport.

In May 2002, the Polish Football Association laid down new rules for football contests in 2002-2003, as follows:

Each football stadium must have at least three thousand seats with individual backrests, with covered VIP and press stand, in which mass events may be held in accordance with current regulations.

These stadiums must be illuminated to a minimum of 1,400 lux, possess surveillance equipment, and conform to the rules on the safety of spectator seating.

The latest investments in the world of sport in Poland certainly provide grounds for optimism. Nevertheless, we realise that that we are in the position of a pauper who is catching up with the European lead.

### **The prospects for realising the Council of Europe Convention No.120 in Poland in the period 2002-2007**

A firm basis for implementing Council of Europe Convention No. 120 has been created in Poland over the period 1997-2002. This applies to both central institutions and offices, and voivodship and district authorities. This process is being implemented by the Polish Sports Confederation, Safety Council, Ministry of Justice, Ministry of Internal Affairs and Administration, Ministry of National Education and Sport, Chief Police Command, Polish Sports Associations and Polish Olympic Committee.

We have calm, cultural spectator behaviour at basketball, ice hockey and speedway contests. The Polish Football Association is observing enormous progress. International matches proceed calmly, and I and II league matches are becoming better and better organised. Football matches can be full of friendship, culture, solidarity and Fair Play after all.

What are the chief tasks that should be placed upon Polish sport in realising the obligations set by the Council of Europe Convention in 2002-2007?

From this Report, which touches upon all the issues and problems connected with the realisation of the Convention, it transpires that soon, Poland will be able to report to the Council of Europe that sports events are occurring without aggression and violence and in a spirit of friendship, culture, mutual warm feeling and a respect for the principles of Fair Play.

A collective effort by institutions and organisations, thousands of club employees, the government administration and the Police are needed for this. It is necessary to make the broadest use of legislative and administrative resources and of the regulations in force. This applies especially to the voivodships of Mazovia, Malopolska and Łódź. Legia Warsaw, Hutnik Krakow and Widzew Łódź are clubs which will require particular attention.

And these are the institutions that play a leading role in the performance of these tasks:

1. The Polish Sports Confederation<sup>\*/</sup>

An intensification in action among Polish administrative authorities and sports association, and the permeation of this action to field authorities, depends largely on this institution, which is the state's central authority for matters concerning physical education and sport. The Safety Council should comprise representatives of leading Polish sports associations, all voivodes, and those central institutions for whom the terms of the Convention constitute a duty towards the state. The solving of difficult problems requires patience, imagination, goodwill, compromise, coordination, ambition and tradition.

2. The Ministry of National Education and Sport.

The Ministry will always play a fundamental role in the upbringing of children and young people. This is a cornerstone of national culture and behaviour, not only at sports events.

3. The Ministry of Internal Affairs and Administration.

With the Chief Police Command at its disposal, this Ministry must always be sensitive and ready to perform its functions regarding public order, including the proper organisation and safety of sports events.

4. Polish Sports Associations.

They have nationwide powers in steering the development of sports disciplines, and fulfil an important educational role, shape discipline and encourage order during contests and matches. They supervise the organisation and safety of sports events.

5. The Polish Olympic Committee.

The Committee plays a major role in propagating the idea of Fair Play in sport. This work directly involves the education of sportsmen at every level.

The amended law on the safety of sports effects came into effect in Poland in 2001. This is a great achievement for the Polish Sejm, the state administration and the entire sports movement.

Currently a great effort is required to introduce the terms of the law to the practical organisation of safe, cultural sports events.

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<sup>\*/</sup> According to the law of 1 March 2002 on changes to the organisation and functioning of central bodies of government administration and units subservient to them and on amendments to some laws (Journal of Laws No. 25 Item 253), the Office of Physical Culture and Sport was abolished as of 30 June 2002. Under the terms of the law of 7 July 2002 on the Polish Sports Confederation, tasks and prerogatives concerning athletics and professional sport have been taken over by the Confederation.

Poland is faced with a difficult period of modernisation and construction of modern sports premises that will provide a modern, safe sports base.

As can be seen from the Report, over the past five years Poland has introduced all the documents and recommendations of the Council of Europe Standing Committee. This has been a great help in implementing national sports policy, which is geared to the implementation of the Council of Europe Convention.

We shall continue to avail ourselves of this help. 2002 is the best example. We wish to commemorate the seventh anniversary of Poland's signing of the Convention in the presence of experts of the Council of Europe's Standing Committee and its secretariat.

The National Report for the Council of Europe Standing Committee on the realisation in Poland of the Council of Europe Convention on spectator violence and excesses during sports events, especially football matches was prepared by the Office of Physical Culture and Sport with the help of experts representing the Ministry of Justice, Ministry of Internal Affairs and Administration, Ministry of National Education and Sport, Polish sports associations and the Polish Olympic Committee.

Overall supervision over the preparation of the Report was exercised by the Chairman of the Safety Council and the Minister of Sport's plenipotentiary, **Dr. Mieczysław Bigoszewski**, who took part in the work of the Council of Europe's Standing Committee.

***The Chairman of the Polish Sports Confederation warmly thanks all those who took part in preparing the Minister of Sport's National Report for their fully dedicated work and for their understanding of the great educational role of sport as a sphere of life which needs supported defence, the defence of "sport without aggression and violence and a struggle for its dignified reputation everywhere, in stadiums, sports halls, spectator stands and every other location."***

### **Regulations on the use of sports premises**

1. The Club Management exercises the sole right to admit persons to the premises. Under no circumstances shall persons be admitted against whom exclusion proceedings are underway.
2. All matches shall be played according to the Terms and Conditions of the Football Association and Football (Premier Football Association) and the rules of the game.
3. The Club does not guarantee that a match will be played on a specified day and at a specified time, and the Management reserves the right to alter announced dates and times without notice and without liability.
4. If a match is delayed or postponed, a decision to reimburse admission fees shall remain the sole right of the Club Management. This shall depend on the available time and on other details that can be expected in the Club Ticket Office. Persons entering the premises of the Club are asked to retain their tickets, which may be expected later.
5. The Club Management reserves the right to refuse admission to or expel persons who refuse to submit themselves to a search by an employee or agent of the Club or Police officer.
6. Fireworks, smoke bombs, trumpets, knives, bottles, glasses, cans, sticks and other objects which may be used as weapons and/or constitute a threat to the public order may not be brought into the premises.
7. The following behaviour, set forth in the Football Association's 1991 directive (on misdemeanours), is prohibited:
8. The throwing of any objects whatsoever on Club premises,
9. The use of vulgar and offensive vocabulary, the singing of obscene songs and racial insults to any persons,
10. Unjustified entry onto the grass or surrounding track, except in an emergency.
11. Persons may not move from one sector to another without the permission of the host Club, a Police Officer or other authorised person.
12. Ticket-holders with tickets for a specific seat must occupy that seat, unless otherwise instructed by the host Club or other authorised person. Standing in seating areas is forbidden while a match is in progress.
13. Pavements, road, exits and entrances, stairs and similar locations must not be blocked, and lighting masts, kiosks or other constructions on the premises must not be climbed upon. Smoking is forbidden in no-smoking areas.
14. Unnecessary noise caused by the use of radio receivers or by other conduct likely to disturb others is forbidden.
15. Alcoholic drinks may be consumed only in places designated by the Law on sports events (Alcohol Control etc.) of 1985.

16. Photographing and the use of audio-visual materials on the premises are forbidden, except by persons authorised by the Club Management and members of the press wearing official badges. Furthermore, the making of recordings for the radio or television or for one's own use, for the purpose of broadcasting or otherwise, is permitted only with the Club Management's written permission.
17. Newspapers, periodicals or other articles may be sold or distributed on Club premises only by persons who possess the Club Management's written approval.
18. Anyone who destroys or damages Club property shall be prosecuted.
19. Anyone who fails to abide by the instructions of the host Club, Police or other authorised agents of the Club shall be removed from the premises.
20. Persons admitted to the Club's premises should accept the order regulations applicable to these premises, as well as the rules and regulations of the Football Association and Football (Premier Football Association). Admission to the premises automatically signifies unconditional acceptance thereof.

The Club Management reserves the right to have any person who fails to comply with the above rules and regulations or who is considered a source of danger, harm or irritation to other persons, removed from the Club premises by the order-enforcement services, the Club's agents, or the Police.

## Appendices and Tables

### Appeal against violence for a great solidarity effort for the sake of safe and cultural sports events in Poland

Warsaw, 28 October 1998

*“To prevent the spread of violence, it is necessary to undertake concrete action, especially suitable legal measures, on a national and international scale. Also necessary is steadfast work in the sphere of education and the formation of culture, for which I have called many times in previous homilies, for the sake of the recognition and respect of every person’s dignity. In the ethical-cultural heritage of all mankind and every person, one element must never be missing: an awareness that all people have equal dignity, deserve the same respect, and are subject to the same rights and duties.”*

POPE JOHN PAUL II

*“The member-states of the Council of Europe, mindful of the Council’s objectives of achieving a greater unity of its members, are determined to undertake cooperation and joint activity to control and prevent violence and hooligan excesses at sports events.”*

Council of Europe Convention No. 120

Concerned for the safety and culture of sports events and an adherence to fair play by the public – against violence and aggression, we turn to:

- Parents, teachers and educators of young people,
- Sports organisations, clubs and associations; the Polish Olympic Committee; the Police; services responsible for keeping order,
- Self-government authorities:
- The Sejm, Senate and Government of the Republic of Poland,
- The Polish Episcopate, bishops, vicars and teachers of religion,
- Television, the radio and the press

**for a great solidarity effort  
to jointly oppose this social distortion and undertake action to increase the safety  
and culture of sports events.**

**This is required for the good of sport! This is demanded by our society!**

The participants of the all-Polish and  
international Conference for Safe  
and Cultural Sports Events in Poland



## **Appeal for a great covenant for the sake of safe and cultural sports events in Poland**

Warsaw, 8 November 2001

*“The member-states of the Council of Europe, signatories of this Convention, mindful of the Council’s objectives of achieving a greater unity of its members, are determined to undertake cooperation and joint activity to control and prevent violence and hooligan excesses at sports events.”*

Council of Europe Convention No. 120

Concerned by the increase in hooliganism, aggression and acts of violence during sports events, and in connection with the deteriorating safety of the participants of sports events, we turn to:

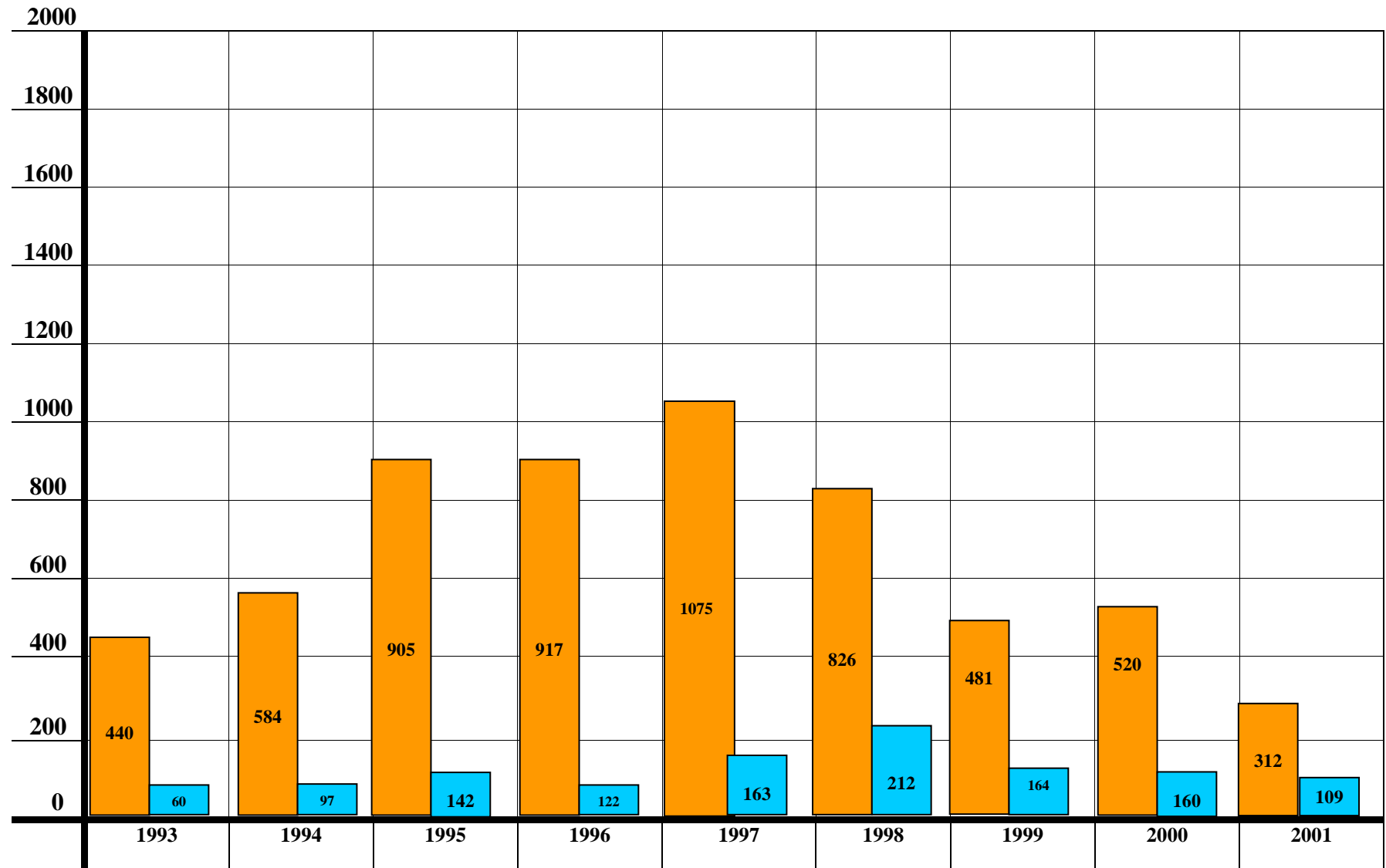
- Sports organisations, clubs and associations; the Polish Olympic Committee; the Police; the peacekeeping services in towns and housing settlements,
- The local authorities,
- The Sejm, Senate and Government of the Republic of Poland,
- The Polish Episcopate, bishops, vicars and teachers of religion,
- Television, the radio and the press
- Parents, teachers and educators of young people,

**to create a GREAT COVENANT to jointly oppose this social distortion and undertake action to increase the safety and culture of sports events.**

**This is required for the good of sport! This is demanded by our society!**

The participants of the all-Polish and international Conference for Safe and Cultural Sports Events in Poland.

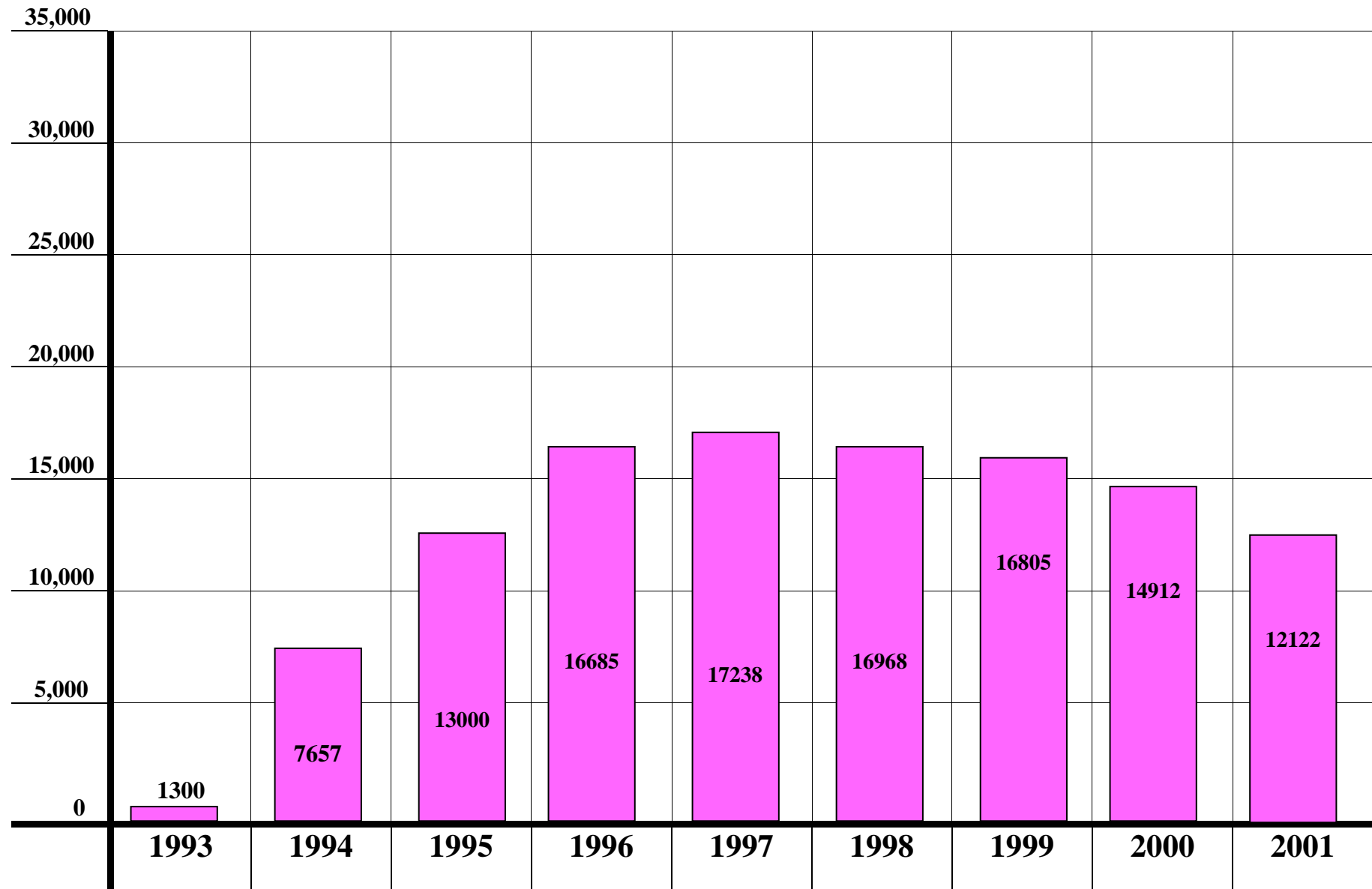
NUMBER OF HOOLIGAN EXCESSES AND MASS BREACHES OF THE PUBLIC ORDER DURING SPORT EVENTS



- hooligan excesses during sports events
  - mass breaches of the public order during sports events.

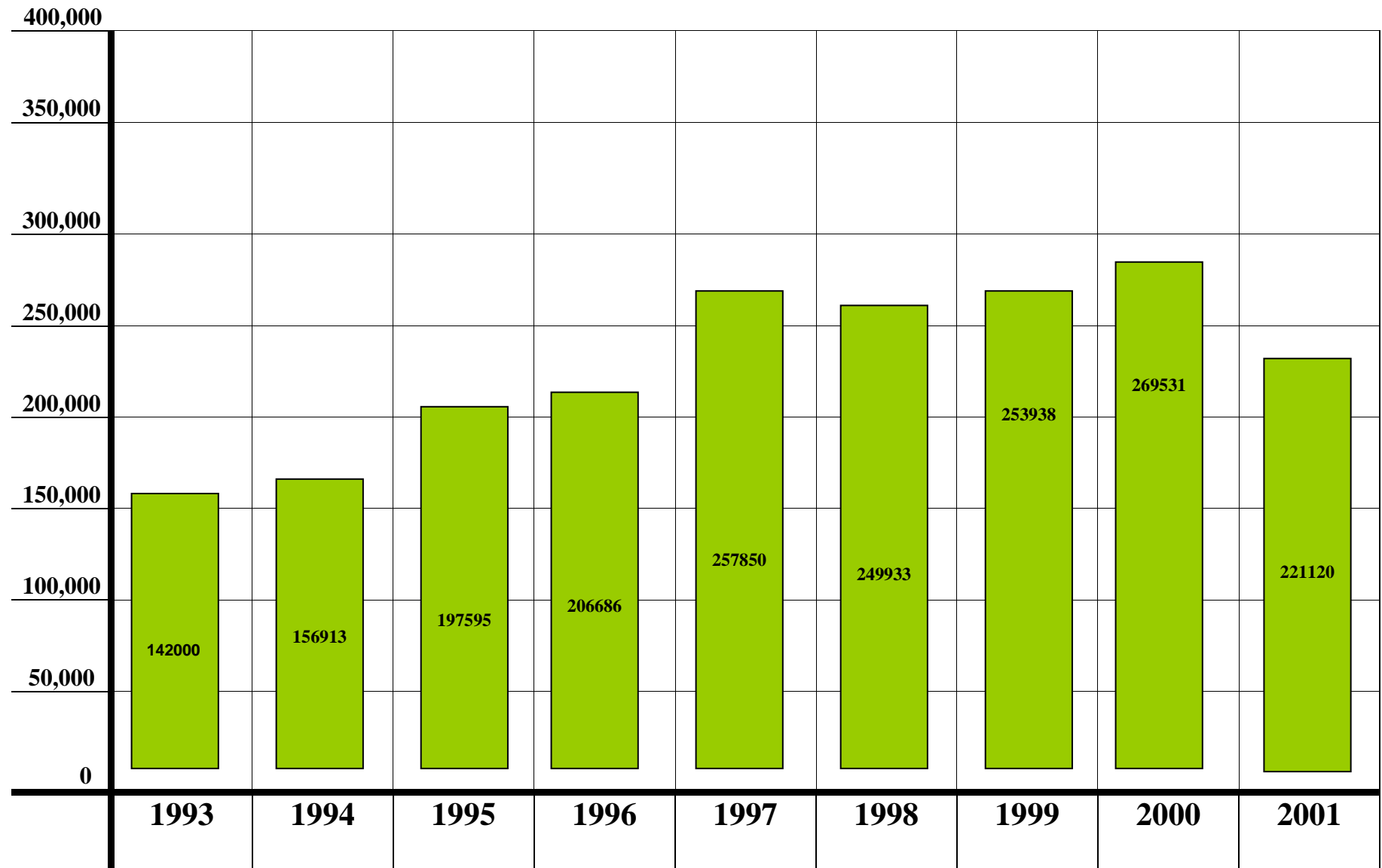
Produced on the basis of a Chief Police Command Report for 2001.

## NUMBER OF PROTECTED SPORTS EVENTS



Produced on the basis of the Chief Police Command Report for 2001.

NUMBER OF POLICEMEN ENGAGED IN PROTECTING SPORTS PREMISES



## LITERATURE

Mieczyslaw Bigoszewski: Adherence to the Law on the Safety of Mass-Participation Events in Sports Premises in Poland 2001

Eugeniusz Kolator: *Safety in football stadiums in 2000-2001*

Hans Krüger: *The use of football's potential* 1999

Jozef Puszczynski: *Report on safety measures in mass-participation events* 2001

Andrzej Rajzner: *Football hooliganism* 1997

Jozef Szewczyk: *Public behaviour at sports events* 1997

John de Quidt: *Problems of the safety of sports events* 1998

Dobrochna Wojcik: *Crime in sport and crime investigation* 1998

## **B. Report by the Evaluation Team on Compliance by Poland with the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (ETS 120)**

### **General Remarks**

#### **1. The National Report**

The Polish authorities had prepared in good time the national report which served as the basic written material for the visit (doc T-RV (2002) 15). This excellent report was a general, overall, sometimes very detailed, history and account of the present situation as regards spectator violence in Poland, containing much information and data, and accompanied by evaluations. From the point of view of the Evaluation Team, it was at times difficult to use it fully: some items and aspects were discussed at several different stages, with consequent risk of repetitions. The Convention was not used as the structure for the report and consequently, the section on “The Adherence to the Convention” (pages 19 and 20) is rather summary. It is however followed by a section entitled “The Application of the Convention in Daily Practice” – a useful innovation. However, overall the report gives the information, including statistical data, that was required for our purposes.

At the National Safety Conference at Kielce, the Polish Football Association (PZPN) also presented a supplementary report, which contained useful additional data. In particular, the report lists offences not only by spectators, but also by clubs, players, etc. It also identifies the number of occasions each club has had an incident in the various categories. It is therefore possible to foresee which clubs are more likely to have which kind of problem.

#### **2. The “interlocuteurs”**

The delegation had an opportunity to visit and speak with all the major parties engaged in implementing the Convention – political representatives, members of the safety co-ordination body, club and association representatives, local council representatives and police both at central and at local levels.

#### **3. Visits to stadia**

Members of the Evaluation Team attended three matches at three different stadia. They were given the opportunity to inspect all parts of each stadium both before and during the match. The stadia were all very different, as were the matches. Nevertheless, the Evaluation Team is conscious that what it saw (in particular at Opoczno) may not be truly representative and its comments should be read in this light. The crowd behaved well at all three matches and the clubs’ procedures for dealing with hooligans were not tested.

## **Article 1**

### *Aim of the Convention*

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

The Polish government ratified the Convention on 21 April 1995 and it entered into force in respect of Poland on the 1<sup>st</sup> June of that year (the correct date is given on page 10, and an incorrect one on page 12, of the National Report). The Polish authorities have given effect to the provisions of the Convention by creating a national Safety Council, under the auspices of first the State Sports and Tourism Administration, and since mid-2002, the Ministry of National Education and Sport. The adoption of the Law on the Safety of Mass Sports Events and its entry into force on 12 March 1998, as amended and strengthened on 30 March 2001, has provided a clear legislative background and framework to implement the Convention. The national Safety Council is reflected in similar Safety Commissions at regional (voivod) level. This ensures co-ordination across the nation.

The work of the Safety Council also embraces basketball, speedway, and ice hockey. We were informed that the national federations of these sports co-operate fully in the work to reduce spectator violence. There have been no incidents in these other sports for some time.

**The Evaluation Team considers that Poland fulfils Article 1 of the Convention.**

**The Law on the Safety at Mass Sports Events is a comprehensive and pertinent instrument and could be used as a source of inspiration by other countries with structures, traditions and problems similar to Poland's.**

## **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.*

The Safety Council includes in its membership the Ministries of Interior, Justice and Education, the national police and fire authorities, the sports associations, in particular football, and the Polish Olympic Committee, and regional representatives from the safety commissions. Its composition has recently been reduced from the 31 set out in the National report to 22 experts. It meets once a month at national level. Its duties are set out in the National Report (pages 14/15). The regional safety commissions ensure consistency, co-ordination and continuity of policy and programmes amongst the 34 voivods. This is done mainly through the ensured information flow between the central body (the Safety Council) and voivodship councils.

Each first and second division football, and each first division basketball, club has a Safety Department and has appointed a Safety Manager.

**The Evaluation Team considers that Poland fulfils the terms of Article 2 of the Convention in a practical and pragmatic manner, at national, regional and local levels.**

### 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;*

The police is fully aware of its tasks in connection with mass sport events, at central, regional and local levels. The Evaluation Team had an opportunity to meet representatives of all the above-mentioned tiers. A manual describing police duties preparing for and during mass sport events is in place. The number of police officers present in stadia during matches has tended to decrease in accordance with the trend elsewhere in Europe, though the starting point of numbers is higher. The team members had several opportunities to see the deployment of the forces before and during the matches. There were plenty of police on hand at matches outside the stadia and ready to deploy inside if needed. Inside the stadia, the police presence is very much concentrated around the visitors (at Opoczno, 20 police for 15 visitors; at Ostrowiec, about 50 police for 70+ visitors). The team was informed that the Railway police is also fully prepared for possible trouble: there have been several incidents in the past on trains. The police also liaise and, when possible, travel with visiting supporters.

- 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;*

National police co-ordination is the responsibility of the Crime Prevention Department of the National Police Headquarters. With a national police force this co-operation and information exchange is much easier. It is also clear from our visits that there is good coordination between the national police and the municipal police forces of towns with clubs. The national police headquarters is very aware of the need for cooperation and teamwork with the clubs and spectators.

The police are also aware of the need for good up-to-date information on real and potential hooligans. Undercover operations and intelligence gathering is mainly a task of the National Police. Such police teams are in place at clubs with potential problems. As the system for intelligence-gathering develops and gains experience, results may be expected.

- 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.*

The Law has a fairly extensive list of sanctions and punishments for various offences committed by individuals or organisations and clubs. The sanctions also include stadium bans and stadium closures (in addition to matches behind closed doors). One rather serious incident the week before our visit had resulted in the Polar Wrocław club having its stadium closed for the next two home matches, which would then be re-scheduled as away fixtures.

The bans and fines applied since 1998 are listed on page 26 of the National Report.

The possible impact of the new criminal code is set out on pages 32 of the National Report. Offences and misbehaviour by spectators are punishable either by administrative sanctions (under the Code on Misdemeanours) or by the criminal code according their severity. This implies that even minor



incidents are punishable. The authorities are waiting to see how complementary the application of sanctions foreseen in the Law and in the new Code on Misdemeanours will be in practice.

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.*

In considering this Article, the Evaluation Team also had regard to the Standing Committee's Recommendation 1/1999 on stewarding.

It appears that most Polish football clubs do not employ their own stewards but hire them under contract from licensed security companies. Some clubs have their own stewards. This explains the differences described below between Opoczno and Ostrowiec. At Opoczno, the club indicated that it would normally deploy 70 stewards for a crowd of 1,000. Since it was expecting a much higher attendance, it was using up to 100. While all these had received the normal training provided by their company, it was not clear to what extent they were familiar with the stadium in question. In addition 30 police officers from another city trained in riot control were deployed outside the stadium. In Widzew Łódź there were 104 stewards at the match of about 1.100 spectators. Many of them were employed to prevent unauthorised entry to the quite large ground. Their presence in the stands was much less visible.

Ceramika Opoczno has only recently been promoted into the Polish second division. The club's cup match against the 2000 league champions, Wisła Kraków, was the biggest in its history. It had therefore asked the security company to provide its most robust personnel. With their truncheons and helmets, these appeared to the casual observer to be little different from riot policemen. By contrast, the stewards at Widzew Łódź and KSZO Ostrowiec (both first division clubs) wore high visibility sleeveless jackets over their uniforms. They were far more welcoming both in their appearance and in their demeanour.

The stewards guarding the pitch were disciplined and attentive to their duties, at all times watching the crowd not the match. Their role, however, appeared to be primarily to control and contain rather than actively to manage the crowd. The Evaluation Team notes that the Polish national report defines a steward as a member of a service that keeps order, in contrast to the Standing Committee's' Recommendation, which refers to the need to welcome and care for spectators and ensure their safety and well-being.

The exit gate stewards also remained at their posts throughout the match. They were alert and had the necessary keys to open the gates in an emergency. At Łódź, Ostrowiec and Opoczno, the outer concourses were sufficiently large to allow the stewards time to open the gates before spectators reached them. This might not necessarily be the case at a ground where the gates are either in or much closer to the stands, especially in cold weather when it is easy to fumble with a key. The Polish authorities may wish to review their policy on this matter with a view to identifying locking systems whereby a gate cannot be opened from outside but can immediately be pushed open from inside.

There are provisions in the Law on Safety of Mass Participation events which stipulate the necessity for training of stewards. The actual training is overseen by the Safety Council. The National Report acknowledges that the level of deployment and training of stewards is still not at the desirable level.

**The Evaluation Team welcomes the considerable progress made by the Polish authorities in replacing police officers by stewards and recommends that they now seek to enhance the spectator safety and customer care aspects of the stewards' role. Uniforms which distinguish stewards from security or police forces should be introduced.**

With regard to the requirement “*to inform spectators at matches*”, see under Article 3.4.e.

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.*

As far as the Evaluation Team is aware, there are no provisions to enable potential trouble makers to be prevented from leaving, unless they are subject to stadium bans. As mentioned elsewhere in this report (Article 3.1.a), police do manage surveillance of travelling supporters.

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 considering this Article, the Evaluation Team also had regard to the Standing Committee's Recommendation 2/1999 on the removal of perimeter fences.

The Evaluation Team was greatly impressed by the commitment being shown by the football clubs, the Football Association and the Ministry of National Education and Sport to upgrade the stadia, despite the severe pressure on resources. Progress was particularly noticeable at KSZO Ostrowiec, where the two ends of the stadium have been rebuilt to a good standard in a phased programme over the past five years at a cost of some 2.5 million Euros.

It now provides 10,000 covered seats in simple stands that are easy to manage. The entrances, exits and circulation routes, both within and outside the stands are well planned with the radial gangways gradually widening towards the bottom lateral gangway. The seats are comfortable, provide good legroom and the viewing standards are excellent. The visitors' accommodation is of a comparable standard. Toilets and catering facilities are basic but acceptable. The floodlights provide the club with the capacity to stage televised evening matches.

On the day that the Evaluation Team visited this stadium, the club inaugurated its control room. This is well located with good views of the spectator accommodation and could be extended if required. The club has installed four advanced dome CCTV cameras with more to follow. It is also planning to introduce an entry control system.

At the other end of the scale, the size of the challenge, in particular for small lower division clubs, was illustrated at Ceramika Opoczno. The club has built a generally excellent new stand with offices, changing rooms, hospitality facilities and seats for 300 spectators along one side of the pitch, though in one sector, spectators could fall out of the upper tier. By contrast, the 2,700 seat

uncovered stand on the opposite side, while in moderately good physical condition, has both inadequate ingress and egress and opens at the back onto a steep embankment. It is difficult to see how spectators can be adequately controlled or safely managed. The facilities for spectators on this side of the ground vary in quality. At the match attended by the Evaluation Team the catering (a large open-air barbecue) was of a high standard and clearly much appreciated. However, the toilets require a thorough modernisation. It should not be forgotten that every supporter and visitor is a guest and should be treated as such.

The visitors' enclosure consists of uneven concrete steps from which all the seats have been removed. The Evaluation Team was informed that this was the norm, except at some first division grounds, because of the damage caused by visiting supporters. There are no safety features or spectator facilities within the enclosure. The capacity has been set at 1,000 – this being the number of seats previously there. However, the number of visitors reportedly never exceeds 300. In the opinion of the Evaluation Team, this is not far short of the maximum safe capacity of this area.

The Evaluation Team at Widzew Łódź took note of the ongoing reconstruction of the stadium. Those parts not yet reconstructed do not meet necessary safety criteria. On the other hand there is a modern control room with cameras covering both the stadium and its near vicinity. The control room is operated by police officers and the Evaluation Team members had an opportunity to see the fully professional performance of the officers on duty.

The Evaluation Team notes that the Polish Football Association is committed to the removal of perimeter fences between spectators and the pitch as a long-term objective. The Evaluation Team considers this to be a very sensible approach. The Standing Committee's Recommendation, referred to above, specifically recognises that the removal of perimeter fences should be linked to the achievement of a series of measures to improve the security and safety of the stadium. This will have the added benefit of making the stadia more welcoming and family friendly. It should also eliminate the tendency of spectators at certain grounds to congregate in the gangways at the back of the stand in order to see over the fence.

A target has been set to have a CCTV system at all clubs in the first and second leagues during next year (2003). Grants from the Ministry of Education and from the sports movement are available for this project.

**The Evaluation Team is conscious of the financial pressures faced by Polish football clubs. Given these constraints, it was impressed by the standard of the work that has already been undertaken. It commends the commitment being shown by all parties to provide good quality facilities as provided for by this Article of the Convention.**

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

All the grounds visited by the Evaluation Team provide clearly identifiable separate areas, with their own discrete access routes, for visiting supporters. The Evaluation Team understands that this is the case at all professional football stadia in Poland. At Widzew Łódź and Ceramika Opoczno, the visitors' area is surrounded by a high fence with either barbed wire or an overhang. Both gave the impression of a cage. A more imaginative solution has been adopted at KSZO Ostrowiec, where the club has designed one of its stands in two distinct sections so as to provide a physically separate visitors' area without the need for an intrusive fence between them. The section for the visitors is rather small, but it was more than adequate for the number of visiting supporters from Polonia Warsaw on the night of the match we attended.

Moreover, the Evaluation Team was informed that, in at least some cases, the police identify visiting supporters by their car number plates as soon as they arrive in the town in order that they may direct them down specifically designated routes to the stadium.

**The Evaluation Team considers that Poland fulfils the terms of Article 3. 4. (b) of the Convention.**

*c. to ensure this segregation by strictly controlling the sale of tickets and to take particular precautions in the period immediately preceding the match;*

The Evaluation Team was informed that the Polish Football Association is looking to introduce common ticketing and entry control systems for all grounds (at least in the first division) as a matter of high priority. It understands that procedures are already in place to ensure that visiting supporters are unable to purchase tickets for areas set aside for home supporters and vice versa but it was unable to observe these in practice during its visits to any of the stadia.

The Evaluation Team was concerned that the ticketing arrangements were not being applied by Ceramika Opoczno for its match against Wisła Kraków. One of the candidates for mayor in the forthcoming municipal elections had purchased all the tickets. All home spectators were admitted free without having to produce a ticket and without any obvious check on numbers. The club had reportedly expected 2,000 home supporters to attend (compared with an average of 300). In the event, it was estimated that some 6,500 people entered the home areas of the stadium – which has a permitted capacity of 3,000. That no accident occurred on this occasion was due entirely to the good behaviour of the supporters. On another occasion, the club might not be so fortunate.

The Evaluation Team recognises that this match was unique in the history of the club and that it would be inappropriate to focus too heavily on such a one-off event. Nevertheless it revealed weaknesses in the overall system of enforcement, referred to under Article 3. 4. (h) below, that the Polish authorities may wish to address with some urgency.

**Subject to its comments on this single incident, the Evaluation Team understands that measures are being taken to ensure that Poland completely fulfils the terms of Article 3. 4. (c) of the Convention.**

*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;*

The Evaluation Team is not in a position to evaluate the implementation of this provision.

*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;*

The Evaluation Team was informed by the members of Safety Council that the training and appointment of announcers (“speakers”) is one of its priorities. (See the National Report: pages 18, 23 and 27.) The Safety Council also provides for such training twice a year free of charge. At least 200 announcers - usually employees of local broadcasting companies and other journalists - have been centrally trained in 6-day courses.

All the stadia visited by the Evaluation Team have public address systems of varying quality. At Widzew Łódź, the stadium did not have adequate facilities for the announcer to make his

announcements efficiently. Suitable working conditions should be provided, which also take into account likely inclement weather conditions. At KSZO Ostrowiec a purpose built room for the announcer was nearing completion alongside the new control room.

One member of the Evaluation Team was able to understand the announcements over the public address system. Possibly because none of the matches observed had problems, the announcers' task appeared to be more in the nature of a commentary on the match, with the announcer calling out the name of the player from both teams who had just played well and asking spectators to applaud for the performance. Spectators were also asked to recognise the quality of substituted players. There was no call on the announcers to exercise their "calming" duties.

**The Evaluation Team considers that Poland fulfils Article 3. 4. (e) of the Convention with regard to the provision of public address systems and the training of announcers but was unable to ascertain how effectively the systems are being used.**

- 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;*

This article was observed at Widzew Łódź. Beer was available in the club room, overlooking the ground, before the match and sold in plastic cups.

- 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;*

This provision does not seem to be closely followed. In all three matches flares were brought into the stadia and ignited. This appears to be a common aspect of Polish football matches. Table 1 on page 26 of the National Report shows the extent of the problem, and also that the number of incidents is progressively declining.

The Evaluation Team recognises that it is not possible to search every spectator thoroughly before entry to the stadium since this would create long queues with possible adverse consequences for crowd behaviour and spectator safety. It is also difficult to search spectators' clothing when they are warmly dressed on a cold night. The Evaluation Team is aware that spectators were being searched, but was able to observe this in detail at only one match (at Ceramika Opoczno) where it was largely restricted to spectators' bags. It was suggested that searching is conducted more thoroughly elsewhere.

In these circumstances, it is not surprising that a small number of fireworks were brought into each of the stadia. However, and this is another question, no action was taken at any of the matches by either the police or the stewards when the flares were lit. Nevertheless, it would be sensible for the Polish authorities, the Football Association and the clubs to consider whether and how the searching could be more specifically targeted at those spectators who are most likely to attempt to bring in unauthorised articles.

The report from the Polish Football Association shows that it is invariably a small number of clubs whose supporters have a high incidence of repeat offences: it is therefore possible to identify the matches where such targeted searches would be desirable.

**The Evaluation Team notes the efforts of the Polish authorities to fulfil Article 3. 4. (g) of the Convention and recommends that they, together with the Football Association and the clubs examine how searches might be more effectively targeted.**

*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.*

In considering this Article, the Evaluation Team also had regard to the Standing Committee's Recommendation 1/1993 on the measures to be taken by the organisers of football matches and public authorities.

The constitutional responsibility for security and safety rests with the Minister for Sport, who designates the chair of the national Safety Council.

The law on the safety of mass-participation events, which came into force in 1998, transferred the responsibility for security (crowd control) and spectator safety inside each individual stadium to the match organiser, in practice the football club. Each club has appointed a safety manager to undertake this role on a day to day basis.

The Safety Council provides for the training of safety managers. The 2 days training is organised twice a year.

In the event of disorder, the club may call the police in to take control and resolve the problem. The police may also lay down specific requirements for the management of high risk matches.

The law referred to above requires the match organiser to submit its proposed arrangements for any event at which more than 1,000 spectators are expected to attend to the local authority for approval and to obtain a permit. The Evaluation Team was told that, in practice, at least some clubs obtain a single permit for the whole season. Local Councils require approval statements from the police, the fire brigade and the medical service before issuing a permit. They ensure that the club obtains a permit. However, once they have issued it, they do not appear to monitor or enforce the club's adherence to the permitted arrangements on match days.

A representative of the Polish Football Association attends each match to monitor the club's performance. The Football Association prescribes standards for the stadium structure and the security and safety equipment, having regard to the general law on construction and the requirements of the international football authorities, and for the conduct of the match. It may sanction the club for any contravention. However, it does not appear to have any role in respect of crowd control or spectator safety. It indicated that it would wish to see a greater local authority involvement in this area.

For their part, the police are becoming more aware of the role of the local authorities but do not consider that their staff are always sufficiently highly qualified. They are proposing to produce a handbook for local authority staff. All parties expressed a strong desire to achieve a greater co-operation between the clubs, police, Football Association and local authorities.

The ideal procedure would be that six weeks before each match with a risk of hooliganism the police, local and football authorities get together and on the basis of the "Check List" identify tasks, duties, problems and responsibilities for safety and for security. The agreements should be written down. Post-match debriefings would also help to identify areas requiring further attention.

Ambulances and fire-engines were present at all matches.

**The Evaluation Team commends the Polish authorities for the considerable success that they have achieved in establishing clearly defined responsibilities. It suggests that they may wish to consider taking further steps to clarify and co-ordinate the roles of the Police, the Football Association and the clubs, and local authorities, in particular with regard to the promulgation and enforcement of requirements on security and safety on match days. The check list adopted by the Standing Committee (Rec 1/93) provides a convenient starting point for establishing the various responsibilities. Furthermore, sanctions for contraventions to the rules should be applied in a standard and harmonised manner.**

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.*

All the Polish authorities involved in the fight against hooliganism take their educational responsibilities seriously. Pages 29 and 30, and 32-34 of the National Report set out a wide variety of measures taken. The National Police has a Prevention Department, and many officers are seconded to work closely with clubs and supporters on preventative measures and campaigns. One of the main purposes of the announcers (page 18 of the National Report), the aims and scope of which programme we believe to be unique to Poland, is to help “calm the game” when supporters get over-enthusiastic. The Polish Episcopate, which is an influential body for this kind of question, is a committed supporter of fair-play and of moral values. At the National Safety Conference, which the Evaluation Team attended and took part in, the representative of the Polish Episcopate specifically asked for the announcers and for the club managers to do more and more quickly to denounce foul and unfair play, sordid language and other “immoralities”, whether among players or spectators. The main contribution of the Polish Olympic Committee to the fight against hooliganism is in the area of education, the promotion of Olympic ideals and of fair play. There are annual competitions and awards for school children throughout the country. A popular weekly television programme on the Olympic Movement sponsored by the Polish Olympic Foundation has dealt with the problems of vandalism in sport. The POC could also in theory sanction its member sport federations/associations for lack of action. It can also help financially in the work of improving and modernising stadia. In the opinion of the POC, the current high unemployment rate in Poland – 18% - can be considered as one reason why hooliganism finds an echo amongst frustrated young males.

The development of fan clubs is also supported. The Evaluation Team met the representative of the fan club at Widzew Łódź. Fan clubs are not only involved in organising visits to matches and meeting with team members but they prepare and perform a number of charity activities (like blood giving, taking care of handicapped). By this way they encourage the sport and fair play spirit. The positive role of the fan club in Kraków was also mentioned in discussions.

As is the case in many other countries, the difficulty is to evaluate the impact of all these activities. Some of them, particularly those carried out by the police and the clubs, are very focussed on the potential hooligan target groups; some of them are rather general and have therefore general consequences. It is clear however that there is unanimity amongst those involved that “social and educational measures” are an integral part of the work to eradicate hooliganism, and that considerable attention and significant resources are devoted to this work. The desire and the objective to make going to football matches an attractive outing for families was shared by all to whom we spoke. At Ostrowiec, the price of a family ticket (2 adults, 2 children) is hardly more than for a single entry. However, the difficulty of realising such ambitions was illustrated by seeing the very small, unmodernised sector of the stadium set aside for such ticket-holders.

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

#### **Article 4**

##### *International co-operation*

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

The Evaluation Team did not specifically evaluate this Article, though we know from other sources that it is closely observed. The Police Headquarters will set up in the near future a central police intelligence and information centre on spectator violence, which will inter alia help and accelerate requests for international cooperation. Meanwhile, police officers within the national branch of Interpol are in charge of international co-operation and exchange in connection with football matches.

The smooth Czech-Polish co-operation in preparing for and during the Ski jump championship held in the Czech border city of Harachov can be mentioned as a good example.

#### **Article 5**

##### *Identification and treatment of offenders*

1. *The Parties, respecting existing legal procedures and the principle of the independence of the judiciary, shall seek to ensure that spectators committing acts of violence or other criminal behaviour are identified and prosecuted in accordance with the due process of the law.*
2. *Where appropriate, particularly in the case of visiting spectators, and in accordance with the applicable international agreements, the Parties shall consider:*
  - a. *transferring proceedings against persons apprehended in connection with violence or other criminal behaviour committed at sports events to their country of residence;*
  - b. *seeking the extradition of persons suspected of violence or other criminal behaviour committed at sports events;*
  - c. *transferring persons convicted of offences of violence or other criminal behaviour committed at sports events to serve their sentences in the relevant country.*



The Evaluation Team did not investigate the implementation of this Article. See pages 20 and 31-32 of the National Report.

## **Article 6**

### *Additional measures*

1. *The Parties undertake to co-operate closely with their appropriate national sports organisations and clubs, and where appropriate, stadium owners, on arrangements regarding the planning and execution of alterations to the physical fabric of stadia or other alterations, including access to and egress from stadia, necessary to improve safety and to prevent violence.*

As noted above, the Evaluation Team is aware of the clear and comprehensive plans drawn up by the Football Association in conjunction with the clubs and the Polish government for the physical upgrading of the stadia to make them easier to control, safer and more family friendly. The Polish authorities provided quite a lot of information on their plans and projects on this topic. Financial constraints prevent them from making as much progress as they would wish. However, the Evaluation Team observed that significant reconstruction had recently taken place or was currently being undertaken at all the stadia that it visited. It commends the Football Association for its long-term objective of removing perimeter fences (see Article 3. 4. (a) above).

The Evaluation Team notes with pleasure the emphasis being given to the introduction of security and safety systems, notably ticketing and entry control systems, control rooms and CCTV. It particularly welcomes the decision of the Ministry of National Educational and Sport to provide half the cost of CCTV systems (the other half to be met by the clubs). Such systems are invaluable both in the fight against disorder and in promoting spectator safety. They represent good value for money.

The Evaluation Team has already commented, under Article 3. 4 above, on the measures being taken to enhance safety management procedures and personnel and to promulgate and enforce requirements on these issues on match days. When resources are limited, these can provide a very considerable return for comparatively little expenditure. The Evaluation Team recommends that the Polish authorities at national and local level and the Football Association focus particularly on these issues as part of the next phase of the planned stadium improvements.

In addition to the modernisation of the stadia from the points of view of spectator safety and spectator control, it is advisable to do everything possible to provide supporters with attractive facilities in which they can feel comfortable and be entertained: the notion of good service from the club and stadium owner.

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 local safety commissions/departments in effect act as a licensing authority for each season or match (see the comments under 3.4.h.). There are general requirements based on the Buildings/Construction Act, which include fire, noise, light, etc regulations. There are also FA regulations, apparently based on those of UEFA. There are no specific state or nationwide regulations.

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 Evaluation Team notes the prominent role being taken by the Polish Football Association in promoting good behaviour and spectator safety at matches. It is also aware that it takes a responsible attitude to player misbehaviour.

**The Evaluation Team considers that Poland fulfils Article 6 of the Convention.**

### **Article 7**

#### *Provision of information*

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

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

**The Evaluation Team considers that Poland fulfils Article 7 of the Convention.**

### **General Conclusions**

1. One member of the Evaluation Team who had accompanied his national team to a match in Poland in 1993 was able to observe the considerable advances made by the Polish authorities, both public and football, in the preparation and organisation of football matches since then. They are to be congratulated on this progress.
2. The role of the National Safety Council in creating the conditions for a better control of hooliganism is obviously crucial. These conditions include the application of the law on the safety of mass participation events; the development and application of the safety management philosophy by clubs; and the improvement of stadia. The complementarity between national, regional and local applications is also exemplary.
3. The downside of this impressive efficiency is that it may encourage the local authorities and the football clubs to take a less proactive and partnership role in this effort, believing that the National Safety Council will do everything.
4. The police effort is thoughtful and comprehensive. That it is also effective is seen in the various statistical tables of offences and arrests given in the national report.
5. The Football Association is also thorough in punishing clubs for offences by their supporters, officials and players.

6. The main challenges in the view of the Evaluation Team include:
- a) to develop the stewarding concept for the welcome and control of supporters inside the stadium; this is a task which could be done by the National Safety Council and the clubs working together, as they have done for the Safety managers;
  - b) for the clubs to create the conditions so that the number of police in the vicinity of stadia on match days can be reduced;
  - c) for the stadia owners to develop high standards of customer care.
  - d) to accelerate the provision of closed-circuit television, command and control posts, and spectator entry control systems in all first and second league clubs;
  - e) to develop national standards for safety in stadia and for licensing of matches;
  - f) for clubs to develop a “code” of what is allowed and not allowed in each stadium; and to ensure that both home fans and visitors know the contents of the code;
  - g) to adopt more common procedures with regard to the policing of matches and punishments for offenders, including the use of banning entry to future matches;
  - h) to ensure that the local authorities monitor and enforce on match days the requirements of the clubs’ permits relating safety and security.

One way of accelerating these developments in Poland could be by Polish experts visiting other countries with long experience of the problems of hooliganism and the means of countering them.

## Appendix 1

### Members of the Evaluation Team

Mr John de Quidt (UK), Chair of the Standing Committee; Chief Executive of the Football Licensing Authority, London.

Mr Radim Bureš (CR), Vice-Chair of the Standing Committee; Deputy Director, Department of Crime Prevention, Ministry of the Interior, Prague.

Mr Will van Rhee (NL), Special Advisor to the Royal Dutch Football Federation, .

Mr George Walker, Head of the Sports Department, Council of Europe.

## Appendix 2

### Programme of the visit

5 November 2002

1400 – 1600	Meeting at the National Police Central Headquarters with General Rapacki and colleagues.
1600 – 1730	Meeting with the Under-Secretary of State of the Ministry of National Education and Sport, Dr Adam Giersz, and officials.
1900 – 2030	Working dinner with the Under-Secretary of State, the Rector of the University and others.

6 November 2002

MM de Quidt and van Rhee:

0900	Departure for Opoczno
1200 – 1300	Meeting with Local Authorities and directors of the Opoczno Football Club
1300 – 1600	Visit to the Polish Cup match Ceramika Opoczno vs Wisła Kraków Return to Warsaw

MM Bureš and Walker:

0945 – 1000	Meeting with the Under-Secretary of State
1000 – 1230	Meeting with Dr Mieczysław Bigowski, Chair, and members of the Executive Committee of the National Safety Council.
1345 – 1445	Meeting with Dr Aleksander Ronikier, Vice-President of the Polish Olympic Committee.
1445	Departure for Łódź
1715 – 1815	Meeting with Local Authority and directors of the Widzew Łódź Football Club.
1830 – 2100	Visit to the Polish Cup match Widzew Łódź vs Polar Wrocław.
2130	Return to Warsaw

7 November 2002

0730	Departure for Kielce
1030 - 1600	Participation in the National Conference on Safety at Sports Events.

1615	Departure for Ostrowiec
1715 – 1815	Meeting with Local Authority and directors of KSZO Ostrowiec Football Club.
1830 – 2030	Visit to 1st League match KSZO Ostrowiec vs Polonia Warsaw
2100	Return to Warsaw

8 November 2002

0900 – 1000	Evaluation Team meeting
1030	Excursion to Wilanów Palace and departure.

The Evaluation Team would like to record its gratitude to all those institutions, organisations, clubs and people that it met during the course of its visit. Everywhere, full co-operation was given and questions answered with knowledge and experience. We were also received everywhere with warm and generous hospitality.

Our particular gratitude goes to Dr Mieczysław Bigoszewski, Chair of the National Safety Council, under whose auspices the National Report was prepared. He also prepared our visit in a most competent manner and he accompanied us everywhere (remaining with the second group on 6 November). Without his infectious enthusiasm and his knowledge, our task would have been very difficult. The same applies to Mr Dominik Przybylski, from the sports department of the Ministry, who acted as our infallible interpreter at our meetings and guide to Polish culture.