

**STANDING COMMITTEE (T-RV)**

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



Strasbourg, 6 September 2019

T-RV(2019)16 FINAL

**Report of the consultative visit to Bilbao (Spain)  
host city for UEFA EURO 2020**

**Bilbao (Spain), 10-11 February 2019**

**Adopted by written procedure**

## Table of Contents

<b>PART 1 - National report of Spain</b> .....	<b>4</b>
<b>1. Legal framework</b> .....	<b>5</b>
1.1. Overview .....	5
1.2. Sports .....	5
<b>2. National structure</b> .....	<b>10</b>
<b>3. Review of incidents</b> .....	<b>13</b>
<b>4. Checklist</b> .....	<b>15</b>
<b>PART 2 - Report by the visiting team</b> .....	<b>16</b>
<b>Section A - Executive Summary</b> .....	<b>17</b>
<b>Section B - Visit Background and Explanation</b> .....	<b>20</b>
B.1 Structure of the report .....	20
B.2 Purpose of the visit.....	21
B.3 Visit itinerary .....	23
B.4 Council of Europe delegation.....	24
B.5 Supporting documentation .....	24
B.6 Status of the report .....	24
<b>Section C - UEFA EURO 2020 - Safety and Security Preparations</b> .....	<b>25</b>
C.1 Background information .....	25
C.2 Integrated approach to safety, security and service.....	25
C.3 Strategic co-ordination.....	27
C.4 Legislative and regulatory framework .....	27
C.5 Match observation.....	28
<b>UEFA EURO 2020 - Security</b> .....	<b>30</b>
C.6 Policing UEFA EURO 2020 .....	30
<u>1.</u> Basque Police (Ertzaintza) .....	30
<u>2.</u> Bilbao Local Police .....	32
C.7 International police co-operation .....	35

C.8 Counter-terrorism.....	36
<b>UEFA EURO 2020 - Safety.....</b>	<b>36</b>
C.9 Safety inside the stadium .....	36
C.10 Stadium safety management .....	38
C.11 Contingency and emergency planning .....	40
<u>1.</u> Regional level.....	40
<u>2.</u> Local level .....	41
C.12 Entry and searching arrangements .....	42
<b>UEFA EURO 2020 - Service.....</b>	<b>44</b>
C.13 Supporter liaison .....	44
C.14 Fan zones (organised and spontaneous).....	47
C.15 Community engagement .....	49
C.16 Racism and other types of discrimination .....	50
C.17 Tournament Media and Communication Strategy .....	51
C.18 Inclusiveness.....	51
<b>Section D - Concluding remarks and Draft Action Plan.....</b>	<b>52</b>
D.1 Concluding remarks .....	52
D.2 Draft Action Plan .....	53
D.3 Follow-up of visit: tools available at the European-wide level.....	62
<u>1.</u> Council of Europe .....	62
<u>2.</u> UEFA .....	62
<u>3.</u> European Union .....	62
<u>4.</u> European supporters' associations .....	63
<b>Appendix A – Saint-Denis Convention – Policy articles .....</b>	<b>64</b>
<b>Appendix B - Programme of the visit by the Standing Committee.....</b>	<b>68</b>
<b>PART 3 - Comments by Bilbao authorities.....</b>	<b>69</b>
1. Comments on Part 1: Spain's national report.....	70
2. Comments on Part 2: Report of the Council of Europe team .....	71

# **PART 1**

## **National report of Spain (Prepared by the Spanish NFIP)**

# SPANISH NATIONAL REPORT

**DATE:** 21-02-2019

---

## 1. Legal framework

### 1.1. Overview

First of all, we would like to mention that Spain has signed the new Convention on an Integrated Safety, Security and Service approach at Football Matches and other Sports events, which was open for signature in Saint-Dennis (France) in July 2016. Spain has already finished the procedure of ratifying the new Convention and will deposit the instrument of ratification on 2019.

The Spanish legal system has on the top the **Constitution of 1978**. The Kingdom of Spain is a social and democratic state of law that regards freedom, justice, equality and political pluralism as superior values. It also regards the parliamentary monarchy as the State political form, by clearly defining the distribution of powers between the executive, legislative and judicial powers, being the King the Head of the Spanish State. Spain is based on the indissoluble unity of the nation, recognizing and guaranteeing the autonomy of nationalities and regions.

The legislative power (Parliament) is composed of the Congress of Deputies and the Senate. The Congress of Deputies has 350 Deputies, elected every four years by all the Spanish citizens over 18 years old, and the elected Deputies will elect the Government (executive power) of Spain.

The Senate is for the representation of territories. Spain has 17 Autonomous Communities, each of them with their own Parliament and Government to deal with their own power, in order to apply the principle of subsidiarity of the EU, whereby citizen service must be given by the administration closest to the citizen. In this way, the Autonomous Communities give power to the local administration, the City Council.

The Article 2 of the Constitution talks about the indissoluble unity of the Spanish nation, the common and indivisible country of all Spaniards. It recognises and guarantees the right to autonomy of the nationalities and regions of which it is composed, and the solidarity amongst them all, it's developed in the Article 143 of the Constitution, regarding the exercise of the right to self-government recognised in the Constitution. Provinces with common historic, cultural and economic characteristics, island territories and provinces with historic regional status may accede to self-government and form Autonomous Communities.

### 1.2. Sports

Regarding the legal framework about Sports, it's stated in the Constitution, in Article 43.3: *“The public authorities shall promote health education, physical education and sports. Likewise, they shall encourage the proper use of leisure time”*.

Because of that mandate of the Constitution, a specific legislation on sport was developed over time:

**i) Law 10/1990, 15<sup>th</sup> October, on Sports:** the fundamental goal of this Law is to regulate the legal framework in which it is necessary to carry on the playing of sport under the auspices of the State. It's unnecessary to make use of a discourse on the legal nature of sporting activities. This is because playing sport is free and voluntary and its basis is in society. It is sufficient to affirm the mandate, expressed in article 43 of the Constitution and implicit in all of the text, to explain and justify that one of the most noble forms of promoting an activity is to become involved with it and the effects thereof, organise its development on reasonable terms, participate in the organisation of the same whenever necessary and contribute towards financing it. The sports phenomenon, as a free and voluntary activity, has two differentiated aspects: on one hand, the playing of sport by citizens as a spontaneous, committed and leisure activity or one with educational or health objectives; on the other hand, the sports activities organised through associative structures.

The sporting event, a phenomenon of masses, is increasingly more professionalised and commercialised. These different realities require specific forms of treatment. The aim of this Law is to set out certain objectives that are directly related to the aspects of sport stated above: encourage the playing of sport and arrange its functioning, when this transcends the Autonomous Community sphere, and recognise and facilitate sports activities organised through associative structures, regulate sporting events, considering them to be a progressively commercialised activity.

In referring to the contents that must contribute towards setting out the stated objectives, it is necessary to assert that this Law is a text that regulates sport, and that its general principles specify the treatment recognised to physical education. This forms part of the integral education of the individual and, therefore, as a substantial part of the educational system, there must be laws and regulations of an educational nature, which regulate this topic without discrimination or marginalizing.

The Law 10/1990, 15<sup>th</sup> October, on Sports, regulates the following aspects: the general principles, whose main objective is the organization of sports, in accordance with the competences that lie with the State Administration:

- The Higher Sport Council, as an autonomous body of an administrative nature integrated in the Ministry of Culture and Sport. It develops the activity of the State in the sports.

- Sports Associations classified into Clubs, Groupings of Clubs at a State level, sports promotion entities at State level, Professional Leagues and Spanish sports Federations. Sports Clubs, considered to be private Associations, are made up of private individuals or legal person whose object is the promotion of one or several sports modalities.

- Spanish Sports Federations, private entities, with their own legal personality, whose sphere of activity extends to the whole of the State territory, in the undertaking of the competences that are particular thereto, being made up of sports Federations of an autonomous nature, sports clubs, sportsmen and women, technical staff, umpires and referees, professional

leagues, should there be any, and other interested groups that promote, practice or contribute towards the undertaking of the sports.

- Professional Leagues are established in the Spanish sports Federations where there is official, state and professional competition, which are exclusively comprised of all the clubs that participate in that competition on an obligatory basis.

- Sports promotion entities of a state scope are the associations of Clubs or Entities whose exclusive purpose is the promotion and organisation of physical and sports activities, with leisure, training or social purpose.

- Rules of Competitions aim at classifying the sports competitions.

- The Spanish Olympic Committee and the Para-Olympics Committee are non-profit making associations and the object consists of the development of the Olympic movement and the publicising of Olympic ideals.

- Top Level Sport is considered to be the sport practice and allow for a sports engagement with the guarantee of maximum performance and competitiveness at international level.

- Control of prohibited substances and methods in sport and safety in the playing of sport are in conformity with the terms set out in the International conventions signed by Spain.

- Prevention of violence at sporting events: the State Commission against Violence at Sporting Events is made up of representatives of the State Administration, the Autonomous Communities and Local Authorities, the Spanish sports federations or professional leagues that are most affected, associations of sportsmen and women and persons of recognised standing in the field of sport, security and safety.

- Sports facilities: planning and construction will be carried out in the form that benefits their utilisation for multiple sports, taking account of the different sporting modalities, the maximum time availability and the different levels of practice of the citizens.

- Sports Discipline: is pertinent when dealing with activities or competitions of a State scope or international scope, as applicable, or that affect the participants. It is extended to the infringements of the rules of the game or competition and the general sports rules classified under this Law, in its provisions for implementation and in the statutes or regulations of sports clubs, professional leagues and Spanish sports authorities.

- Extra-judicial conciliation in sports: the issues in litigation of a legal-sports nature that are raised or that may be raised amongst the sportsmen and women, technical staff, referees or umpires, sports clubs, members, Spanish sports federations, professional leagues and other interested parties, will be settled by means of the application of the specific formulae of conciliation or arbitration, on the terms and under the conditions of the State legislation concerning the matter.

**ii) Law 19/2007 against violence, racism, xenophobia and intolerance in sports**: the core of this law are the measures to eradicate and stop violence, racism, xenophobia and intolerance in sport, like encourage fair-play, maintaining public order and citizen security,

sport discipline at national level and establishing sanctions for organizers and spectators and eliminate racism and discrimination.

The scope of application of this law is the official state sports competitions or the ones organized or authorized by Spanish Sports Federations.

Its structure and most important topics are the following:

- Definitions of aims and violent behaviour and racist acts: this part the law makes a descriptions of violent acts like taking part in fights, public disorder, display racist, xenophobe or intolerant symbols. It's important to take note that the law punishes these acts, when occurring on the occasion of a sports competition either if they take place in the stadium, its surroundings or in the way to the stadium.

- Title one, in chapter 1, regulates the responsibility and obligations of the organizers (clubs, professional leagues and sports federations), including measures to avoid violent, racist, xenophobe and intolerant behaviour in sports, consumption and sale of alcohol forbidden inside the stadiums and the civil liability of the organizers.

- Chapter two deals with the obligations of the spectators and provides a definition of the forbidden behaviour to access and stay in a sports event, like for example throwing of objects or jumping into the pitch, consumption of alcohol, entering without tickets, fighting with other people or singing racist songs, amongst others. In general, spectators must respect the internal rules of the organizers.

- Chapter three is about Police security measures like the control and surveillance measures, the Register Book on supporters' activities, declaration of high-risk matches, control of ticket sale and access to the stadium, special measures in specific matches, new obligations and the role of the match commander.

- Chapter four deals with the possibility of cancelling a match and evacuating the stands totally or partially, a decision taken by the referee and the match commander, in communication with each other. After this in Chapter five the law sets measures of coexistence and integration in sports, with information measures, rules of the play, volunteers against the violence.

Chapter six regulates the State Commission against violence, racism, xenophobia and intolerance at sports events, its composition and functions.

Title two regulates the infringements of organisers, spectators and other people. These infringements are classified as minor, serious and very serious.

Regarding sanctions, the Law sets the following:

- 1- Financial sanctions: from 150 to 3.000 Euros in the case of minor infringements; from 3.001 to 60.000 Euros in case of serious infringements; and from 60.001 to 650.000 Euros in case of very serious infringements.
- 2- Banning orders: from 1 to 6 months in the case of minor infringements, from 6 months to two years, in case of serious infringements, and from 2 to 5 years in case of very serious infringements.



3- Other sanctions (organisers): disqualification to organise sports events up to two months or two years and temporary closure up to two months or two years, in both cases depending on the infraction, either it is serious or very serious.

iii) **Royal Decree 203/2010, 26th February, by which the Regulations on prevention of violence, racism, xenophobia and intolerance in sport are approved.** It develops Law 19/2007.

iv) **Royal Decree 748/2008, 9th May, on the State Commission against Violence, Racism, Xenophobia and Intolerance at sports events,** develops the Commission, its functions and internal organization. The Chairmanship is shared by the Ministry of the Interior and the High Council of Sports, so that each football season the Commission is chaired by one of them whereas the other takes the Vice chairmanship.

The Plenary of the Commission comprises 33 members:

- 4 members of Ministry of Culture and Sports
- 7 members of Ministry of the Interior
- 1 member of Ministry of Labour and Immigration
- 1 member of Ministry of Health
- 1 Prosecutor
- 3 members of Autonomous Communities
- 3 members of Local Authorities
- 3 members of Spanish Football and Basketball Federations
- 2 members of Professional Leagues
- 3 members from Supporters Organisations
- 2 members of Sportsmen/women Associations participating in professional competition
- 3 renowned people on the matter, 2 of them, representing the referees and sport journalists
- 3 renowned people on the matter representing the Supporters organisations

The ordinary work is made by the Standing Commission, which meets every week during the football season, and it is composed of eleven members.

v) **Law 5/2014, 14th April, on Private Security.**

vi) **Law 15/1999, 13th December, on Personal Data Protection,** modified in 2018 to comply with EU Regulation.

vii) **Law 4/2015, 30th Mars, on the Public Security.**

In the case of the Basque Country, there is some specific legislation: the **Statute of Autonomy of Guernica**, from 1979, emanates from the Constitution as a basic institutional rule for the Basque Country (Euskadi) in order to establish a parliamentary form of government.

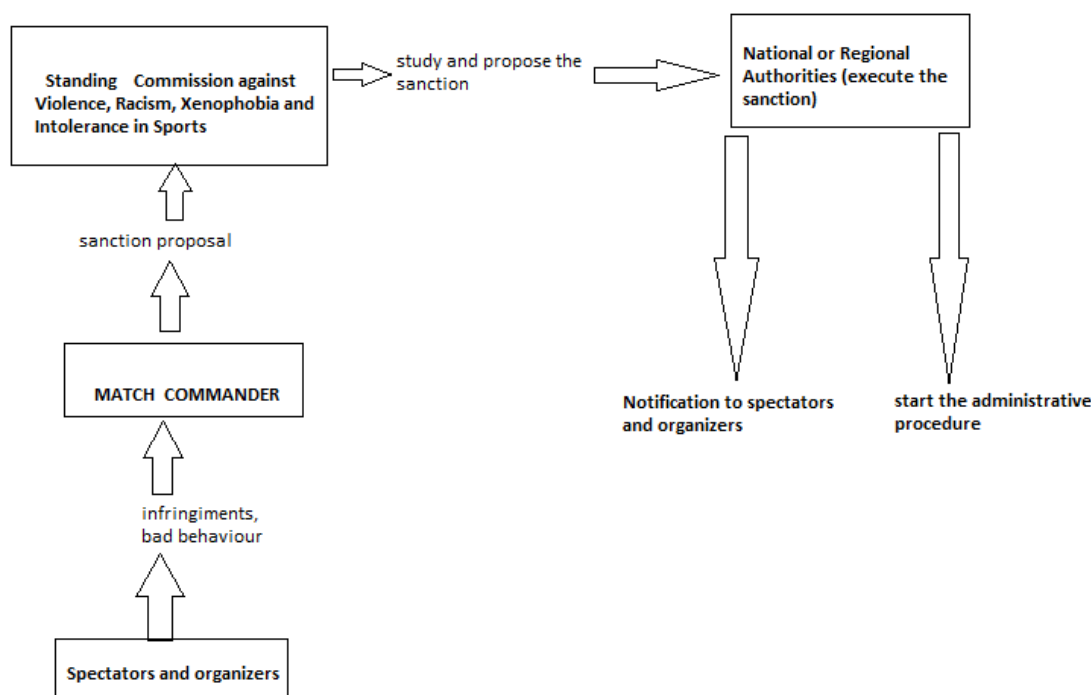
This Autonomous Community has powers in some aspects of Public Security, whereas other matters of public security are assumed by National Police or Guardia Civil.

The specific legislation in Basque Country is the following:

- i) **Law 15/2012, 28<sup>th</sup> June, for the Organization of Euskadi Public Security System**, that establishes the guiding principles, the public security authorities and the cooperation and coordination instruments.
- ii) **Law 10/2015, 23<sup>rd</sup> December, on Public Events and Recreational Activities**, which is complementary to the sports law; every Autonomous Communities has his own Public Events legislation.

## 2. National structure

The most important institution is the State Commission against Violence, Racism, Xenophobia and Intolerance at Sports Events. It is a collegiate institution who proposes and implements active policies against violence, racism, xenophobia and intolerance in sports events. It can also carry out studies on the matter. Its main function is to propose for sanction the infringements to the Law 19/2007.



The Standing Commission against Violence, Racism, Xenophobia and Intolerance in Sports Events assumes the functions in the daily work of the State Commission. The Chairmanship is shared by the High Council for Sports and the Ministry of Interior every football sport season. The Secretary is a member of the High Council for Sport. This body gathers representatives of the Ministry of Culture and Sports, Ministry of Interior, Public Prosecutor, Professional Leagues, Spanish Federations and National Police represented by the NFIP, because National Police has the competence on international police cooperation.

The NFIP in Spain is the central office for the following tasks: coordination and support to the National Match Commander Network; elaborate quarterly and annual reports about incidents, racism, Ultra groups, Stadia facilities and UCOs (Control Room); coordinate and develop training courses; management of police files; monitoring Stadia and UCO (control room)

conditions; and liaison with the State Commission against violence, racism, xenophobia and intolerance in sports.

The Law 19/2007, 11 July, Against the Violence, Racism, Xenophobia and the Intolerance in Sports regulates the Match Commander, (article 14), as well the Royal Decree 203/2010 (articles 54 to 61). The Match Commander is appointed by the Government Delegate in each territory, except in Basque Country and Catalonia, where they are appointed by Autonomous Authorities and they must belong to the regional police forces, respectively, Mossos D'Esquadra and Ertzaintza, but all of them depend on the General Match Commander, who is the Head of the NFIP.

The Match Commander is a Police Officer, one per team, in the First, Second (Professional Football competition) and Second B football competition as well as in the First category of Basketball. His/her principal functions are the following: management, coordination and organization of the security services on the occasion of sporting events, outside and inside the stadia.

Outside the Stadia he/she manages the police operation, requires to the club security service to carry out the access controls, supervises the ticketing system and recommends measures for an orderly access.

Inside the stadia he/she manages the UCO (Control Room), previous supervision of the stadia, checks that organisers comply with laws and regulations, orders to remove banners or prohibited symbols, keeps in contact constantly with the different police units responsible and identifies violent supporters using the CCTV system.

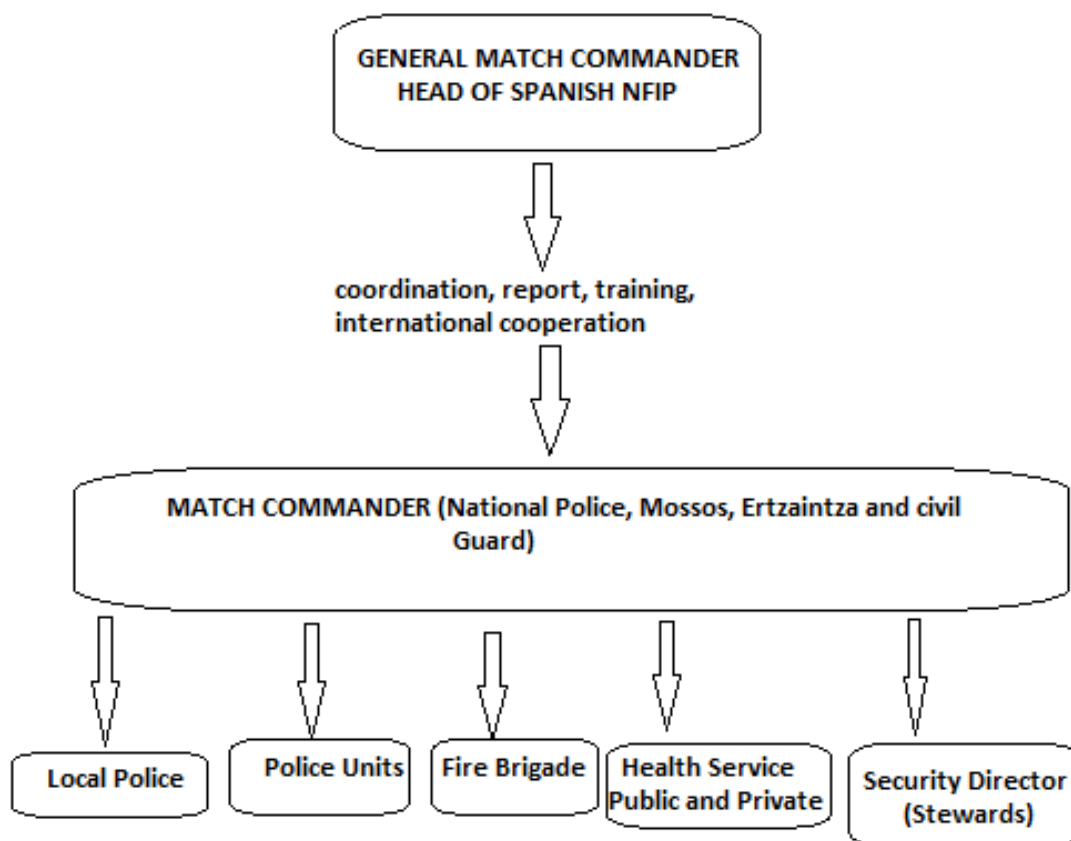
All the records of the CCTV are part of a police file and according to Law 15/1999, 13<sup>th</sup> December, on Protection of Personal Data, these records will be used only for the purposes for which they were requested, and they will be deleted in one month if they are not or no longer necessary for investigation.

The Match Commander is the head of the other stakeholders involved in a match. Other important part is the Local Police, which have the control of traffic before, during and after the matches. In Spain, every club must have a Security Director, who is member of the club and manages the private security services (stewards) he has a close relationship with the Match Commander.

The Fire Brigade and emergency services must inform of all the incidents. In Spain, every club must pay for a private health service inside the stadia. Outside the stadium, local authorities organise a public health service, to provide support, among others, in case of evacuation of the stands.

The Match Commander prepares all the documentation of the match: Previous meeting, Match Form, Incident Form, Questionnaire with the numbers of every service working, and a video recording form if necessary.

Match Commander scheme:



This is the national structure in Spain. The rules and the legislation are the same in the sports events. The only difference is that in Basque Country and Catalonia, the Match Commander is chosen by the Government of Autonomous Communities, and in the rest of Spain is chosen by the representative of the National Government in every territory.

This is the number of Match Commanders in First and Second Division in La Liga competition during season 2018/19:

<i>Season 2018/19</i>	<i>National Police</i>	<i>Mossos D'Esquadra</i>	<i>Ertzaintza</i>	<i>Guardia Civil</i>
<b>1st Division</b>	13	3	4	0
<b>2nd Division</b>	19	2	0	1
<b>TOTAL</b>	<b>32</b>	<b>5</b>	<b>4</b>	<b>1</b>

Number of matches played in Spain in season 2017/18:

<i>Season 2017/18</i>	<i>La Liga</i>	<i>King's cup</i>	<i>UEFA Champions League</i>	<i>UEFA Europa League</i>
<b>1st Division</b>	380	23	19	15
<b>2nd Division</b>	420	8	0	0
<b>TOTAL</b>	<b>800</b>	<b>31</b>	<b>19</b>	<b>15</b>

In conclusion, and related with the next point (review of incidents), in Spain, during season 2017/18 **865** matches were played, of which **34** are international competitions, which means **3,79 %** of the total. The more serious incidents occurred in these international competitions.

### 3. Review of incidents

Human resources used during the season 2017/2018 in Spanish Football competition were as follows:

Institution	Season 2017/18		Total
	1st División	2nd División	
National Police	15.594	7.984	23.578
Civil Guard	329	179	508
Mossos and Ertaintza	4.413	0 *	4.413
Local Police	7.471	3.358	10.829
Stewards and Guards	48.913	14.826	63.739
Public Health	4.058	995	5.053
Private Health	9.335	4.771	14.106
Volunteers	907	69	976
<b>Total</b>	<b>91.020</b>	<b>32.182</b>	<b>123.202</b>

During that season, the Mossos d'Esquadra and Ertaintza did not provide service in Second Division football competitions as in those territories there were no teams playing in this category.

#### Statistics of incidents during the last football season in Spain, IN and OUT of the Stadia

As it can be observed, the most serious incidents happened on the occasion of international matches. It must be outlined that, as most of the sanctions imposed to the abroad offenders are administrative ones, the sanctioning procedure cannot be carried out, which unfortunately results in a lack of sanction to them.

Reasons	Season 17/18		
	IN	OUT	Total
Fights and Public Disorder	195	265	460
Pitch invasion	13	0	13
Throwing objects	8	3	11
Weapons or other dangerous objects	8	6	14
Banned banners (incite violence)	7	0	7
Damage	12	0	12
Firecrackers, flares or smoke bombs	21	3	24
Alcohol consumption	40	0	40
Drugs consumption	83	0	83

<b>Assaulting or insult against Police or Stewards</b>	98	52	150
<b>Unseemly behaviour</b>	2	0	2
<b>Racist / Xenophobia act</b>	6	1	7
<b>Others</b>	55	3	58
<b>Sanctions to club and organizers.</b>	75	0	75
<b>Bars and restaurants</b>	1	0	1
<b>Total</b>	624	333	957

The number of arrested (Criminal Law) and expelled (Law 19/2007) persons is as follows:

<b>Season 17/18</b>	<b>Arrested</b>	<b>Expelled (Stadia)</b>
<b>1st Division</b>	26	164
<b>2nd Division</b>	18	122
<b>Champions League</b>	10	17
<b>Europa League</b>	22	15
<b>TOTAL</b>	<b>76</b>	<b>318</b>

Number of high risk matches in the two previous seasons:

	<b>Season</b>	
	<b>16/17</b>	<b>17/18</b>
<b>1st Division</b>	17	14
<b>2nd Division</b>	2	17
<b>Champions League</b>	14	13
<b>Europa League</b>	7	6
<b>Total</b>	<b>40</b>	<b>50</b>

A high-risk match involves an important increase in human resources, both public and private. As it can be observed, most of the international matches were declared as high-risk matches.

In the specific case of the host city of Bilbao, the most relevant incidents, inside and outside San Mamés Stadium, in the last seasons were:

- ❖ **Athletic Club de Bilbao vs PSG (29/06/2011)**: street riots occurring in Bilbao and inside the stadium, too. Because of such riots, several people were injured, one of them was seriously injured. Thirteen people were arrested in several police actions;
- ❖ **Athletic Club de Bilbao vs Locomotive (23/02/2012)**: several fights between fans outside the stadium. Several people were injured, and four people were arrested;
- ❖ **Athletic Club de Bilbao vs Manchester United (15/03/2012)**: a large crowd of people tried to force their way into the stadium through two of the access gates where they were neutralised. Two persons were arrested. Ten minutes after the match was over, a person who jumped onto the field was neutralized by the private security staff;
- ❖ **Athletic Club de Bilbao vs Schalke 04 (05/04/2012)**: during the match the German fans yelled insults and tried to attack the Athletic de Bilbao supporters, and such attacks

were neutralised by the Ertzaintza police officers. After the match, several riots occurred. One of the Athletic de Bilbao fans died by the impact of a rubber ball;

- ❖ **Athletic Club de Bilbao vs Olympique de Marseille (25/02/2016)**: prior to the match, several violent fights between fans of both teams occurred on the streets of Bilbao. Five people were arrested;
- ❖ **Athletic Club de Bilbao vs M.S.K. Zilina (27/08/2015)**: at the end of the match, several objects were thrown at the Ertzaintza police officers, one person was arrested. A report was drafted on fake ticket selling;
- ❖ **Athletic Club de Bilbao vs Partizan (05/11/2015)**: a group of people tried to attack several visiting supporters, such group of people were neutralised by police officers;
- ❖ **Athletic Club de Bilbao vs FC Dinamo de Bucuresti (03/08/2017)**: inside the stadium, the Romanian fans lit a pyrotechnic device and several smoke canisters. After the match, in the vicinity of the stadium, a group of local fans tried to attack a group of visiting supporters. No-one was injured because of the rapid action of the police;
- ❖ **Athletic Club de Bilbao – Hertha BSC (23/11/2017)**: several fights between fans of both teams occurred;
- ❖ **Athletic club de Bilbao vs FC Spartak Moscow (22/02/2018)**: riots between supporters of both teams occurred. They were intercepted by police officers. Several weapons and dangerous items were seized. One of the Ertzaintza police officers died due to a health problem; and
- ❖ **Athletic Club de Bilbao vs Olympique de Marseille (15/03/2018)**: three visiting fans were arrested inside the stadium for attacking a private security officer.

#### 4. Checklist

Spanish Constitution establishes that any International Treaty legally adopted by Spain and officially published in Spain will be part of the domestic law. Spain became the 19<sup>th</sup> member of the Council of Europe on 24<sup>th</sup> of November 1977.

Regarding sports, the most important international treaties are the following:

- August 19<sup>th</sup>, 1985, **European Convention on Spectator Violence and misbehaviour at Sports Events and in particular at Football Matches** (STE N° 120), Signed on 03/02/1986 and ratified on 16/07/1987;

- November 16<sup>th</sup>, 1989: **European Anti-Doping Convention**, signed on 16//11/1989 and ratified on 20/05/1992;

October 6<sup>th</sup>, 2014: **Convention on the Manipulation of Sports Competitions**, signed on 07/07/2015; and

- July 3<sup>rd</sup>, 2016: **Council of Europe Convention on an Integrated Safety, Security and Service at Football Matches and other sports events** (Saint-Denis Convention), signed by Spain on 23/05/2017.

Accomplishing our international obligations in this field, Spain sends every year the checklist of Appendix D of the Recommendation 2015/1. It should be mentioned that in the organisation of the sport competitions under the scope of Law 19/2007, an integrated approach is intended, integrating safety, security and service criteria, in close cooperation with all stakeholders involved (either public or private) at all venues, including teams, spectators (local and visiting), local residents and any staff involved.

Madrid, 21<sup>th</sup> of February 2019.

## **PART 2**

**Report by the visiting team**

**Bilbao, 10-11 February 2019**



## Section A Executive Summary

In the framework of the Action Plan of the Working Group on the Safety, Security and Service preparations for UEFA EURO 2020 and the formal request of the Spanish delegation, the Council of Europe Standing Committee on the Spectator Violence Convention (T-RV) carried out a visit to Bilbao (Spain), as one of the 12 hosting cities of UEFA EURO 2020, under the Compliance with Commitments (CwC) project, aimed at proposing recommendations in respect of the safety, security and service arrangements in connection with UEFA EURO 2020 matches and assess the status of the preparations for this event. Bilbao is the only hosting city of UEFA EURO 2020 in the Iberian Peninsula.

Bilbao was the third city to host such a visit (out of six visits planned for the period of 2018-2019) and by this showed their openness to engage with the Council of Europe experts' team in a proactive way in order to address their challenges regarding the implementation of an integrated approach to safety, security and service at football matches and other sport events, especially in the light of hosting UEFA EURO 2020 fixtures.

The visit was organised by the Spanish National Football Information Point (National Police) in close cooperation with the Regional Basque Police Force (Ertzaintza), and took place between 10 and 11 February 2019, in Bilbao.

Because the visit was prepared in a rather short notice – less than one month –, along with the need to coordinate the drafting of the report between the Spanish NFIP and the Bilbao authorities and the limited resources available at the level of the NFIP, the hosts were unable to deliver the Spanish national report in English version prior to the visit. The report was duly provided on the 21<sup>st</sup> of February 2019, along with other pieces of relevant legislation (e.g., the Spanish Constitution and the 1990 Sports Act).

The aim of this visit was planned to evaluate the state of preparations of Bilbao for UEFA EURO 2020 and to review the current safety, security and service policies in Bilbao regarding football matches and other sports events in the framework of the new Convention CETS No. 218 and its recommendations.

It must be emphasised that this visit is different from the previous and following ones that are part of the above-mentioned Action Plan. This was a visit held in the context of the safety, security and service preparations for UEFA EURO 2020 in the host city of Bilbao, aiming at supporting the local and regional Basque authorities in their preparations. Even if this report comprises a national report prepared by the Spanish NFIP, its scope is not to monitor the situation in Spain as regards the compliance with the Council of Europe's standards or their efforts to accede to the 2015 Convention.

A visit was duly organised for 10-11 of February 2019. This report and its recommendation report the outcome of that visit. For ease of reference, the term "football events" is used throughout the report. However, the delegation's observations and findings can also be applied to other major and international sports falling within the scope of the Convention.

Section C of the report is aiming at assessing the current level of preparation in Bilbao as regards the UEFA EURO 2020 matches mirroring them with the core principles and outcomes enshrined in each of the policy articles contained in the Convention. Full account is also taken

of the established good practices on safety, security and service contained in the Standing Committee Recommendation Rec (2015)1.

The delegation would like to thank the organisers of the visit for ensuring that the delegation was able to meet with, inter alia, high level representatives of the Basque Government, Ertzaintza (Basque Police), DAEM (Emergency and Meteorological Service), Osakidetza (Basque Health Service), City Council of Bilbao, Athletic Club de Bilbao, Spanish National Football Information Point, along with a number of key practitioners, including club security officers and managers. The meetings were supplemented by visits to the “San Mamés” Stadium in Bilbao and observation of the stadium safety and security arrangements and policing operations in connection with “La Liga” match Athletic Bilbao vs. Barcelona.

The report stresses that the aim of the visit was not to criticise, but rather to support the authorities and other relevant stakeholders in Bilbao to develop and implement a strategy designed to demonstrate compliance with the Convention and provide a safe, secure and welcoming environment at football matches during UEFA EURO 2020 and beyond.

The main conclusion set out in the report is that the Bilbao local authorities are well advanced in their safety, security and services preparations for UEFA EURO 2020 matches, but complacency shouldn't be allowed to kick in. Special attention should be paid to preparing for mitigating the risks associated with troublesome fans that might travel to and attend the fixtures played in Bilbao during the above-mentioned major tournament. This conclusion is reflected throughout the report and its 30 recommendations. These recommendations are set out in the form of a draft action plan which highlights, inter alia, the need for:

- strategic and operational coordination with the national authorities;
- promotion of the dialogue policing concept in relation with the fans attending UEFA EURO 2020 matches, including the full use of fan embassies, SLO's of the participating teams and foreign languages speaking personnel;
- improved stadium safety certification and stadium safety management operating arrangements;
- an obligation for all stadia hosting professional football matches to have a designated, trained and assessed as competent stadium safety officer, tasked with responsibility for all in-stadia safety and security;
- the implementation of the supporter liaison officer concept;
- a review of policing football operations to ensure that strategic and tactical decisions reflect established European good practice;
- adequate resourcing of the NFIP structure.

The delegation fully recognises that the recommendations contained in this report represent a significant number of work streams and that it will take time to define, adopt and implement the necessary actions.

The delegation would therefore like to stress that the Standing Committee is wholly committed to provide the governmental and football authorities, and other competent agencies in Bilbao with further support to meet the challenges that lie ahead (including technical assistance and expertise), recalling the list of training and other technical assistance tools that the Council of Europe and observers can deliver (see Section D.3 of this report, on the tools currently available at the European-wide level).

The San Mamés stadium in Bilbao has hosted many prestigious events since its opening, including the European Rugby Champions Cup Final. The city has also been the host of many cultural events including the 2018 MTV European Music Awards. All the planning documents and the debriefing of the safety and security operations of the Rugby Final are being used by the local and regional authorities as a reference for the planning of UEFA EURO 2020.

In conclusion, the delegation would like to put on record its gratitude for the willingness of all parties met during the visit to engage in open discussion and welcomes the commitment expressed to share experiences and expertise with their European counterparts.

The delegation would like to thank all the colleagues in Bilbao for their hospitality and much appreciated help and support throughout the visit.

The fact that the Council of Europe invites its observers, namely UEFA and the supporters associations like SD Europe and FSE in such monitoring activities, not only sends to the hosting countries a message of the importance of a multi-agency public-private integrated approach among these stakeholders at the pan-European level around common standards but also increases legitimacy and improves quality and coherence of their deliveries to support the country implementing those standards in the follow-up.

\*\*\*

## **Section B Visit Background and Explanation**

### **B.1 Structure of the report**

In addition to the executive summary (Part 2, Section A), this report comprises four sections and two appendices, which together provide the main observations and recommendations of the visit (hereafter described as the “visit”) undertaken in February by a delegation of the Council of Europe Standing Committee of the Convention on Spectator Violence (hereafter described as the “delegation”).

The Section B in Part 2 provides essential background to, and an explanation of, the visit and its purpose, while Section D summarises the report’s key conclusions in a draft action plan designed to assist, and to be completed and updated by the authorities in Bilbao and sent subsequently to the secretariat of the Standing Committee, as well as gives a new list of technical assistance tools that are available at the European-wide level and from which the hosting country can benefit when implementing the action plan.

This action plan highlights the 30 recommendations, each of which is allocated a priority status of "essential", "important" or "desirable". This terminology is used to indicate the relevance of each action in demonstrating compliance with the 2016 Council of Europe Convention on an integrated safety, security and service approach at football matches and other sports events (also called Saint-Denis convention and identified as CETS No. 218 in the Treaty Office Register) and established European good practices.

The recommendations also take account of the good practices on safety, security and service set out in the Recommendation Rec (2015)1 of the Council of Europe Standing Committee on the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (hereafter described as the “Standing Committee”) and other complementary European good practices.

For ease of reference, the term “football events” is used throughout the report, however, where appropriate, the delegation’s observations and findings can also be applied to other major national and international sports events designated by the Bilbao authorities as falling within the scope of the Convention.

The fact that the Council of Europe invites its strategic observers before the T-RV Standing Committee, namely UEFA and the supporters associations like SD Europe and FSE in such monitoring activities not only sends to the hosting countries a message of the importance of a multi-agency public-private integrated approach between these stakeholders at the pan-European level around common standards but also increases legitimacy and improves the quality and coherence of their deliveries so as to support the country to meet those standards in the follow-up.

## B.2 Purpose of the visit

The Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events (hereafter described as the “Convention”) was opened for signature in Paris during the European Football Championships in July 2016. Spain became a signatory of the new Convention in May 2017 and, in so doing, demonstrated a commitment to ratify and implement its Articles and, prior to ratification, to act in a way that is consistent with, and does not undermine, the core principles and outcomes set out in its eleven policy Articles. Bilbao local authorities followed this up with a request that the Standing Committee would undertake the visit, formally expressed during UEFA EURO 2020 subgroup meeting held on the 4<sup>th</sup> of December in Strasbourg.

The aim of this visit was planned to evaluate the state of preparations of Bilbao for UEFA EURO 2020 and to review the current safety, security and service policies in Bilbao regarding football matches and other sports events in the framework of the new Convention CETS No. 218 and its recommendations. Unlike the previous ones to Azerbaijan and Hungary, this was not a consultative visit to Spain to assess this country’s preparations for the competition or for ratifying the Saint-Denis Convention, even if this report comprises a national report, prepared by the Spanish NFIP.

Since the opening for signature of the Convention in 2016, the Standing Committee decided to base its visits on the core articles of this new Convention (Articles one to Article 11), to help the visited countries to prepare their ratification and future implementation, even if they have yet to sign or ratify it.

The delegation was aware from the outset that during such a short visit it would not be possible to conduct an in-depth assessment of every aspect of the safety, security and service arrangements in connection with football events in Bilbao.

Amongst the 12 hosting cities of UEFA EURO 2020, Bilbao is a hosting city but not the capital of the hosting country, along with Saint-Petersburg. This raises specific challenges in terms of coordination and communication between the stakeholders at the local, regional and national levels. Another challenge is to ensure that the visit of the Council of Europe encompasses the update of the preparations by the hosting city with the assessment of the implementation of the Convention at national level.

Unfortunately, the Spanish National High Council of Sports – representing the sports sector at the national strategic level could not be present in this visit. The absence of this agency, the limited time of the visit (one and a half day), the fact that it did not take place in the capital city and the lack of previous background information that should be provided by the national report, were all factors that limited the capacity of the visiting team to address nation-wide subjects like the national coordination structures, the national strategy and legislation, as well as the international police cooperation, not to mention the analysis of the level of alignment of Spain with the policy articles of the Saint-Denis Convention and the good practices enshrined in the 2015 Recommendation.

Having in mind this situation, the visit was almost exclusively focused on the local and regional approach: the safety and security planning of the hosting city Bilbao and the Basque Government agencies for the tournament UEFA EURO 2020.

The visiting team acknowledges the friendly, open and transparent attitude of the host delegation. The team further highlights the excellent organization and holding of the visit, specially taken into account that the visit started to be planned less than one month before.

The aim of the visit, i.e. the evaluation of the state of safety, security and service preparations of Bilbao for the tournament, was met due to the fact that the regional and local authorities delivered comprehensive presentations on the general and particular aspects of the organization and planning of the different strategies, both at regional and local levels: policing; mobility and traffic; medical emergency; civil protection and meteorological service; management and operation of the stadium and its vicinity; role of the local community; and communication and dialogue with supporters.

Over the last years, Bilbao has accumulated relevant experience in the organization of international major events, be it sporting or cultural ones. For instance, last year, San Mamés Stadium in Bilbao hosted the European Rugby Champions Cup Final and the Bizkaia Arena (Bilbao Exhibition Centre) hosted the 2018 MTV European Music Awards. All the planning documents and the debriefing of the safety and security operations of the Rugby Final are being used by the local and regional authorities as a reference for the planning of UEFA EURO 2020.

In the opening session, the Vice-Minister of the Basque Government emphasised the importance of UEFA EURO 2020 for the city of Bilbao and for the Basque Autonomous Community. He recalled that Bilbao was awarded the [best European city in 2018](#) by the Academy of Urbanism. Bilbao is also the economic capital of the Basque country and it was given the 10/10 mark by the OECD in terms of security.

As a general statement, the Council of Europe team acknowledged that the Bilbao and Basque authorities are well advanced in the safety and security planning for the competition, even if we are 16 months ahead of the event and the planning will be regularly updated, notably when the national teams that will play in Bilbao will be known.

Besides two plenary meetings with the above-mentioned Spanish stakeholders at San Mamés Stadium, the visiting team visited the premises of the stadium and attended a League match between Athletic Club Bilbao and F. C. Barcelona. Due to the historic background, this was considered a low risk match and there were only 500 non-risk supporters from Barcelona attending this match. Nevertheless, before and during the match, the visiting team had the opportunity to carry out a general assessment of the dynamics of the stadium safety and security management and operations, guided by the police coordinator of the match.

Prior to the visit, the hosts provided the delegation with English language version of the Annex D - Checklist filled in by the Spanish NFIP.

The delegation also recognises that, during the visit, some questions or remarks might have been misinterpreted. However, the delegation can only comment on what it was told and on the field observations, which may or may not be fully indicative of the wider situation in Spain.

In submitting this report, the delegation wishes to stress that its purpose is not to criticise, but to support the authorities and other relevant stakeholders in Bilbao through the provision of external and expert observation in respect of football safety, security and service.

This is important as safety, security and service arrangements are and must remain the preserve of each national State. This report and any subsequent advice are not intended to undermine that core principle.

Moreover, the delegation fully acknowledges the wide variations in the constitutional, judicial, policing, cultural and historical circumstances, and the equally varied character and severity of football-related incidents and risks, which exist among and within each national State. This precludes universal application of definitive models of good practice. The reality is that the wide range of established good practices set out in the Recommendation Rec (2015)1 invariably needs to be customised to meet national imperatives and circumstances.

### B.3 Visit itinerary

Whilst the duration of the visit was short and focused exclusively on Bilbao, the visit organisers provided a meaningful itinerary comprising a series of meetings with representatives at the local, regional and national levels:

- i) Basque Government:
  - a. the [Vice-Minister of Security](#)
  - b. the [Basque Police](#) (Director, Chief of Bizkaia province and Heads of Public Security and Public Order)
  - c. the Basque Civil Protection and Meteorological Department
  - d. the Basque Medical Emergency Service
  
- ii) City of Bilbao:
  - a. [City Council of Bilbao](#):
    - i. the Counsellor for Security and Safety
    - ii. the [Municipal Police](#) of Bilbao (Public Security, Mobility and Traffic Divisions)
  - b. Local club: the general-secretary of [Athletic Club Bilbao](#)
  
- iii) National level:
  - a. National Police ([National Football Information Point](#))
  - b. [National Football Association](#)
  - c. [Football League](#), and
  - d. two of the most representative national football supporters' organisations:
    - i. [Aficiones Unidas](#) (United Fans)
    - ii. [FASFE - Federación de Accionistas y Socios del Fútbol Español](#) (Association of Spanish Football Shareholders and Members).

## **B.4 Council of Europe delegation**

The delegation was composed of:

- a) Standing Committee delegation:
  - 1. Mr. Adrian Dinca, Chair of the Standing Committee, and rapporteur for the visit
  - 2. Mr. Martin Schlosser, Bureau member, Head of the Austrian NFIP
  - 3. Ms. Germana Ansini, Member of the Standing Committee, Italian NFIP
  - 4. Mr. Ken Scott, Sports Ground Safety Authority, United Kingdom (only on day 1)
  
- b) Observers:
  - 5. Mr. Stuart Dykes, Supporters Direct Europe
  - 6. Mr. Jim Chisem, Football Supporters Europe
  - 7. Mr. Mark Timmer, UEFA Stadia and Security
  - 8. Mr. Kenny Scott, UEFA Stadia and Security
  - 9. Mr. David Bohannan, UEFA consultant
  
- c) Secretariat of the Council of Europe:
  - 10. Mr. Paulo Gomes, Council of Europe, Senior Programme Manager

## **B.5 Supporting documentation**

Due to the fact that the visit was prepared in a rather short notice – less than one month –, along with the need to coordinate the drafting of the report between the Spanish NFIP and the Bilbao authorities and the limited resources available at the level of the NFIP, the hosts were unable to share with the members of the delegation the Spanish national report in English version prior to the visit. The report was duly provided on the 21<sup>st</sup> of February 2019, along with other pieces of relevant legislation (e.g., the Spanish Constitution and the 1990 Sports Act). The law 19/2007 and the security law of the Basque country were also provided, but only in Spanish version.

The UEFA EURO 2020 mobility concept and planning was also provided after the visit.

## **B.6 Status of the report**

As previously mentioned, the delegation would like to repeat the reassurance offered at every opportunity during the visit that the aim of this report is to support and assist the Bilbao authorities in providing a safe, secure and welcoming environment at football matches generally.

All States that sign, and subsequently ratify, the Convention are obliged to ensure that their legal and operating arrangements comply with the content of the Convention's policy Articles. To assist States in achieving this obligation, and in recognition of the diversity of national imperatives and circumstances, the Articles are largely focused on key principles and outcomes.



To support States to adopt and demonstrate compliance with, each Article, the Standing Committee has adopted Recommendation Rec (2015)1 which provides a wide array of established good practices on designing and delivering an integrated approach to safety, security and service in connection with football events, along with supplementary and detailed appendixes on each of the three pillars.

This report, therefore, focuses on the extent to which the current legal and operating arrangements in Bilbao (and not in Spain) are in compliance with the content of both the Convention and the Recommendation.

In conclusion, this report should be seen as an ongoing commitment on the part of the Standing Committee to provide, on request, further advice and support in respect of all aspects of this report and its recommendations and also to provide solutions for the adoption of the integrated approach model in Bilbao, especially taking into consideration its role as host city for the UEFA EURO 2020 Football Championship.

## **Section C UEFA EURO 2020 - Safety and Security Preparations**

### **C.1 Background information**

Together with the World Cup and the Summer Olympics, the European Football Championships is one of the three major global sports events. Organizing such a tournament places major demands and responsibilities on all the authorities in the host country, notably in respect of ensuring the safety and security and welcoming of the participating teams and staff, visiting supporters and local communities.

UEFA EURO 2020, the 16<sup>th</sup> edition of the European Championships, will take place from 12<sup>th</sup> of June to 12<sup>th</sup> of July 2020 in 12 host cities across Europe: London (United Kingdom), Munich (Germany), Baku (Azerbaijan), Saint Petersburg (Russian Federation), Rome (Italy), Copenhagen (Denmark), Bucharest (Romania), Amsterdam (Netherlands), Dublin (Republic of Ireland), Bilbao (Spain), Budapest (Hungary) and Glasgow (United Kingdom), involving the participation of 24 national teams and comprising 51 matches. The associated safety and security challenges are compounded by UEFA EURO 2020 being the largest ever European Championship. This format of the UEFA EURO 2020 is used for the first time in history, with major challenges as regards the international cooperation between all the stakeholders involved in delivering the safety, security and services for the fans attending.

Four matches of the UEFA EURO 2020 (3 group stage and one round of 16) will be hosted by San Mamés Stadium in Bilbao.

### **C.2 Integrated approach to safety, security and service**

Adopting an integrated, multi-agency approach to safety, security and service is imperative when hosting major tournaments and in organising the annual calendar of national and international football events. Extensive European experience and established good practice demonstrates that this approach is crucial in helping to reduce risks associated with sport events

because all three pillars are inter-related and overlap. No one agency and no element of a wider strategy can prevent or tackle safety or security risks in isolation. It is imperative, therefore, that all agencies work together to ensure that the various operations are complementary.

It is recognised that in some European languages the terms "safety" and "security" share a common definition. Therefore, attempting to explain the three pillars can pose difficulties. However, European good practice evidences the importance of distinguishing between the two concepts. For ease of reference, therefore, the following outline definitions have been found to be useful:

- "safety" is generally interpreted as incorporating measures designed to protect the health and safety of individuals in their capacity as spectators at an event or members of the wider community;
- "security" is generally interpreted as incorporating measures intended to prevent or respond to criminal and anti-social behaviour inside and outside of stadia and other sports grounds; and
- "service" is generally interpreted as including a wide range of measures (services) designed to meet the needs of individuals in a manner that makes them feel comfortable, appreciated, welcome and active participants in an event - it also embraces a range of preventative measures like sports-related community projects and supporter engagement.

The above categories or pillars are only used for ease of reference and it is imperative to recognise that initiatives developed under one of the three headings are bound to overlap and/or impact on the other two, given the extent to which they are inter-related.

The key to successful delivery of the integrated concept centres on the adoption of a strategic approach and the need for the integrated approach to be co-ordinated effectively at national and local level.

As a general finding, the Council of Europe team recognized that the different regional and local public agencies are working in the light of an integrated and multi-agency approach, in line with the spirit of the Saint-Denis Convention. The Basque Government agencies, the City Council agencies and the club seem to be cooperating and communicating on a regular basis, exchanging the relevant information required for drafting the different policy concepts and plans.

In particular, in the field of policing it is very important that both the regional and the local police forces, due to their complementary role, keep exchanging relevant intelligence and information, between them and with other stakeholders – private security, civil protection, medical emergency and mobility services - in order to deliver a multi-agency coherent operational product.

Coordination between local and regional, public and private, stakeholders is the key for the success of the tournament in Bilbao. All officials that were met are fully committed to take this opportunity to reinforce the role and worldwide visibility of Bilbao as a city suited for major international events.

### C.3 Strategic co-ordination

In order to ensure that a coherent and integrated safety, security and service strategy is developed and implemented effectively at international, national and local level, government-led national co-ordination arrangements need to be in place and refined in the light of national experience, emerging trends and national and international good practice.

The local organizing committee is led by the vice-minister for security of the Basque Government, who is responsible for the security and safety area and for the coordination at the regional level and, as the kick-off day will approach, this political authority will play a growing key role in making sure that all different sectorial strategies are aligned with the overall strategy and work together effectively.

The UEFA EURO 2020 matches should not be seen exclusively as a local event based in Bilbao, but rather in the wider national perspective, as the visiting fans will travel across Spain to reach the host city. This requires an efficient co-ordination between the local and the national stakeholders in order to deliver a safe and secure environment for the participants and for the local communities.

**Recommendation 1 - The Basque Government should work in close partnership with the national authorities, in order to ensure the strategic coordination for the UEFA EURO 2020 tournament.** [status: important]

### C.4 Legislative and regulatory framework

An important pre-requisite for any safety and security strategy is a comprehensive legislative and regulatory framework.

At the national level the most important piece of legislation in this field is the Law 19/2007 Against the Violence, Racism, Xenophobia and the Intolerance in Sports, which is aiming at preventing and tackling violence, racism, xenophobia and intolerance in sport. At the Basque Country level, complementary legislation is in place - Statute of Autonomy of Guernica 1979, Law 15/2012 for the Organization of Euskadi Public Security System and the Law 10/2015 of Public Shows and Recreational Activities.

As regards the regulatory framework for the UEFA EURO 2020, Bilbao LOC already drafted a SSNS concept framework and the Host City Mobility Plan (HCMP), which will have to encompass and outline the safety and security measures put in place for this tournament.

During the visit the delegation was informed that in the process of producing the above-mentioned documents, the LOS has paid particular attention to the best practices identified at previous major events hosted by Bilbao.

The first draft of the HCMP was finalized on the 30<sup>th</sup> of June 2018 and his main objective is “to ensure smooth stadium operations through a safe, secure and efficient public transport service while minimizing any disruption to local residents”. The transport system of Bilbao is a modern one, which will facilitate the movement of supporters during the UEFA EURO 2020 between the main points of the city (airport, stadium, city centre, fan zones etc.).

## C.5 Match observation

Matchday observation took place at San Mamés Stadium during the match Athletic Bilbao versus FC Barcelona (0-0) on February 10<sup>th</sup>. The stadium has a capacity of 56.229 seats, and it was opened on 16<sup>th</sup> of September 2013 (1<sup>st</sup> phase) and on the 25<sup>th</sup> of August 2014 (2<sup>nd</sup> phase), being certified as UEFA Category 4.

The organisers expected a sold-out match, which is quite often the case for the San Mamés as Athletic Bilbao has 46.000 season ticket holders and holding this position is seen as an honour by the Basque population, which makes the season tickets very difficult to purchase. 89 police officers were on duty as well as 450 stewards. 125 of these stewards were specially trained to undertake basic search of the fans at the turnstiles, whilst the rest had only basic training.

To an observer, the stadium stewarding operation did appear to be under-staffed (apart from the small visiting supporter area), though this may be partly explained by many stewards wearing red jackets which gave them low visibility as the jackets blended-in with the red seats. For a La Liga match, and the associated relatively low level of security risk, the stewarding operation may well have been proportional. However, this will not be the case for UEFA EURO 2020 matches where visiting supporters will expect to see greater numbers of stewards in high visibility clothing proactively undertaking safety and security duties.

500 FC Barcelona fans were expected to attend, based on the pre-match information provided by the Spanish NFIP. They had their own designated sectors with dedicated concessions and toilets.

During the match visit, the delegation was informed by the hosts that the level of incidents in connection with Bilbao fans is very low. One of the reasons is also linked to the fear of losing their season tickets if found guilty of antisocial behaviour inside of the stadium.

No alcohol was served outside of the VIP and hospitality area.

The entrance procedure was divided into three parts:

- Visual ticket check
- Body search
- Ticket scan.

The San Mamés stadium complies with the highest standards required by UEFA and provides an inclusive and welcoming environment. In this regard stadium management is working with UEFA and CAFE on the measures to assist those who are affected by colour-blindness.

The stadium is equipped with a well sighted and fully functioning command and control room, with high quality CCTV system covering inside and outside perimeter, a crisis room and facilities for police staff.

Stadium management adopt a private security and stewarding concept, although clarification of the roles of private security officers and stewards is needed. The current law doesn't provide ratios of private security officers/stewards based upon number of spectators, leaving it to the decision of the stadium management. However, there is a regular monitoring of these figures, and their balance with the number of police officers, to ensure that there are less police officers and that there is a sufficient number of private security officers and stewards.

In terms of location, the fact that the stadium is located in the centre of the city and surrounded by the river poses supplementary risks to the police and private security in terms of managing a big crowd that comes, in its vast majority, from three main streets and concentrates in the single square in front of the stadium.

The fact that the main route of approach will be concentrated from the city centre places unbalanced pressure on points of entry. This is further compounded by the plan to segregate supporters on route from the city centre which will involve barriers and other forms of separation of fans.

It is important to understand the impact upon crowd movement patterns outside of the stadium arising from the segregation of fans to establish if undue pressures will be exerted as a consequence. This comment applies equally to any form of searching proposed outside of the stadium to get an understanding of the consequences of restricting the flow of spectators.

**Recommendation 2 - Reference should be made by the Basque Government to the Guide to Safety at Sports Grounds (Green Guide) 6th edition for advice relating to the design and management of the Zone EX area. Engagement of a specialist crowd modelling consultant could provide the assurance needed to validate the proposed plan.** [status: essential]

There is no history of hostility between the two sets of fans, and the security measures in place were correspondingly low key.

The delegation had the opportunity to observe the access of the away fans into the stadium.

The travelling Barcelona supporters were required to collect their match tickets from an outlet adjacent to the entrance to their block before entering the stadium in a separate queue. This procedure unfolded in a relaxed, unhurried manner and the mood was very calm. The local police were into constant and proactive dialogue with fans in the queue.

No use of pyrotechnics was observed inside the stadium before, during or after the game, but flares were used by Athletic supporters outside the stadium when a significant number of 'home' fans greeted the team bus with an extensive pyrotechnic display amid an enthusiastic and uncontrolled welcome. No incidents of note were witnessed.

**Recommendation 3 – The local authorities should consider developing and delivery preventative campaigns in order to raise the awareness of the fans about the risks associated to the use of pyrotechnics at football matches, in accordance with the recent scientific studies on this matter**

**[https://www.uefa.com/MultimediaFiles/Download/uefaorg/Stadium&Security/02/48/11/68/2481168\\_DOWNLOAD.pdf](https://www.uefa.com/MultimediaFiles/Download/uefaorg/Stadium&Security/02/48/11/68/2481168_DOWNLOAD.pdf)** [status: desirable].

## UEFA EURO 2020 - Security

### C.6 Policing UEFA EURO 2020

The two main forces that are responsible for ensuring public order in Bilbao are Ertzaintza and the local police.

#### 1. Basque Police (Ertzaintza)

The framework operational plan of the Basque Police is organised in three main consecutive areas, based on the principle of graded and proportional intervention: intelligence/information, prevention and response. Besides the regular and riot police units, this police force also comprise canine, subsoil and explosives specialised units, which carry out a search in and around the stadium prior to matches.

##### *i) Intelligence and information*

The Basque Police is working, for several months now, on dynamic risk analysis, based on the available information. The Police will need more information from UEFA to adequate and modify the planning arrangements. After the draw for the group stage of the UEFA EURO 2020, the Police will contact the Police services of the countries that will play in Bilbao, to obtain further information, via the Spanish NFIP.

The regional police implemented a dynamic risk assessment system by gathering and updating intelligence and information from different sources. They use a matrix with three levels of risk: usual, medium and high. The four matches of UEFA EURO 2020, regardless of the national teams that will play in Bilbao, will be considered high risk ones.

##### *ii) Prevention and iii) Response*

This area covers different activities: intelligence and information; public security; subsoil; canine; explosives; helicopter and drones; and escorts and is carried out in close cooperation with the local Police of Bilbao and other stakeholders in the region. This plan includes San Sebastian and other cities in the region, where teams and supporters will be accommodated.

There will be set up three perimeters, including the stadium turnstiles, the outer perimeter and the last kilometre, as well as the security of the city.

Inside the stadium, the club is responsible for safety management and operation of private security officers and stewards. However, the overall command and control of safety and security inside and in the outer perimeter of the stadium is a responsibility of the police coordinator.

The delegation observed that, for a low risk match like the one attended, the police deployment inside the stadium was as discrete as possible: besides the police coordinator in the command and control room, there were only eight police officers near the pitch, to secure the entry and exit of referees, players and technical teams.

Furthermore, outside the stadium the police are deployed in rather discrete manner, namely the riot and tactical response units. The principle of early, targeted, graded and proportional intervention also seems to be respected.

In the field of preventative policing, a uniformed prevention group is deployed behind the security perimeter to perform the following missions: support and inform fans; prevent petty crime; solve minor incidents; support stewards and do the body search inside the perimeter.

Outside this perimeter, there is a reaction group, positioned in a discrete manner and ready to respond to mid intensity incidents.

For high risk matches, other police resources are made available: the intervention unit, positioned in strategic places and response teams, to control major incidents. Also, for high risk matches a police helicopter and drones are used, as it was the case last year during the European Rugby Champions Cup Final.

For UEFA EURO 2020, there will be 106 access controls in the vicinity of the stadium and possibly one detection arch.

As mentioned above, the Police have a policy of segregation of supporters' groups in the public areas and within the stadium.

As regards the use of force, there are units of public security, with a static and dynamic deployment and with a friendly attitude. They are supported by the mobile brigade unit, which is not only responsible for public order but also for public security and support to the police stations.

These resources of the Basque Police are coordinated with the local Police ones and with the private security companies.

Also as mentioned above, the Municipal Police have competencies in the field of road safety control and regulation.

The communication between the regional and local police services, as well as with the private security management, is a key factor for the success of the policing strategy. These three bodies must cooperate closely and support each other, both in the planning and in the implementation phases, to ensure a safe, secure and welcoming environment during the competition.

As for national and international cooperation, and in particular public security, the Basque Police maintain regular contacts with other Police agencies and private organisations, notably through the Football Association, the NFIP and the Intelligence Centre for Counter-Terrorism and Organized Crime (CITCO), the Spanish domestic intelligence agency responsible for the prevention of domestic terrorism, organized crime and other violent radical organizations. As regards the civil protection, the regional Civil Protection Directorate coordinates action with municipalities and other agencies, namely the Red Cross.

With regards to the planning and operational framework of the regional Police for the tournament UEFA EURO 2020, this Police is in an advanced phase of drafting the strategic project with UEFA, which comprises four sub-projects: i) security and public order; ii) civil protection; iii) medical emergency; and iv) transports.

The sub-project on security and public order covers four areas: public security and safety; stadium and last kilometre; accreditation; and intelligence.

The regional Police is working on the gathering of intelligence and information, and is carrying out regular risk analysis, which will become daily as the kick-off will approach.

The public security and public order project also comprise the deployment of resources in Victoria (Gasteiz) – international airport and hotels – and San Sebastian (Donostia). It also includes specific plans for inspection of subsoil and use of canine teams namely in hotels and training centres.

The project includes a static and a dynamic close protection, covering the airports of Bilbao and Victoria, the national teams' exclusive areas and the public order and traffic plans. The national teams' hotels will have specific security plans and there will be accreditation for press areas. There will be dedicated close protection and traffic teams for the national teams and UEFA staff.

Further to the prevention, the response or reaction area includes two levels of intervention: the mobile brigade unit (UBM) for public order and reaction to a mid-level incident; and the SWAT team to react to major incident.

## **2. Bilbao Local Police**

The Local police of Bilbao was founded in 1844 and has currently 811 officers – by 2020 the number will be increased to 850.

Several competences are shared with the Basque Police, namely: public security, crime prevention and crime investigation. Besides this, the Local Police has exclusive competences: road safety and investigation of crimes against road safety.

The [Law 15/2012](#) establishes the system of coordination of public security in the Basque Country.

Coordination between local and regional Police services is key for the success of every event. On a daily basis, there is coordination, exchange of information and common patrols in the streets. Coordination is ensured by a command and control centre and a coordination technical committee. There is a common planning of operations and delivery of security during special events.

The Bilbao Local Police also have accumulated experience in recent major events, including the Cycling Tour of Spain and the Bilbao festive week, which brings 2,5 million visitors to the city. Moreover, Athletic Club Bilbao was present five times in UEFA competitions in the previous seasons.

The road safety is one of the most important competences of the local Police. The Bilbao local police are drafting a road safety plan which includes the isolation of some roads or streets, to facilitate the flow of pedestrians in their way to or from the stadium. Besides the planning and



execution, this Police also integrate the security perimeters, the advanced command post and the crisis room.

In the previous phase of a match day, the local Police will close the first perimeter to the traffic and will remove the parked vehicles from the area. At least six hours prior to the kick-off, the perimeter will be closed and, within the last kilometre area, will establish alternative traffic flows. In a second phase, this Police will close the second perimeter, in the city centre.

There will be volunteers to support the work of the Police in the city. Furthermore, public transportation will be free for ticket holders.

Both Bilbao public order forces (Ertzaintza and the municipal police) have a high level of experience in dealing with major sports events, such as the European Rugby Champions Cup Final and the 2018 MTV European Music Awards, which involved a large number of participants and no major incidents were recorded. Nevertheless, it is evident that major football events like the EURO and the World Cup Championships have a different dynamic and associated risks compared to one-off matches or similar events. This should be recognised and carefully addressed by the local authorities in order to avoid any challenges and incidents that might occur.

It is acknowledged by the delegation that the current level of antisocial behaviour linked to the Athletic Bilbao fans is very low by European standards, but that doesn't mean that the national and regional authorities shouldn't be prepared and have proper mechanisms in place to deal with any upcoming challenges similar to those experienced in most countries in Europe caused by the visiting sets of fans (e.g. use of pyrotechnics, organized fights between fans, use of political and racist banners, violence towards the police etc.).

A key challenge confronting the police and stadium authorities in connection with UEFA EURO 2020 matches hosted in Bilbao will centre on adapting their approach to club matches, which are generally low risk both inside and outside of the San Mamés stadium, to cater for a large influx of supporters from other parts of Europe and Spain. Violent clashes between visiting and home supporters, and between the police and supporters, have previously occurred at UEFA Europa League fixtures in Bilbao. One such clash, which occurred as recently as February 2018, resulted in serious disorder, a number of arrests and the tragic death of police officer from a heart attack.

In their presentations, representatives of the police stressed that their planning and operations are, and would be during UEFA EURO 2020, based on a dynamic and detailed risk assessment. For that risk assessment process to be effective, it will be crucial for the host police to work closely with visiting police delegations deployed by the countries participating in matches hosted in Bilbao.

This is important because whilst the Basque public order police (Ertzaintza) are committed to pursuing a graded deployment approach based on intelligence, prevention and, where necessary, enforcement or reaction to disorder, this strategy has been developed and found to be largely effective when used at domestic and UEFA competition matches where the vast majority of supporters are Athletic Bilbao fans. The dynamic could be quite different during UEFA EURO 2020 matches when significant numbers of the supporters will be from elsewhere in Europe and/or other parts of Spain. The Ertzaintza are well aware of the behaviour and risks associated with 'home' supporters but naturally less so when it comes to European and Spanish

supporters generally. It is, therefore, especially desirable for their operations and pre-event and dynamic risk assessments to be developed in close cooperation with visiting police delegations from the countries concerned and with the Spanish NFIP and spotters from other parts of Spain (for matches involving the national team).

In essence, the strategic and tactical challenge for Ertaintza will be to maintain a graded approach based on informed and continually evolving intelligence and information on actual events as they unfold rather than simply on a superficial appraisal of historical events involving the supporters concerned.

**Recommendation 4 - In accordance with European good practice, during UEFA EURO 2020, policing tactics, profile and uniform should be determined on the basis of: ongoing dynamic risk analyses; graded deployment, with protective equipment used only where necessary; and early targeted and proportionate interventions to prevent the escalation of risk** [status: desirable].

Continuing this theme, the importance of the police liaising with supporters cannot be underestimated. Extensive European experiences at a series of major football tournaments over the last decade has established that encouraging police personnel to adopt a welcoming and friendly approach towards supporters can be an extremely effective policing tactic. It is recognised that adopting such a policy can pose challenges and frustrations for the personnel concerned, especially if this is not routine procedure, especially when having to manage a diverse assortment of visiting supporters with different cultures and speaking a variety of languages. In order to have a successful operation, the authorities should invest in the training of the police personnel in the basic usage of foreign languages, in particular English which is widely used and understood by European supporters, and that multi-lingual police officers are being identified for crowd management activities.

**Recommendation 5 - Police units likely to be deployed during UEFA EURO 2020 should be encouraged to proactively interact with and adopt a welcoming and friendly manner towards supporters. The police officers to be deployed for the UEFA EURO 2020 should be trained in the use of English language to facilitate the dialogue with the fans.** [status: important].

Ertaintza only employ 2 spotters for the Athletic Bilbao fans, due to the risk assessment of this group of fans, which is perceived as being very low. They don't travel in Spain for regular championship matches in order to provide operational support to other police forces, but they are usually deployed abroad for European fixtures played by the above-mentioned club. Although this policy might be appropriate and effective for the domestic fixtures, special consideration should be paid by the local police force and a sufficient number of spotters should be designated and deployed during the UEFA EURO 2020 (*even on a temporary basis*), in order to cooperate properly and efficiently with their foreign counterparts.

**Recommendation 6 – Ertaintza should take all the necessary measures in order to have a sufficient number of spotters available and trained to be deployed during the UEFA EURO 2020 tournament.** [status: important].

## C.7 International police co-operation

The challenges previously mentioned regarding language and cultural differences among visiting supporters reinforce the need for host policing operations to incorporate maximum usage of visiting police delegations, experienced and expert in the character and behaviour of supporters from their respective countries.

The police and public authorities are aware of the important role that these delegations can and do play in connection with international football events and hopefully will invite and use the experience of such delegations to support UEFA EURO 2020 policing operations.

The Spanish NFIP is very experienced in dealing with major sport events and high risk matches and represents the central point of contact for the international police cooperation in connection with football matches in Spain. Due to the specificity of the UEFA EURO 2020, special attention should be paid in order that the NFIP is provided with all the necessary information by the local police force and the LOC in order to fulfil his tasks effectively.

In the light of this major tournament and the challenges associated with it, the Spanish NFIP should be resourced and equipped effectively (only four police officers currently employed), with the aim to provide a national source of expertise regarding football policing operations, supporter dynamics and associated safety and security risks.

**Recommendation 7 – The relevant authorities should ensure that the Spanish NFIP it is adequately staffed and resourced in order to deliver its tasks effectively.** [status: essential].

This NFIP should also act as single contact point for exchanging general (strategic, operational and tactical) information in connection with international football matches.

For the UEFA EURO 2020 matches, Spanish Police should welcome the deployment of visiting police delegations for all matches.

Considering the fact that the host cities were already paired by UEFA, and Bilbao will team up with Dublin, the cooperation channels between the police forces should be enhanced in the near future, but always by using the NFIP channels.

During UEFA EURO 2020, an International Police Co-ordination Centre (IPCC) will be set up in The Hague at EUROPOL headquarters and managed by experienced NFIP operatives. The IPCC will be tasked to gather all the necessary information regarding the tournament and disseminate it to European policing agencies, via the European NFIP network, and other stakeholders. Two liaison officers from each participating country will be deployed in the IPCC along with other host policing partner agencies. This is a standard practice which has proven to be highly effective at previous tournaments.

During discussions, the delegation informed the Spanish authorities about this policing cooperation structure and suggested that it will be very useful for the NFIP representatives to be a part of this, which will facilitate the interaction and exchange of information with all the States involved in this tournament.

**Recommendation 8 – The relevant authorities should consider the deployment of two Spanish police liaison officers in the IPCC of UEFA EURO 2020.** [status: important].

In April 2020, a preparatory conference will be organised by UEFA and the European Think Tank of Safety and Security experts designed to bring together the heads of visiting police delegations, national team liaison officers (TLOs) and other parties involved in policing UEFA EURO 2020.

**Recommendation 9 – The relevant authorities should consider attending the preparatory conference for the UEFA EURO 2020 to be organized in April 2020.** [status: desirable].

## C.8 Counter-terrorism

The tragic terrorist attacks affecting sport arenas in the last years certainly added to the challenges confronting UEFA EURO 2020 preparations, not least in terms of the logistical and resource demands associated with minimising the risk of terrorist incidents during the tournament.

Guidance on this matter is included in the Recommendation Rec (2015)1 of the Standing Committee, which has been adopted at the 40<sup>th</sup> meeting of the Standing Committee on 18 June 2015.

However, the authorities are fully aware that the fundamental position is, and must remain, centred on the need for stadium security officers and sports event organisers to consult their national Intelligence Centre for Counter-Terrorism and Organized Crime (CITCO) whenever seeking advice or assistance in respect of all counter terrorism matters.

## UEFA EURO 2020 - Safety

### C.9 Safety inside the stadium

According to the Convention, the event organiser should provide a safe and secure environment in the stadium, which is the case in Bilbao.

The San Mamés stadium, which will host four matches of UEFA EURO 2020, was inaugurated in 2013 and started working with full capacity in 2014. It offers the highest standards required by UEFA. The stadium offers a very inclusive and welcoming environment. There are appropriate sanitary and refreshment facilities and good viewing facilities for disabled persons. The stadium management is working with UEFA and CAFE on the implementation of a colour-blind policy.

Furthermore, the stadium holds a perfectly located command and control room, with high quality CCTV system covering inside and outside perimeter, a crisis room and facilities for police staff.



*Inside view of the San Mamés stadium*

Outside the stadium, as we move from the outer to the inner perimeters, the police reduce its presence while the number of safety officers and stewards grows. But even near the turnstiles the police are present to support the stewards, namely, to prevent and respond to public order incidents.

Before every match, there is a briefing for private security officers and stewards. Only certified private security officers and stewards can body search spectators. Dedicated female stewards are deployed for body searching female spectators.

If necessary, and according to the dynamic risk assessment, there can be a segregation of spectators in the outer perimeters and in the tribunes. During the match the delegation observed that, even if it was a low risk match, the 500 visiting fans were located in a specific tribune and they were permanently protected by a line of stewards.

In and around the stadium, there is sufficient and clear signage, internal regulation provisions, a list of forbidden objects and other relevant information for spectators. Moreover, arrangements are in place at outside perimeters for spectators to deposit prohibited items for collection on departure. Alcohol consumption is not allowed inside the stadium.

Besides these rather positive observations, some aspects should merit particular attention.

In terms of location, the fact that the stadium is located in the centre of the city and surrounded by the river (see photo below) poses supplementary efforts to the police and private security in terms of managing a big crowd that comes, in its vast majority, from three main streets and concentrates in the single square in front of the stadium.



*Aerial view of San Mamés stadium*

For UEFA EURO 2020, fences will be used to manage the flow of spectators (2,4 meters high) before arriving into the main square in front of the stadium. Spectators and VIPs will be subject to different security controls through the perimeters.

The crowd pressure in the vicinity of the stadium and the traffic restrictions during the match day are aspects that require a good communication strategy with supporters and with the neighbour residents and businesses.

The safety arrangements are usually deployed three hours before the kick-off. As regards the pitch perimeter, there is a safety intervention team positioned in each corner. There are two intervention teams for each zone of the stadium to react to minor incidents. The private security officers are deployed to the gates and lines between sectors in the tribunes, as well as in the four entry points into the stadium perimeter. The first entry point has 25 gates, where body search is carried out and containers for forbidden items will be available.

Forbidden items regime is regulated by the Royal Decree 203/03, by the Sports Law and the club [internal regulation](#). The control at the turnstiles is ensured by stewards, who also are responsible for the evacuation procedures. The club website provides two videos which inform and brief the spectators, respectively, how to behave in case of emergencies and which are the evacuation ways. Invacuation procedure is also foreseen but, in this case, spectators are asked to remain in the tribunes. Stewards and private security staff are trained on a regular basis and small-scale simulation exercises are held periodically.

## C.10 Stadium safety management

The effectiveness of the stadium safety management arrangements determines whether or not participants and spectators will be provided with a safe, secure and welcoming environment within a stadium. The role and responsibility of the club safety/security representative is key to an integrated approach to safety management and delivery of a safe event.

It is generally accepted that a football club appoints a safety officer/representative who has overall responsibility for safety during the football match along with customer service functions. This officer directs the stewards/security staff and the employees and co-operates directly with the police and other authorities.

For matches to be played in the UEFA EURO 2020 tournament care should be taken to avoid control of the safety management function of the venue by 3<sup>rd</sup> parties who may not have the local knowledge or operating competency of the local, tried and tested safety team. As the level of competence of the safety management team is a material consideration in the setting of the venues safe capacity the importing of external safety teams is seen as a major concern.

The role of the Safety Officer should include non-match day involvement and interaction with all agencies and importantly the fans which would help to develop a fully co-ordinated safety management system. This would be further supported by a detailed job description for the Safety Officer setting out the functions of the post.

**Recommendation 10 – It is recommended the Club Safety Officer or representative is provided with a detailed job description which clearly sets out the functions of the post.**

**The (T-RV (2015)1 Annex A Safety) and its recommendations may be used to compile a checklist of functions necessary for the role. [status: important].**

**Recommendation 11 – It is recommended that Spanish authorities set the minimum areas of competence to be demonstrated by such Safety Officers, supervisors and safety stewards, considering both the core functions of each group and the variety of roles that they may perform, having regard to the check lists in the Standing Committee’s Manual of good practice on this subject. See <https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168072b9a1> - Annex A and <https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168073d177> - Annex D [status: important].**

Stewards and safety personnel should deliver a message of zero tolerance towards anti-social behaviour and crime and disorder and make the key links between safety, security and service with a view to “managing” crowds as opposed to “controlling”.

Clarity is always paramount over leadership and primacy of authority at sporting events between heads of security, stewarding, police and safety officer. It is considered essential to document clearly the respective roles and responsibilities of all safety and security staff employed at an event through Statements of Intent. These should preferably be in the form of a management document that covers match day roles, functions and powers both inside and outside the venue.

Without the benefit of a safety certification scheme with third party scrutiny there is also slight concern over the how stewarding and security levels are set. It would appear from discussions during the visit that there is no defined method for setting consistent and transparent levels.

**Recommendation 12 – It is recommended that a document or security/stewarding plan is developed for each event which contains the respective roles, responsibilities and primacy of the police, stewards, volunteers, security companies along with the competence expected of each practitioner. See <https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168072b9a1> Annex A [status: important].**

**Recommendation 13 – Due to the absence of scrutiny and third-party accreditation of stewarding/security numbers, it is recommended that a safety certification scheme is developed which includes external oversight. [status: important].**

**Recommendation 14 – The event organiser must recognise that risk for an event also includes consideration of other local venue specific risks to the event and to spectator safety. It is therefore recommended that a risk assessment system covering all risks constituting a potential threat to the safety and security of spectators is developed to ensure that appropriate safety and security arrangements are in place. [status: important].**

## C.11 Contingency and emergency planning

The planning for the event is being carried out by all relevant agencies both at the regional and local levels, which are broken down as follows:

### 1. Regional level

As regards the competent authority for establishing the safe capacity, the legal framework assigns this competence to different municipal bodies for safety and security checking, including the fire and civil protection.

Both the civil protection and meteorological service and the medical emergency service presented rather detailed planning documents to respond in normal and exceptional situations.

The [Directorate of Civil Protection and Meteorology of the Basque Government](#) is responsible for managing the civil emergency situations. This area is obviously part of the safety and security concept of the hosting city, signed with UEFA.

The concept covers several areas of operation, namely the stadium, the fan zones (if it is decided to establish them), the city, hotels and airports. The arrangements for predictable risks include the inside and outside of the stadium, the security of the national teams, the other operational areas and the city.

An incident is communicated to the system via the 112-phone number, which is available in four languages: Basque, Spanish, English and chat. This can be done via the application of the Police or SOS DEIAK (112). The 112 management centre can work with 51 different languages, with the assistance of a private company.

In terms of communications, staff can use the mobile phone, mails addressed to specific groups (for short messages), internal SMS for specific groups or WhatsApp groups.

The system of coordination of emergencies has one single command point, the Vice-Minister of Security, whereas routine emergencies are coordinated by the SOS DEIAK.

There is a three-layer system of intervention:

- Level 1 – comprises three levels of reception of calls: 112; App SOS DEIAK / Basque Police; and e-call;
- Level 2 – Coordination: CCTV system, including roads and the municipality of Bilbao;
- Level 3 – Crisis room, headed by the Vice-Minister of Security.

In 2018, the system managed 225 000 incidents and 830 000 calls through established specific operational procedures. In critical situations, the emergency plan of the Basque Autonomous Community can be activated.

Plans and other relevant documents are being collected as they are adopted, in order to have a unique collection of documents and ensure that they are all compatible and complementary.

The other department in the field of emergency, within the Basque Government, which will play a relevant role in the field of safety and security is the [Medical Emergency Department \(Osakidetza\)](#) which takes the medical assistance to the places outside hospitals. This service



uses the European model (EMS-SEM): stay and play. It is a medicalised service, which means it can have an integral approach *in situ* and ensure continuity of assistance. It has 300 coordinators, 87 ambulances, one medicalised helicopter, one nursery platform and 3 coordinating centres.

For UEFA EURO 2020 there will be one single point of management of this activity. There will be a specific plan for the match-days and dedicated resources for the most relevant places of the tournament and resources will be reinforced during match days. As for communications, there will be a unified and compatible management structure and a single TETRA channel. If an incident occurs, it is possible to isolate communications to manage it more effectively. There is also a plan for multiple victim incident (IMV), which details the logistics according to the level and ad hoc resources. An IMV logistic car is available for each territory, with a motor generator and additional sanitary material – a small scale hospital.

Besides the current resources in the city, there are further 5 ambulances less than 10 minutes outside of the city, as a reserve. It will be possible to call for additional resources in 30 and in 60 minutes.

The liaison with World Health Organisation is made through the national Ministry of Health, through the Directorate of Public Health of the Basque Autonomous Community.

## 2. Local level

The civil protection and emergency response at local level is ensured by the Municipal Directorate for Civil Protection and Emergencies. This service provides a high standard of safety and security, in terms of prevention and response to incidents. It has also accumulated experience in major events, like the one that gathers 150 000 persons in a site outside the city.

The Directorate comprises three areas: prevention (safety: fire, evacuation, inspection of buildings), fire-fighting and emergency. This service is waiting for more information on the UEFA EURO 2020 tournament, like the possibility of having fan-zones, to start planning in detail.

The fire-fighting service is activated by the 112 SOS DEIAK or the regional or local police officers in the field. The response is coordinated by the command and control centre, which includes the regional police.

The Directorate is split in two different buildings in two parts of the city, one of which includes three search and rescue boats and a dedicated car for water rescue.

This service also responds to incidents in the street requiring medical emergency. Moreover, there are special arrangements for major events or exceptional situations, which may require the use of volunteers.

## C.12 Entry and searching arrangements

In many countries, the physical limit of responsibility is determined by the boundaries set and recorded within the safety certificate. This would usually extend to the legal boundary of ownership of the site where thereafter responsibility would rest with the appropriate authorities (i.e. local authority and police).

Indicative plans of the host stadium were displayed during the visit to demonstrate the creation of the outer physical barrier or cordon around the stadium to allow for the filtering, searching and ticket checking of spectators on arrival at the venue. Such measures help to reduce pressures in the immediate vicinity of the stadium (for example at turnstiles) but can themselves create additional problems if not operated and managed efficiently and effectively.

In this regard it should be ensured that an adequate number of entry and exit points are provided at the outer cordon to more than meet the expected flow of spectators and the aggregated entry and exit widths of the venue. Entry and exit points should be clearly signed and evenly distributed around the venue. The structure forming the outer cordon should also be of robust construction and be able to withstand expected crowd pressures. To ease pressure at the outer cordon, adequate, well-lit signage, in appropriate languages for the event should be located en-route to the stadium setting out prohibited items and stadium rules.

It should be recognised that flow rates of entry to the stadium will be significantly impaired by any significant outer cordon searching process. This should be recognised in evaluating the maximum safe capacity. It should also be recognised that entry delays caused by the imposition of strict searching regimes can generate frustration and anger among spectators and increase safety and security risks.

In these circumstances, it will be essential to make clear to all visiting supporters in advance of the tournament that the stringent searching regime on entry into the stadium is designed to protect the safety of spectators and reduce the risk of a terrorist incident. Such messages are likely to be understood by most supporters in the light of the recent terrorist attacks in Europe. Similarly, in view of security risks it should be made clear that there will be no weakening of the searching regime to ensure entry before kick-off.

Nevertheless, the possibility of well-intentioned and appropriate security measures generating a major safety risk cannot be ruled out and the aforementioned contingency arrangements should cover such a scenario and make clear who has lead responsibility in determining whether or not searching regimes, etc., should be relaxed.

The Police always consider the complex location of the stadium in terms of crowd management and segregation. It is an urban stadium, limited by the river, and the vast majority of the spectators arrive from three streets to the big square in front of the stadium. These streets have an important concentration of bars and restaurants, where supporters massively gather before and after the matches. This requires the establishment of an enlarged security perimeter. In the last kilometre and in the vicinity of the stadium, there will be an escort and segregation of supporters, throughout five streets, and there will be a barrier at the end of the main street.

The stadium will be divided into four areas, each one with a specific colour. This signage will be used from the city centre until the proximity of the stadium, to ensure effective segregation. The security perimeter includes physical barriers in different points, reinforced with police

officers, to prevent attacks with cars – the alert level is anti-terrorist). In total, there will be four security filters. The doors of the stadium will be opened three hours before kick-off.

The tramway itinerary will be used as an emergency road, reserved for emergency vehicles, and for buses. There will be a park for police reserves and emergency vehicles near the tramway itinerary, not far from the stadium. The spectators will arrive on foot from two main segregated itineraries in the vicinity of the stadium.

There will be four filters:

- i) The first filter is ensured by volunteers that will check the colour of the ticket sector and also the forbidden items – there will be a deposit area. This filter is also ensured by the private security, supervised by the police.
- ii) The second filter will be located before the main square in front of the stadium, at the entrance of the security perimeter.
- iii) The turnstiles are the third perimeter, and will be ensured by stewards, who check the validity of the tickets, and which supported by mobile preventative police patrols.
- iv) The fourth filter is located in the access to the stands and will be ensured by the stewards and private security, both to ensure the right access to the seats and the segregation between sectors.

The fact that there are two blocks of buildings within the outer perimeter will require a process of accreditation of residents and local business staff.

The deployment of resources throughout the operational areas shall be decided in a more advanced stage of planning.

**Recommendation 15 - The relevant authorities should take all the necessary measures to adopt an appropriate pre-entry searching regime to be applied during the tournament and the measures required to mitigate entry delays (e.g., effective signage en-route to the stadium, explanatory communications to visiting supporters, pre-match entertainment etc.) [status: important].**

## UEFA EURO 2020 - Service

European experience evidences that adopting a service ethos can play an essential role in reducing safety and security risks in connection with football tournaments. Providing visiting supporters and local communities with a respectful, friendly and welcoming atmosphere can have a major and positive impact on risk levels through marginalising the influence of any supporters seeking confrontation or acting in an unacceptably provocative or anti-social manner and generating a high degree of self-management of behaviour among supporters.

It is considered imperative, therefore, for a service-focused approach to be adopted by all agencies involved in providing a safe and secure environment inside and outside of the stadium. It can also help foster enhanced co-operation between public and private authorities responsible for managing football-related events.

In essence a service approach is complementary to effective crowd management, implementation of an effective exclusion strategy, and, as such, is integral to the development of a wider integrated, multi-agency approach to football safety, security and service. This applies equally to routine national and international football events and major tournaments like UEFA EURO 2020.

### C.13 Supporter liaison

The Council of Europe delegation met with representatives of two of the most representative organised groups of supporters at national level: *Aficiones Unidas* (United Fans) and *FASFE - Federación de Accionistas y Socios del Fútbol Español* (Association of Spanish Football Shareholders and Members).

*Aficiones Unidas* promotes a preventative and convivial approach between groups of supporters. This association works closely with the National League to produce a fan manual, handbooks and leaflets, both aiming at preventing violence and providing the necessary information to the supporters when travelling to a city to attend a match.

On the contrary, the aim of FASFE is to promote the active participation of fans in the governance and the regulatory activities of the clubs. This association is a member of FSE and SD Europe.

During the visit, *Aficiones Unidas* delivered a rather detailed presentation on its activities and achievements.

The initial reason for creating this association was to reach a balance with other supporters' associations that has a more radical or violent approach.

This is a national association which gathers 39 federations of supporters – one per club, which comprises all supporters' associations of the club (the so-called “peñas”). In total, there are 8000 “peñas”, for 900 000 supporters in the whole country.

The association works with several relevant partners, like the High Council of Sports, the Ministry of Interior, National Football Association, the National Football League, the Players National Union and the Referees National Committee.

The association also develops a set of initiatives aiming at promoting conviviality between supporters' groups and providing them the relevant information for their journeys to the matches during the whole season. For instance, the association promoted several twinning activities, which involve common celebrations between supporters' groups of rival teams, during the match day. It also launched, in partnership with the League, the trophy "Player nº 12", which is a shirt with that number offered to the most outstanding supporters association in the previous season.

Also, in partnership with the League, the association supports a healthy relationship of the supporters' groups with their clubs. Another initiative is the *Liga Santander Experience*, addressed to foreign supporters who wish to know and experience the journey of a Spanish supporters' group.

The association also develops activities aimed at preventing football-related violence. An example is the national seminar on security and integrity, organised in partnership with the League, which takes place twice a year. It includes police match coordinators from the National Police and from the Basque and Catalanian Police Forces, private security coordinators and coordinators of supporters' federations. The aim is to improve the football-related safety, security and service policies.

Another initiative is the Fair-Play Committee, established in partnership with the League, players and referees. Actions include a blue card with the principles of a national agreement on fair-play.

The association, in partnership with the League, launches stadia handbooks, which provide supporters with the relevant information on the journey to the city and to the stadium. They also issue every season specific welcome handbooks for fans, players and referees. The handbooks for fans are distributed by other fans at the entrances of stadia. Every season, 400 000 handbooks are distributed.

Aiming at promoting the involvement of parents in the prevention of violence, the association developed with the League the school for parents. It involves a tour of ex top players across Spain, to meet and discuss on these issues with parents of young players from all competition levels.

Moreover, on a yearly basis, the association and the League organise a national seminar with local police services and clubs from the 1<sup>st</sup> and 2<sup>nd</sup> Divisions.

In a nutshell, this important set of initiatives promotes a good experience of supporters inside and outside the stadia; the supporters' associations feel that their work is recognised, and they can play an active and relevant role.

As proposals for improvement, this association recommends the following: for the UEFA EURO 2020, to know in advance the ticketing system; to better control the risk supporters; to implement the Spanish model of police security coordination also in international matches and competitions; and, ultimately, to translate the friendly, peaceful and constructive spirit of *Aficiones Unidas* in the international setting.

The other Spanish supporters' association who was invited to joint this visit, [FASFE - Federación de Accionistas y Socios del Fútbol Español](#) (Association of Spanish Football Shareholders and Members) is very much focused on sport governance and regulation. This association is a member of SDE and FSE. Currently, it takes part in the process of previous consultations for the new Spanish law on sports, on issues related with supporters. It also contributes for European Parliament reports, namely on the relevance of involving supporters in clubs' governance bodies.

This association calls for a better flow of communication with supporters, which is the cornerstone of the football safety and security policy, because supporters are often the actors and the victims of safety and security incidents.

**Recommendation 16 – The local authorities should aim at delivering the same level of interaction with the fans for the UEFA EURO 2020 matches, including the full use of fan embassies, SLO's of the participating teams and foreign languages speaking personnel.** [status: important].

The Spanish Football Federation (RFEF) has not introduced the supporter liaison officer (SLO) role at national team level. It did launch a fledgling fans embassy service at the 2016 European Championship in France. This was the first attempt by the RFEF to provide this kind of service to national team supporters. Unfortunately, it did not repeat the exercise at the 2018 World Cup. The RFEF is currently re-evaluating its strategy with regard to supporter liaison and fan engagement, but it is not clear at the moment which direction it will follow.

At the domestic level, the RFEF has implemented the UEFA requirement on football clubs competing in UEFA competitions to appoint an SLO, as laid down in Article 35 of the UEFA Club Licensing and Financial Fair Play Regulations, through the introduction of an equivalent requirement (Article 69) in the RFEF Club Licensing Regulations for UEFA Competitions.

Overall responsibility for implementation of and compliance with the SLO licensing requirement at club level is held by the RFEF. The RFEF has appointed an SLO coordinator to oversee the development of the SLO role. His main role is in international relations, however.

A Spanish translation of the UEFA SLO handbook has been provided, and a local version, based on the original UEFA version but tailored to Spanish requirements, was released by the RFEF during the 2014/15 season.

Two training events for club SLOs with the involvement of SD Europe and external experts from Portugal and Germany were staged in 2015 and 2016. In October 2017, the RFEF organised a trilateral meeting of SLOs from Spain, Czech Republic and Sweden prior to the Europe League match between Villarreal and Slavia Prague with the aim of exchanging best practice and experience.

The SLO role remains very much at the development stage in Spain, however. Clubs are reluctant to bundle their existing fan liaison activities, which are often focused on member services, in a single SLO position and the RFEF has not been successful in persuading them to do so despite issuing clear instructions to this effect. Athletic Club is a typical example of this, in that the nominated SLO is the club's external relations officer. There appears to be a general sense of scepticism that SLOs recruited from the stands are capable of being a credible contact point for all stakeholders.

**Recommendation 17 - The Basque and Bilbao police should commit to adopt dialogue procedures with national team SLOs and supporters in line with the guidance set forth in the Rec 1 2015 <https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168073d176> - Appendix M and the EU Handbook on Police Liaison with Supporters (12792/16).** [status: important].

**Recommendation 18 - The local organisers should further liaise with the supporters' clubs and/or fan representatives of the visiting national teams and consult with AFEPE and FASFE on fan hosting matters.** [status: important].

**Recommendation 19 - Supporter feedback should be considered in the risk assessment process before each game.** [status: important].

### **C.14 Fan zones (organised and spontaneous)**

During the visit, it was reported that the establishment of a fan zone is envisaged in Bilbao city centre in order to generate a welcoming and participatory environment for resident and visiting supporters alike. A decision on this matter is pending, whilst budgetary options and organizational issues are to be considered by the local authorities.

Notwithstanding the provision of official fan zones, European experience evidences that visiting supporters in particular may prefer to gather spontaneously in town or city centres rather than attend official fan zones. Such areas can usually be predicted with a high degree of certainty and it is good practice for the authorities to make safety and security preparations for such an eventuality. Supporters cannot be made to frequent official fan zones, nor should they be deprived of enjoying the venue cities like any other tourist. It should not be assumed that supporters who prefer not to take advantage of the official fan zones are acting in a risk or provocative manner.

Nevertheless, it is good practice to engage and work closely with, and to provide reassurance to, resident and business communities located in the areas in which supporters can be expected to gather.

The local police should be trained to provide a welcoming and friendly reception but must remain vigilant to the possible need to intervene in the event of any emerging risks or increased tensions. The role of visiting police delegations will provide an expert and experienced source of advice and support in detecting such developments. Uniformed officers, in particular, can provide a welcome and reassuring presence for visiting supporters and should be deployed to assist host police liaising with the supporters, subject to a risk assessment by the head of the relevant delegations.

In addition to visiting police delegations, the deployment of fan embassies in venue cities can provide a highly valuable channel for communicating a wide range of important information to visiting supporters. Fan embassies represent a resource which the police should exploit as much as possible.

**Recommendation 20 – The authorities should reach a decision regarding the fan zones as soon as possible to minimise any potential upheaval.** [status: important].

**Recommendation 21 – The authorities should be encouraged to make maximum use of the fan embassies as they proved to be an efficient tool during previous major sport tournaments, in providing assistance to visiting fans. For that purpose, the Bilbao local authorities should liaise closely with FSE (Football Supporters Europe). [status: important].**

Once identified, appropriate safety and security preparations should be developed for potential spontaneous supporter gathering areas in city and town centres. Contingency plans for dealing with a wide range of possible safety and security scenarios should be prepared and tested in multi-agency table-top exercises.

**Recommendation 22 – The relevant authorities in Bilbao should identify locations where visiting supporters may spontaneously, and innocently, gather to enjoy the atmosphere and the city. Once identified, appropriate safety and security preparations should be developed. To cater for the possibility of rival supporters gathering in close proximity, alternative back-up locations should be identified to provide separate areas for rival supporters to gather in each venue city to help reduce and respond to emerging risks. [status: desirable].**

In terms of public viewing arrangements, extensive guidance and good practices on the preparatory and operating arrangements on large scale public viewing areas is set out in the Recommendation Rec (2015) 1 of the Standing Committee.

**Recommendation 23 - The relevant authorities should take account of the good practice contained in the Recommendation Rec (2015) 1 of the Standing Committee in finalising their preparations for organised and spontaneous fan areas and public viewing fan zones. [status: important].**

In terms of encouraging host supporters to attend public events in fan zones, it is anticipated that the appeal to residents will fluctuate in accordance with the participating teams. However, it is to be hoped that local communities will make full use of the facilities and otherwise embrace the tournament.

As regards the tournament, a draft mobility plan was already submitted to UEFA and the general principles were presented to the delegation. Spectators will be provided with sufficient car and bus parks outside the city and can use metro or buses to join the vicinity of the stadium. Then, they will be segregated and will reach the stadium on foot, namely using one of the three streets that lead to the main square.

Before and after the match, most of these spectators will concentrate in this neighbourhood, which is populated with many bars, cafes and restaurants. Traffic will be closed in this area three hours before kick-off and, due to the concentration of the crowd and the consumption of alcohol – the tournament will take place in summer season – this part of the city should require a higher presence of preventative and friendly police, supported by discrete crowd control and riot units parked in the vicinity.

In a nutshell, crowd control in the city centre and in the vicinity of the stadium, as well as segregation of possible rival high-risk groups of supporters, will be a matter requiring special attention.



The historic old town of Bilbao is quite far from the stadium but, due to its historical and heritage interest and the existence of bars and esplanades, it can also attract many supporters, in particular during the night. Crowd management and control is also a matter of concern, particularly because this part of the city has narrow streets and is quite a labyrinthine place.

The mobility policy within the city of Bilbao is a responsibility of the municipality. It includes the circulation of pedestrians, parkings, airports, metro, train, caravans and taxis. For the tournament, it will also comprise the transfers from San Sebastian and Victoria, the two main cities of the Basque region, after Bilbao. The [Directorate of Transports of the Basque Government](#) is also involved in the drafting of the mobility policy. It is worth noting that we were told that UEFA EURO 2020 tickets entitle the holder to free use of public transport to and from Bilbao from within the Basque Country on the day of the match.

### C.15 Community engagement

The overarching key principles of the Convention centre on the need to adopt an integrated, multi-agency approach towards three pillars namely safety, security and service. Also on the need to develop a partnership ethos between all agencies and stakeholders involved in making football and other sports events safe, secure and welcoming for all.

In the development of a safe, secure and spectator friendly venue two key factors are the physical design of the stadium and the structure and application of the stadium safety and security management.

The best outcomes in seeking to achieve a safe, secure and spectator friendly environment are generally delivered through a multi-agency approach with the involvement of all parties involved in the running of events. This would include obvious organisations such as event organiser, police, fire authority, medical service provider and local authority but should also look to include others who may add value to the outcome e.g. local access groups, supporters' representatives and local community groups.

It was clear during the visit that this process has been adopted at local level in Bilbao and there was much evidence of the process working well which was clearly based upon both the good working relationships between the organisations involved and also between the individuals representing those organisations. There were many examples of integrated safety management at local level.

It is felt that the process could be improved by setting out the basis of the relationships in terms of responsibilities and outlining how the relationships work at operational level work together with interaction with others.

There is also a slight concern that whilst successful at local or operational level it was not possible to determine during the visit if there was buy in at national level.

It is important that a safety culture and spectator experience mentality is embedded in the planning for a safe sporting environment which should be integral in the management process. The best and most efficient outcomes are achieved where good quality safety management and customer service is dominant.

**Recommendation 24 - It is recommended that the working arrangements at local level are captured in a framework or Terms of Reference document so that complete clarity in terms of agencies involved, primacy, aims and objectives, roles and responsibilities, and ranking of personnel expected to participate in the group are clearly defined.** [status: desirable].

It is felt that this document will help reinforce the importance of integrated safety management and the need to bring together the relevant parties to discuss and decide upon safety, security and service issues at all sporting venues. The frequency of the meetings should be determined and be structured to an agenda with minutes recording any decisions taken and giving transparency to the process. The joint working will hopefully help build trust and develop relationships between the relevant organisations which will help to reinforce the sharing of information and improvements in the communication links between. See <https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168072b9a1> - Annex A

**Recommendation 25 - The relevant authorities should ensure that the needs of local communities are taken fully into account in the organisation and delivery of the tournament with associated events and initiatives designed and delivered to provide all local communities with reassurance and to encourage participation in the festivities.** [status: desirable].

## **C.16 Racism and other types of discrimination**

In the national report provided to the Council of Europe delegation visit, extensive reference was included regarding specific measures for preventing and tackling racist and all other forms of discriminatory behaviour. In discussion, it was apparent that the intention was to apply the principle of zero tolerance towards any form of racism and other discrimination inside and outside of the stadium.

However, there was scant recognition that an influx of thousands of football supporters from across Europe speaking a variety of languages, would make it extremely difficult for the police and stewards to identify behaviour, symbols or banners that were racist or discriminatory in tone. Visiting police delegations could assist in providing advice to the police and stewards on such matters, but it might also be prudent to consult Football Against Racism in Europe (FARE) about what constitutes racism and discriminatory activity in participating countries.

**Recommendation 26 – The relevant authorities, police and stadium personnel should continue to apply zero tolerance in respect of any kind of discrimination inside stadiums, fan zones and public spaces during UEFA EURO 2020 and beyond.** [status: important].

**Recommendation 27 - The relevant authorities should seek advice from FARE regarding what constitutes racism and discrimination in countries participating in the tournament** [status: desirable].

## C.17 Tournament Media and Communication Strategy

### Media Strategy

European experience evidences that hosting international football tournaments is usually accompanied by a widespread tendency of the national and international media to focus on negative stories (real or imagined) and remain silent on preventative and other positive events and initiatives.

All of the authorities met during the visit recognised that the tournament will be a global event and that any negative publicity would impact on international perceptions of the event and the host country. However, the importance of developing and implementing a multi-agency media handling strategy, in which spokespersons from all the main agencies share common lines and relay consistent messages, did not appear to be fully recognised during the visit. The importance of such an initiative cannot be over-emphasised and work on this matter should commence before the tournament gets underway.

**Recommendation 28 - The relevant authorities should commence work on developing a government-led multi-agency media handling strategy involving spokespersons from all public and private agencies involved in the tournament.** [status: important].

### Communications Strategy

In terms of the overseas audience, European experience demonstrates the importance of relaying a range of information to visiting supporters, including information on venue cities, fan zones, stadia rules and regulations, and, importantly, policing tolerance levels. Such communications can be presented in a friendly style to generate a positive impression of the welcome that visiting supporters will receive during UEFA EURO 2020. It is important that such information and associated publications and leaflets are disseminated in the languages of participating countries.

**Recommendation 29 – The relevant authorities should ensure that all visiting supporters are provided with essential and useful information in their own language regarding the arrangements for UEFA EURO 2020.** [status: desirable].

## C.18 Inclusiveness

The importance of meeting the needs of disabled supporters should be paramount in the planning for the matches in UEFA EURO 2020 both within the stadium and also in the fan zones (if decided to be set up by the LOS).

**Recommendation 30 – The relevant authorities should give consideration to the adoption of UEFA/CAFE and the IPC standards listed below and that all existing sporting venues carry out an accessibility audit to enable development of an action plan for improvements to increase diversity and equality.** [status: important].

**a) UEFA/CAFE Standard**

<https://www.cafefootball.eu/en/access-all>

**b) IPC Standard**

[https://www.paralympic.org/sites/default/files/document/130902143349868\\_IPC+Accessibility+Guide\\_2nd+EDITION\\_FINAL.pdf](https://www.paralympic.org/sites/default/files/document/130902143349868_IPC+Accessibility+Guide_2nd+EDITION_FINAL.pdf)

## **Section D Concluding remarks and Draft Action Plan**

### **D.1 Concluding remarks**

In conclusion, the delegation would like to again stress that the report and accompanying Action Plan is intended to:

- assist and support the local authorities in Bilbao in developing an integrated approach to safety, security and service at football events, based on established good practice customised to fit national circumstances; and
- assess the extent to which the current safety and security arrangements are compliant with the Articles of the Convention and the good practices contained in the Standing Committee Recommendation Rec (2015)1.

This report and the accompanying appendices aim to be comprehensive and accurate, however, it is recognised that some of the explanations provided in meetings and other discussions may have been misinterpreted. That is why the report retains a draft status until such times as the authorities in Bilbao have had opportunity to comment on points of accuracy.

The delegation would like to stress once more that the Standing Committee is committed to providing the governmental and football authorities, and other competent agencies, in Bilbao with further support in meeting the challenges that lie ahead. The Standing Committee would in particular welcome periodic feedback on the progress made by the authorities in Bilbao concerning implementation of the recommendations included in this report. Having in mind the fact that the UEFA EURO 2020 matches are only 15 months ahead, some of the recommendations should be prioritized in order to contribute to the overall safety and security measures adopted for this major event.

The delegation would like to thank, once again, all of the colleagues from Bilbao and the Spanish NFIP who provided much appreciated help and support during the visit.

Finally, the delegation wishes to underline that the diversity of its composition, namely including Council of Europe's strategic observers before the T-RV Standing Committee, like UEFA and the European supporters association, proved once again to be of critical importance for increasing the legitimacy of the visit, for the quality of common future deliveries in the follow-up phase and, last but not the least, for sending to the hosting and European-wide countries and non-State authorities a clear message of full commitment of these parties in a public-private multi-agency and integrated approach, as a clear example of what should be replicated at national, regional and local levels.

## D.2 Draft Action Plan

### **Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and other Sports Events (CETS No. 218)**

#### **DRAFT ACTION PLAN (March 2019)**

This draft Action Plan forms part of the report of the Council of Europe Standing Committee's visit on 10-11 February 2019.

The Action Plan has been prepared with the aim of enabling the authorities in Bilbao to:

- demonstrate compliance with the principles and outcomes enshrined in the Convention;
- reflect the established good practices on safety, security and service contained in Standing Committee Recommendation 1/2015;
- ensure that football stadia (and other sports venues) provide a safe, secure and welcoming experience for all spectators during UEFA EURO 2020 matches

To further assist this process, each of the various actions has been allocated a status of "essential", "important" or "desirable". This terminology is used to indicate the relevance of each action in terms of demonstrating compliance with the Convention and established European good practices. For ease of access, the recommended actions are presented under the relevant Convention Article.

In recognition of the need to adopt an integrated approach, it is stressed that the actions overlap and are inter-related and should be considered and implemented in that light.

The text of this action plan refers specifically to football matches but can, where appropriate, also be applied in connection with other sports events where considered necessary or appropriate by the national authorities.

It is recognised that the recommended actions need to be considered in the light of national circumstances and imperatives and that the adoption of established good practices will need to be customised accordingly.

The delegation stands ready to provide, on request, support and assistance in taking forward the actions recommended in this plan.

<b>UEFA EURO 2020 - Safety and Security Preparations</b>			
<b>Recommendation 1</b> - The Basque Government should work in close partnership with the national authorities in order to ensure the strategic coordination for the UEFA EURO 2020 tournament. [status: important]			
Milestones	Timing	Lead Agency	Progress
<b>Recommendation 2</b> - Reference should be made by the Basque Government to the Guide to Safety at Sports Grounds (Green Guide) 6th edition for advice relating to the design and management of this Zone EX area. Engagement of a specialist crowd modelling consultant could provide the assurance needed to validate the proposed plan. [status: essential]			
Milestones	Timing	Lead Agency	Progress
<b>Recommendation 3</b> - The local authorities should consider developing and delivery preventative campaigns in order to raise the awareness of the fans about the risks associated to the use of pyrotechnics at football matches, in accordance with the recent scientific studies on this matter ( <a href="https://www.uefa.com/MultimediaFiles/Download/uefaorg/Stadium&amp;Security/02/48/11/68/2481168_DOWNLOAD.pdf">https://www.uefa.com/MultimediaFiles/Download/uefaorg/Stadium&amp;Security/02/48/11/68/2481168_DOWNLOAD.pdf</a> ). [status: desirable]			
Milestones	Timing	Lead Agency	Progress
<b>UEFA EURO 2020 - Security</b>			
<b>Recommendation 4</b> - In accordance with European good practice, during UEFA EURO 2020, policing tactics, profile and uniform should be determined on the basis of: ongoing dynamic risk analyses; graded deployment, with protective equipment used only where necessary; and early targeted and proportionate interventions to prevent the escalation of risk [status: desirable].			
Milestones	Timing	Lead Agency	Progress

**Recommendation 5** - Police units likely to be deployed during UEFA EURO 2020 should be encouraged to proactively interact with and adopt a welcoming and friendly manner towards supporters. The police officers to be deployed for the UEFA EURO 2020 should be trained in the use of English language to facilitate the dialogue with the fans. [status: important].

Milestones	Timing	Lead Agency	Progress

**Recommendation 6** – Ertzaintza should take all the necessary measures in order to have a sufficient number of spotters available and trained to be deployed during the UEFA EURO 2020 tournament. [status: important].

Milestones	Timing	Lead Agency	Progress

**Recommendation 7** – The relevant authorities should ensure that the Spanish NFIP it is adequately staffed and resourced in order to deliver its tasks effectively. [status: essential].

Milestones	Timing	Lead Agency	Progress

**Recommendation 8** – The relevant authorities should consider the deployment of two Spanish police liaison officers in the IPCC for UEFA EURO 2020. [status: important].

Milestones	Timing	Lead Agency	Progress

<p><b>Recommendation 9</b> – The relevant authorities should consider attending the preparatory conference for the UEFA EURO 2020 to be organized in April 2020. [status: desirable].</p>			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
<b>UEFA EURO 2020 - Safety</b>			
<p><b>Recommendation 10</b> – It is recommended the Club Safety Officer or representative is provided with a detailed job description which clearly sets out the functions of the post. The (T-RV (2015)1 Annex A Safety) and its recommendations may be used to compile a checklist of functions necessary for the role. [status: important].</p>			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
<p><b>Recommendation 11</b> – It is recommended that Spanish authorities set the minimum areas of competence to be demonstrated by such Safety Officers, supervisors and safety stewards, considering both the core functions of each group and the variety of roles that they may perform, having regard to the check lists in the Standing Committee’s Manual of good practice on this subject. See <a href="https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168072b9a1">https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168072b9a1</a> - Annex A and <a href="https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168073d177">https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168073d177</a> - Annex D [status: important].</p>			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
<p><b>Recommendation 12</b> – It is recommended that a document or security/stewarding plan is developed for each event which contains the respective roles, responsibilities and primacy of the police, stewards, volunteers, security companies along with the competence expected of each practitioner. See <a href="https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168072b9a1">https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168072b9a1</a> Annex A [status: important].</p>			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>



**Recommendation 13** – Due to the absence of scrutiny and third-party accreditation of stewarding/security numbers, it is recommended that a safety certification scheme is developed which includes external oversight. [status: important].

Milestones	Timing	Lead Agency	Progress

**Recommendation 14** – The event organiser must recognise that risk for an event also includes consideration of other local venue specific risks to the event and to spectator safety. It is therefore recommended that a risk assessment system covering all risks constituting a potential threat to the safety and security of spectators is developed to ensure that appropriate safety and security arrangements are in place. [status: important].

Milestones	Timing	Lead Agency	Progress

**Recommendation 15** - The relevant authorities should take all the necessary measures to adopt an appropriate pre-entry searching regime to be applied during the tournament and the measures required to mitigate entry delays (e.g., effective signage en-route to the stadium, explanatory communications to visiting supporters, pre-match entertainment etc.) [status: important].

Milestones	Timing	Lead Agency	Progress

#### UEFA EURO 2020 - Service

**Recommendation 16** – The local authorities should aim at delivering the same level of interaction with the fans for the UEFA EURO 2020 matches, including the full use of fan embassies, SLO's of the participating teams and foreign languages speaking personnel. [status: important].

Milestones	Timing	Lead Agency	Progress

<p><b>Recommendation 17</b> - The Basque and Bilbao police should commit to adopt dialogue procedures with national team SLOs and supporters in line with the guidance set forth in the Rec 1 2015 <a href="https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168073d176">https://rm.coe.int/recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168073d176</a> - Appendix M and the EU Handbook on Police Liaison with Supporters (12792/16). [status: important].</p>			
Milestones	Timing	Lead Agency	Progress
<p><b>Recommendation 18</b> - The local organisers should further liaise with the supporters’ clubs and/or fan representatives of the visiting national teams and consult with AFEPE and FASFE on fan hosting matters. [status: important].</p>			
Milestones	Timing	Lead Agency	Progress
<p><b>Recommendation 19</b> - Supporter feedback should be considered in the risk assessment process before each game. [status: important].</p>			
Milestones	Timing	Lead Agency	Progress
<p><b>Recommendation 20</b> – The authorities should reach a decision regarding the fan zones as soon as possible to minimise any potential upheaval. [status: important].</p>			
Milestones	Timing	Lead Agency	Progress

**Recommendation 21** – The authorities should be encouraged to make maximum use of the fan embassies as they proved to be an efficient tool during previous major sport tournaments, in providing assistance to visiting fans. For that purpose, the Bilbao local authorities should liaise closely with FSE (Football Supporters Europe). [status: important].

Milestones	Timing	Lead Agency	Progress

**Recommendation 22** – The relevant authorities in Bilbao should identify locations where visiting supporters may spontaneously, and innocently, gather to enjoy the atmosphere and the city. Once identified, appropriate safety and security preparations should be developed. To cater for the possibility of rival supporters gathering in close proximity, alternative back-up locations should be identified to provide separate areas for rival supporters to gather in each venue city to help reduce and respond to emerging risks. [status: desirable].

Milestones	Timing	Lead Agency	Progress

**Recommendation 23** - The relevant authorities should take account of the good practice contained in the Recommendation Rec (2015) 1 of the Standing Committee in finalising their preparations for organised and spontaneous fan areas and public viewing fan zones. [status: important].

Milestones	Timing	Lead Agency	Progress

**Recommendation 24** - It is recommended that the working arrangements at local level are captured in a framework or Terms of Reference document so that complete clarity in terms of agencies involved, primacy, aims and objectives, roles and responsibilities, and ranking of personnel expected to participate in the group are clearly defined. [status: desirable].

Milestones	Timing	Lead Agency	Progress

<b>Recommendation 25</b> - The relevant authorities should ensure that the needs of local communities are taken fully into account in the organisation and delivery of the tournament with associated events and initiatives designed and delivered to provide all local communities with reassurance and to encourage participation in the festivities. [status: desirable].			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
<b>Recommendation 26</b> – The relevant authorities, police and stadium personnel should continue to apply zero tolerance in respect of any kind of discrimination inside stadiums, fan zones and public spaces during UEFA EURO 2020 and beyond. [status: important].			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
<b>Recommendation 27</b> - The relevant authorities should seek advice from FARE regarding what constitutes racism and discrimination in countries participating in the tournament [status: desirable].			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>
<b>Recommendation 28</b> - The relevant authorities should commence work on developing a government-led multi-agency media handling strategy involving spokespersons from all public and private agencies involved in the tournament. [status: important].			
<b>Milestones</b>	<b>Timing</b>	<b>Lead Agency</b>	<b>Progress</b>

**Recommendation 29** – The relevant authorities should ensure that all visiting supporters are provided with essential and useful information in their own language regarding the arrangements for UEFA EURO 2020. [status: desirable].

Milestones	Timing	Lead Agency	Progress

**Recommendation 30** – The relevant authorities should give consideration to the adoption of UEFA/CAFE and the IPC standards listed below and that all existing sporting venues carry out an accessibility audit to enable development of an action plan for improvements to increase diversity and equality. [status: important].

**a) UEFA/CAFÉ Standard**

<https://www.cafefootball.eu/en/access-all>

**b) IPC Standard**

[https://www.paralympic.org/sites/default/files/document/130902143349868\\_IPC+Accessibility+Guide\\_2nd+EDITION\\_FINAL.pdf](https://www.paralympic.org/sites/default/files/document/130902143349868_IPC+Accessibility+Guide_2nd+EDITION_FINAL.pdf)

Milestones	Timing	Lead Agency	Progress

### D.3 Follow-up of visit: tools available at the European-wide level

With a view to supporting the Basque Government in implementing the above-mentioned Action Plan, we recommend and encourage national public and private authorities to make use of the support programmes and tools available at the pan-European level, be they from the Council of Europe, the European Union, UEFA or the European supporters associations.

In the context of the strategic partnership between the main pan-European observers before the T-RV Standing Committee of the Council of Europe (UEFA and the two European supporters' associations), a whole range of training and technical assistance tools are available for countries in need of assistance to improve their standards. The following list is a non-exhaustive one:

#### 1. Council of Europe

Under the Council of Europe/European Union Joint Project on Promoting and Strengthening safety, security and service at football matches and other sports events (ProS4+), the following training schemes are available:

- Promotion of the Convention: Country-model training programmes on the Convention;
- Online Course on the Convention and T-RV Recommendation Rec (2015) 1. The target audience for this course is wide and includes NFIPs, Ministries (MoS, MoI), Safety officers and match commanders, security officers of Football and other Sports Federations, supporters, supporters' organisations. Training methods and materials include: text materials, interviews, video lectures, presentations, animations, open-ended questions, self-assessment quiz and certificate;
- National Football Policing Training Programme (NFPTP), to develop and deliver customised "country-made" training event.

Further to the above list of training schemes, the Council of Europe can also provide legal and other technical assistance with a view to improve the national legal framework and the domestic coordination arrangements, amongst others.

#### 2. UEFA

- Under the UEFA stadium and security strategy for 2017-2021, UEFA can provide:
  - UEFA National Associations Strategy Summits;
  - UEFA National Associations Stadium and Security Expert Programme (SSEP)
  - UEFA National Associations Masterclasses, on the following topics: terrorism; pyrotechnics; and certification, licensing and inspection;
  - UEFA Pan-European Expert Seminars, on the following topics: pyrotechnics; counter-terrorism; certification, licensing and inspection;
  - UEFA Stewards "Train the Trainer" and joint training for match commanders and safety officers.

#### 3. European Union

Under the European Union Agency for Law Enforcement Training (CEPOL) education and training activities calendar, on the topic of «Public order - policing of major events»:

- Pan-European football security;

- Public order - security during major events - PPP (HOUSE-EUSEC);
- Public order and crowd management (HOUSE-EUSEC);
- Webinar on Public order: security during major sports events.

#### 4. European supporters' associations

##### a. Football Supporters Europe

The English version of the Fans' Embassies handbook is available on the FSE website: <http://www.fansembassy.org/en/library.html>

##### b. Supporters Direct Europe

SD Europe can provide a range of training offerings based on the SLO topic, ranging from individual presentations to targeted multi-day training programmes developed in-house. These trainings can be tailored to the specific audience, e.g. club and association officials, club SLOs, police, and other stakeholders.

SD Europe website contains a library of general SLO resources which is regularly updated. The library can be found here: <http://www.sdeurope.eu/knowledge-base/uefa-supporter-liaison-officer-handbook-2011>

A few SLO videos are also available on SD Europe YouTube channel: <https://www.youtube.com/user/SDEuropeTV/playlists>

.....

This rich menu of different and complementary deliveries that are currently available at the pan-European level to support the hosting country is another striking example on how a strategic public-private multi-agency and integrated approach between European-wide parties can bring increased synergies, complementarities and a coherent and robust message to all beneficiaries of training and technical assistance – national authorities, football authorities, supporters' associations and local communities.

The above-mentioned list of training schemes that can be delivered in a multi-agency approach, by the Council of Europe and its strategic observers before the T-RV Standing Committee, to the hosting country is of utmost importance to ensure the follow-up of the monitoring visits and to support the country to better comply with the Council of Europe Convention and the European-wide best practices enshrined in the T-RV Recommendation Rec (2015) 1.

## Appendix A

### **Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events (CETS No. 218)**

#### **Policy Articles**

##### **ARTICLE 1 – Scope**

1. The Parties shall, within the limits of their respective constitutional provisions, take the necessary steps to give effect to the provisions of this Convention in respect of football matches or tournaments played in their territory by professional football clubs and national teams.
2. The Parties may apply the provisions of this Convention to other sports or sports events hosted in their territory, including non-professional football matches, especially in circumstances where safety or security risks are involved.

##### **ARTICLE 2 – Aim**

The aim of this Convention is to provide a safe, secure and welcoming environment at football matches and other sports events. To that end, the Parties shall:

- a. adopt an integrated, multi-agency and balanced approach towards safety, security and service, based upon an ethos of effective local, national and international partnerships and co-operation;
- b. ensure that all public and private agencies, and other stakeholders, recognise that safety, security and service provision cannot be considered in isolation, and can have a direct influence on delivery of the other two components; and
- c. take account of good practices in developing an integrated approach to safety, security and service.

##### **ARTICLE 3 – Definitions**

For the purposes of this Convention, the terms:

- a. “safety measures” shall mean any measure designed and implemented with the primary aim of protecting the health and wellbeing of individuals and groups who attend, or participate in, a football or other sports related event, inside or outside of stadia, or who reside or work in the vicinity of the event;
- b. “security measures” shall mean any measure designed and implemented with the primary aim of preventing, reducing the risk and/or responding to any violence or other criminal activity or disorder committed in connection with a football or other sports related event, inside or outside of stadia;
- c. “service measures” shall mean any measure designed and implemented with the primary aim of making individuals and groups feel comfortable, appreciated, and welcome in connection with a football or other sports related event, inside or outside of stadia;
- d. "agency" shall mean any public or private body with a constitutional, legislative, regulatory or other responsibility in respect of the preparation and implementation of any safety, security or service measure in connection with a football or other sports related event, inside or outside of stadia;
- e. "stakeholder" shall mean spectators, local communities or other interested parties who do not have legislative or regulatory responsibilities but who can play an important role in helping to make football or other sports events safe, secure and welcoming, inside and outside of stadia;



- f. "integrated approach" shall mean recognition that, irrespective of their primary purpose, football and other sports related safety, security and service measures invariably overlap, are inter-related in terms of impact, need to be balanced, and cannot be designed or implemented in isolation;
- g. "multi-agency integrated approach" shall mean recognition that the roles and actions of each agency involved in football or other sports related planning and operational activity should be co-ordinated, complementary, proportionate, and designed and implemented as part of a comprehensive safety, security and service strategy;
- h. "good practices" shall mean measures applied in one or more countries that have proven to be very effective in meeting the stated aim or objective;
- i. "relevant agency" shall mean a body (public or private) involved in the organisation and/or management of a football or other sports related event held inside or outside of sports stadia.

#### **ARTICLE 4 – Domestic Co-ordination Arrangements**

1. The Parties shall ensure that national and local co-ordination arrangements are established for the purpose of developing and implementing a multi-agency integrated approach to safety, security and service at national and local level.
2. The Parties shall ensure that the co-ordination arrangements involve the participation of all key public and private agencies engaged in safety, security and service matters connected with the event, both inside and outside of the venue where the event is taking place.
3. The Parties shall ensure that the co-ordination arrangements take full account of the safety, security and service principles set out in this Convention and that national and local strategies are developed, regularly evaluated and refined in the light of national and international experience and good practice.
4. The Parties shall ensure that national legal, regulatory or administrative frameworks clarify the respective roles and responsibilities of the relevant agencies and that these roles are complementary, consistent with an integrated approach, and widely understood at a strategic and operational level.

#### **ARTICLE 5 – Safety, Security and Service in Sports Stadia**

1. The Parties shall ensure that national legal, regulatory or administrative frameworks require event organisers, in consultation with all partner agencies, to provide a safe and secure environment for all participants and spectators.
2. The Parties shall ensure that regulations or arrangements to guarantee the effectiveness of stadium licensing procedures, certification arrangements and safety regulations in general are in place, applied, monitored and enforced by the competent public authorities.
3. The Parties shall require the relevant agencies to ensure that stadium design, infrastructure and associated crowd management arrangements comply with national and international standards and good practices.
4. The Parties shall encourage **the relevant agencies to ensure** that stadia provide an inclusive and welcoming environment for all sections of society, including children, the elderly and those with disabilities, and incorporate, inter-alia, the provision of appropriate sanitary and refreshment facilities and good viewing facilities for all spectators.
5. The Parties shall ensure that stadia operating arrangements are comprehensive; make provision for effective liaison with the police, emergency services, and partner agencies; and incorporate clear policies and procedures on matters that might impact on crowd management and associated safety and security risks, including:
  - use of pyrotechnics;
  - any violent or other prohibited behaviour; and
  - any racist or other discriminatory behaviour.

6. The Parties shall require the relevant agencies to ensure that all public and private personnel involved in making football and other sports events safe, secure and welcoming are equipped and trained to deliver their functions effectively and in an appropriate manner.

7. The Parties shall encourage their competent agencies to highlight the need for players, trainers or other representatives of participating teams to act in accordance with key sports principles, like tolerance, respect and fair play, and recognise the negative impact which acting in a violent, racist or other provocative manner can have on spectator behaviour.

#### **ARTICLE 6 – Safety, Security and Service in Public Places**

1. The Parties shall encourage all agencies and stakeholders involved in organising football and other sports related events in public spaces, including the municipal authorities, police, local communities and businesses, supporter representatives, football clubs and national associations, to work together, notably in respect of:

- a. assessing risk and preparing appropriate preventative measures designed to minimise disruption and provide reassurance to local communities and businesses, in particular those located in the vicinity of where the event is taking place or public viewing areas; and
- b. generating a safe, secure and welcoming environment in public spaces that are designated for supporters to gather before and after the event, or locations in which supporters can be expected to frequent of their own volition, and along transit routes to and from the city and/or to and from stadia.

2. The Parties shall ensure that risk assessment and safety and security measures take account of the journey to and from the stadium.

#### **ARTICLE 7 – Contingency and Emergency Planning**

The Parties shall ensure that multi-agency contingency and emergency plans are developed, and that those plans are tested and refined in regular joint exercises. National legal, regulatory or administrative frameworks should make clear which agency is responsible for initiating, supervising and certifying the exercises.

#### **ARTICLE 8 – Engagement with Supporters and Local Communities**

1. The Parties shall encourage all agencies to develop and pursue a policy of pro-active and regular communication with key stakeholders, including supporter representatives and local communities, based on the principles of dialogue, and with aim of generating a partnership ethos and positive co-operation as well as identifying solutions to potential problems.

2. The Parties shall encourage all public and private agencies and other stakeholders, including local communities and supporter representatives, to initiate or participate in multi-agency social, educational, crime prevention and other community projects designed to foster mutual respect and understanding, especially amongst supporters, sports clubs and associations as well as safety and security agencies.

#### **ARTICLE 9 – Police Strategies and Operations**

1. The Parties shall ensure that policing strategies are developed, regularly evaluated and refined in the light of national and international experience and good practice, and are consistent with the wider, integrated approach to safety, security and service.

2. The Parties shall ensure that policing strategies take account of good practice including, inter-alia: intelligence gathering; ongoing risk assessment; risk-based deployment; proportionate intervention to prevent escalation of risk or disorder; effective dialogue with supporters and the wider community; and evidence gathering of criminal activity as well as the sharing of such evidence with the competent authorities responsible for prosecution.

3. The Parties shall ensure that the police work in partnership with organisers, supporters, local communities and other stakeholders in making football and other sports events safe, secure and welcoming for all concerned.

#### **ARTICLE 10 – Prevention and Sanctioning of Offending Behaviour**

1. The Parties shall take all possible measures to reduce the risk of individuals or groups participating in or organising incidents of violence or disorder.
2. The Parties shall, in accordance with national and international law, ensure that effective exclusion arrangements, appropriate to the character and location of risk, are in place to deter and prevent incidents of violence or disorder.
3. The Parties shall, in accordance with national and international law, co-operate in seeking to ensure that individuals committing offences abroad receive appropriate sanctions, either in the country where the offence is committed or in their country of residence or of citizenship.
4. Where appropriate, and in accordance with national and international law, the Parties shall consider empowering the judicial or administrative authorities responsible for imposing sanctions on individuals who have caused or contributed to incidents of football-related violence and/or disorder, with the possibility of imposing restrictions on travel to football events held in another country.

#### **ARTICLE 11 – International Co-operation**

1. The Parties shall co-operate closely on all, and associated, matters covered by this Convention in order to maximise collaboration in respect of international events, share experiences and participate in the development of good practices.
2. The Parties shall, without prejudice to existing national provisions, in particular the allocation of powers among the different services and authorities, set up or designate a national football information point of a police nature (NFIP). The NFIP shall:
  - a) act as the direct and single contact point for exchanging general (strategic, operational and tactical) information in connection with a football match with an international dimension;
  - b) exchange personal data in accordance with the domestic and international rules applicable;
  - c) facilitate, coordinate or organise the implementation of international police cooperation in connection with football matches with an international dimension.
  - d) be capable of fulfilling efficiently and promptly the tasks assigned to it.
3. The Parties shall further ensure that the NFIP provides a national source of expertise regarding football policing operations, supporter dynamics and associated safety and security risks.
4. Each State Party shall notify the Committee on safety and security at sports events in writing the name and contact details of its NFIP, and any subsequent changes with regard to it.
5. The Parties shall cooperate at international level in respect of sharing good practice and information on preventative, educational and informative projects and the establishment of partnerships with all agencies involved in the delivery of national and local community and supporter focused or driven initiatives.

## Programme of the visit by the experts of the Standing Committee of the European Convention on Spectator Violence

**Bilbao, 10 - 11 February 2019**

---

11,00-11,15	Opening ceremony and presentation Vice-Minister of Security of the Basque Government Chairman of the Committee for Sports Affairs.
11,15-12,00	Presentation Ertzaintza / Basque Police Preliminary information of the Basque national structure, and legal framework. Manager Director of Ertzaintza. Chief Superintendent of Public Order.
12,00-12,15	Coffee break
12,15-12,40	Manager of DAEM (Emergency and Meteorological Service) Basque Government.
12,40-13,00	Manager of Osakidetza (Basque Health Service)
13,00-13,30	Responsible City Council of Bilbao.
13,30-14,00	Responsible Athletic Club de Bilbao
14,30	Lunch
17,30	Visit the Stadium, U.C.O (Control Room) and surroundings area with people of Ertzaintza, Athletic Club and City Hall.
20,45	Match Athletic Club Bilbao Vs F.C Barcelona, Spanish League.

### **11/02/2019, Monday**

11,00-12,00	Presentation of the master plan, the security report and the police operative. Vice-Minister of Security of the Basque Government. Director of Ertzaintza Territorial Chief of Bizkaia Superintendent, Head of the Operational Planning Service.
12,00-12,20	Presentation of the emergency management plan. Director of DAEM
12,20-12,30	Presentation Osakidetza plan. Manager Director Osakidetza.
12,30-13,00	Presentation City Mobility plan. Responsible City of Bilbao.
13,00-13,20	Presentation of the Integral Mobility Plan. Manager of Planning of the Basque Government
13,20-13,45	Presentation of the Stadium Security Plan. Security Director of Athletic Club de Bilbao
13,45-14,15	Presentation about characteristics of the supporters. Representatives from Spanish and European supporters' associations.
14,15-14,30	Questions and suggestions
14,30	Lunch

## **PART 3**

### **Comments by Bilbao authorities**

## 1. Comments on Part 1: Spain's national report

First of all, we would like to express our sincere thanks for the comments, remarks and recommendations set out in the Preliminary Report. We assume them, not only in a positive, natural and constructive manner, but also as part of the work which, within an integrated safety, security and service approach, must be internalized and carried out by the various agents, so as to bring UEFA EURO 2020 in Bilbao to a successful conclusion.

As a matter of fact, we must admit that the definition of the distribution of competences existing in the Spanish State, especially with regard to the Basque Country, is not easy to explain.

However, we understand that, as far as the institutional framework of the Basque Country is concerned, in particular with regard to safety, security and service, some of the issues which are generally and rather confusingly outlined in the National Report provided by Spain should be explained and clarified.

Thus, in connection with the legal framework, it must be pointed out that the Constitution itself, in addition to recognizing a list of extensive competences for the so-called Autonomous Communities, in its First Additional Provision recognizes and protects the historical rights of the regions which nowadays make up the Basque Country, and that the updating will be carried out, within the Constitution, through the Statute of Autonomy.

This is not a trivial issue, since that is precisely what has happened. Thus, the Statute of Autonomy of the Basque Country, also known as the Statute of Gernika, is the basic institutional instrument of the Basque Country, not only in order to establish a parliamentary form of government, since its theoretical, practical and even symbolic scope is much wider, as can be inferred from reading it or from a mere visit to our territory.

In particular, reference must be made to the competence on Security matters. Article 149.1.29 of the Spanish Constitution states that security is an exclusive competence of the State. But an important exception is established: *without prejudice to the possibility of the creation of police forces by the Autonomous Communities, in the manner to be laid down in their respective Statutes and within the framework to be established by an organic law.*

Precisely, Article 17 of the Statute of Gernika explicitly recognizes that the Basque Autonomous Police - Ertzaintza - was created through the updating of the *fuero* (regional law) system provided for in the first additional provision of the Constitution. The system of competences on policing matters established in Article 17 is a key element, and it has been recognized as such by the Spanish Constitutional Court itself, so as to understand that the Ertzaintza is the only comprehensive police force of the Basque Country, with a number of policing competences of a supra-territorial nature being residually reserved and listed in a closed list.

The Statute of Gernika expressly states that the **protection of people and goods as well as the maintenance of public order within the autonomous territory** corresponds exclusively to the Basque Autonomous Police - Ertzaintza - and this is how it has been done for several decades now.

Therefore, the public security competences, and not just some of them, as stated in the National Report, correspond to the Ertzaintza in coordination with the local police forces, that is to say, the Municipal Police of Bilbao. The presence of the National Police and the Civil Guard would therefore be limited to issues which are nevertheless important too, such as those that have to do with land, sea and air borders, in a general sense, as well as immigration, and which would require and do undoubtedly require effective coordination.

Even though there is no reference to this in the National Report, a coordination body for safety and security matters between the Basque and Spanish Administrations is provided for at the top legal level - Statute of Gernika. This body is the Security Council of the Basque Country, made up of the State Secretariat of the Spanish Ministry of the Interior and the Security Department of the Basque Country. It is currently fully operational and functioning and would be the major channel to coordinate and supplement the actions, provided the legal framework of competences of each of the law enforcement agencies is respected.

Therefore, Coordination Commissions are organized to deal with specific events, taking the agreements reached in the aforementioned Security Council as a reference. In the case of the UEFA EURO 2020, the Vice-Ministry for Security of the Basque Country and the State Secretariat for Security of the Spanish Government are establishing the necessary liaisons for the operational mechanisms to be implemented during this event to work properly.

Further to the above, there are past instances of Coordination Commissions for major international events which provide proven experience and effectiveness to these coordination formulas. Amongst them we could highlight: FIBA World Basketball Championship, held in 2014; Summit of the World Tourism Organization, with the presence of leaders from different countries; Congress of the European People's Party in Donostia, with the presence of the top leaders of the party and of the European Parliament; or, currently under development, the next G7 Summit in Biarritz (France), which, due to the geographical proximity with the border, has required collaboration actions between the French and Spanish governments and the Security Department of the Basque Country.

## 2. Comments on Part 2: Report of the Council of Europe team

In connection with the recommendations provided in the second part of the report submitted by the team who visited Bilbao in February 2019, the Vice-Minister for Security of the Basque Government, as the head of the SSNS, is providing the following comments related thereto:

**Recommendation 1 – The Basque Government must work closely with the national authorities so as to guarantee the strategic coordination of the UEFA EURO 2020 tournament [status: important].**

As pointed out in section 1 of this document, the competences in public order and public safety matters are exclusive of the Police Force of the Basque Country, the Ertzaintza, always bearing in mind the fact that the National Law Enforcement Agencies - National Police and Civil Guard -, are competent, only, in supranational issues related to the event: borders, movement of people, documentation and exchange of information.

To coordinate the delimitation of tasks during the UEFA EURO 2020 operations, there have been contacts between representatives of the Security Department of the Basque Government

and the State Secretariat of the Ministry of the Interior. These contacts will obviously intensify as the preparation work for the event progresses and the aforementioned issues are further developed.

**Recommendation 2 – The Basque Government must use the Guide to Safety at Sport Grounds (Green Guide), 6<sup>th</sup> edition, to obtain guidance regarding the design and management of Zone EX. The participation of a consultant specializing in mass management could guarantee the validity of the proposed plan [status: essential]**

In this regard, we would like to say that the new San Mamés stadium, designed by the firm IDOM/ACXT, won the Award to the Best Sports Building in the World at the World Architecture Festival 2015 (WAF), held on the 4<sup>th</sup>, 5<sup>th</sup> and 6<sup>th</sup> of November in Singapore. Likewise, it must be pointed out that the new San Mamés is rated as a Category 4 stadium, the highest rating given by the UEFA. This rating would obviously be impossible if it did not fulfil the highest requirements on safety and security matters.

As for the mass flow simulation issue, we would like to inform that, for the project to be validated, a specialized company (Idom) was hired in 2012 to carry out a survey in that regard in which the stadium evacuation flows were guaranteed.

Moreover, with a view to planning the UEFA EURO 2020, another specialized company (Ibersys) has been hired to collaborate in the design of the Outer Security Perimeter (OSP) requested by UEFA.

Finally, we would like to add that, as an essential part of the multidisciplinary approach which is being carried out in the development of the SSNS, all the elements of the safety and security plan are discussed and validated with the Civil Protection Agency of the City Council of Bilbao, which is in charge of issuing the appropriate administrative permits for the event.

**Recommendation 3 – The local authorities must prepare and present prevention campaigns so as to make fans aware of the risks involved in the use of pyrotechnics in football matches, in accordance with recent scientific studies on this subject.**

**([https://www.uefa.com/MultimediaFiles/Download/uefaorg/Stadium&Security/02/48/11/68/2481168\\_DOWNLOAD.pdf](https://www.uefa.com/MultimediaFiles/Download/uefaorg/Stadium&Security/02/48/11/68/2481168_DOWNLOAD.pdf)). [status: desirable]**

As regards the use of pyrotechnics in stadiums and their surrounding areas, we would like to point out that this is an issue of concern for the authorities as well as for the sport event organizers due to the potential risk it involves for both users as well as third parties.

Even though it is true that, in recent years, due to the Sports Act expressly prohibiting the use of pyrotechnic devices as well as the access control security measures, its use has been restricted inside sports facilities, we must not ignore the fact that its use in the area around the stadium is still a common practice by certain radical groups of fans. In addition to this, in other European countries the use of these devices is even more widespread.

Therefore, it has been standard practice for the Games and Shows Directorate of the Basque Government to organize periodical campaigns to raise awareness of the risks involved in the use of pyrotechnic devices. Furthermore, in the case of UEFA EURO 2020, a specific campaign is going to be launched shortly before the event.



**Recommendation 4 – In accordance with European good practices, during UEFA EURO 2020, the policing tactics, the profile and the uniform to be used must be defined in keeping with: dynamic risk assessments; gradual deployment, protection equipment will be used only when necessary; quick, proportionate and targeted interventions to prevent risk escalation [status: desirable].**

We would like to point out that all the specific plans of the Ertzaintza for the First Division stadiums situated in the Basque Country are developed considering the aforementioned principles. To be precise, the indications of the Resolution of the Council of the European Union of 3 June 2010, in the section “Dynamic Risk Assessment and Crowd Management” have been followed, evolved and adapted, in an attempt to follow the premises of Annex B: Good Practices on Safety, Security and Service of the T-RV recommendation Rec (2015) 1, specifically, Appendix 1 on dynamic risk assessment and gradual deployment.

To this end, the officers who are usually deployed for sport events are called “Prevention” and wear the usual Citizen Protection uniform, whereas the officers specializing in incident resolution, who wear specific uniforms, take a more discreet second place, unless they have to be deployed due to exceptionally risky circumstances or in response to a specific incident.

Thus, the spectators who usually attend this type of event are trained to identify the severity level of the incidents; therefore, when specialized officers are deployed, they can identify that something unusual and serious is happening.

**Recommendation 5 – The police units deployed during UEFA EURO 2020 must interact in a proactive and friendly manner with fans. The police officers who are going to work for UEFA EURO 2020 must learn English so as to be able to interact with the supporters. [status: important].**

The actions which are still pending, mainly due to the fact that the selections who will take part in the tournament in Bilbao have not been defined yet, include, on the one hand, establishing communication channels with spectator associations and, on the other, creating working groups comprising representatives of police delegations from the countries of origin, local police representatives (with a good command of the English language) and representatives of supporters’ associations.

**Recommendation 6– The Ertzaintza must adopt all the necessary measures to have an adequate number of observers available and trained so as to be able to deploy them during the UEFA EURO 2020 tournament. [status: important].**

Even though it is true that, as stated in the report, the information tasks at League matches are carried out by information staff from Bilbao police station, the fact is that, for events as important as UEFA EURO 2020, as it happened in other events of international impact held in the Basque Country (European Rugby Finals, Basketball World Cup, MTV Awards...), the number of police officers carrying out information tasks is much higher in these cases. Moreover, they are supplemented with staff from the specialized information units (Central Intelligence Office).

It must be added that this circumstance has already been provided for in the Operational Plans which have been devised for both the stadium as well as the rest of the city.

**Recommendation 7 – The appropriate authorities must guarantee the PNIF that they have adequate staff and sufficient resources to carry out their tasks in an effective manner.**

The Ertzaintza has sufficient resources to carry out the tasks they have been entrusted with and will be present in the Coordination Centres which may be established. Likewise, they will take charge of the police delegations from the visiting countries.

**Recommendation 8 – The competent authorities must deploy two liaison officers from the Spanish police to the IPCC for UEFA EURO 2020. [status: important].**

With regard to this issue, we would like to state that the Vice-Minister for Security of the Basque Government and representatives from the State Secretariat of the Ministry of the Interior of the Spanish Government have already held meetings in which they have agreed to deploy two members of the Ertzaintza to the IPCC for UEFA EURO 2020, who will remain there while matches are being played in Bilbao, in addition to the liaison officers from the National Police Force who will be designated by the NFIP.

**Recommendation 9 – The competent authorities must attend the Preparatory Conference for the UEFA EURO 2020 which will be held in April 2020. [status: desirable].**

There is no objection to attending the preparatory conference provided the appropriate invitation is received.

**Recommendation 10 – It is recommended to give the Security Manager or Representative of the Club a detailed description of the tasks of the post clearly defining the duties of said position. The (T-RV (2015) 1 Annex A Security) and its recommendations may be used to prepare a checklist with the duties which are required for said position. [status: important].**

**Recommendation 11 – It is recommended that the Spanish authorities specify the minimum areas of competence for Security Managers, Supervisors and Security Officers, bearing in mind the essential roles of each group as well as the various tasks they can carry out. The checklists of the Manual of Good Practices of the Standing Committee regarding this issue will be taken into account. See <https://rm.coe.int/Recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168072b9a1-> Annex A and <https://rm.coe.int/Recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168073d177-> Annex D [status: important].**

The areas of responsibility as well as the duties they entail are provided for in a general manner in Sports Act 19/2007, Regulation 203/2010 of 26 February against Violence, Racism, Xenophobia and Intolerance in Sport. Likewise, the competences are delimited in Private Security Act 5/2014 of 4 April.

With regard to the specific duties within UEFA EURO 2020 event, the Private Security Plan for the stadium is currently being supervised by the working team of the Ertzaintza. It sets out the roles and competences of all those involved as well as their integration into the chain of command of the police force in charge of the event.

**Recommendation 12 – It is recommended that a security document or plan is prepared for each event, specifying the respective duties, responsibilities and priorities of the police, security officers, volunteers, security companies as well as the competences of each of the parties involved. See <https://rm.coe.int/Recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168072b9a1> Annex A [status: important].**

We would like to state that, as the committee was able to see during their visit, a SSNS plan is being developed to deal with these issues. The plan is now at an advanced stage and follows the model proposed by UEFA. The latest version was sent to UEFA in March 2019 and a more complete version is expected to be submitted by the end of August this year. It will include all the recommendations received from UEFA and the Council of Europe recommendations set out in this report.

**Recommendation 13 – Due to the lack of supervision and standardization of security officers/members by third parties, it is recommended that a standardization plan be developed including external supervision [status: important].**

The competences of private security representatives are delimited in Private Security Act 5/2014 of 4 April.

Likewise, Sports Act 19/2007 empowers the police official in charge to supervise private security operations as well as the correct performance of the duties by the staff in this sector.

As specified above, the private security plan of the stadium is currently being supervised so as to be validated by the Ertzaintza.

**Recommendation 14 – The event organizer must be aware of the risk which an event involves, as well as the risks of the venue and the protection of spectators. Therefore, it is recommended that a risk assessment system be developed covering all the risks which may pose a potential threat to the protection, safety and security of the spectators so as to guarantee that there are protection, safety and security measures in place. [status: important].**

The usual work system of the Ertzaintza involves that event security be guided by information. In this regard, we would like to say that all the police operations which are being devised for UEFA EURO 2020 event include dynamic risk assessment. Likewise, it must be added that there is already a risk assessment preparation plan by the Central Information Office of the Ertzaintza and that, on this date, risk reports are already being produced and they will be produced more often as the dates of the event draw near.

With regard to the Private Security Plans of the stadium, it must be said that the private security plan submitted for the event includes an assessment of risks as well and an estimation of the probability of their occurring.

**Recommendation 15 – The competent authorities must deploy all the necessary measures to adopt an adequate body search system at the entrance of the stadium, which will be applied during the tournament, as well as the necessary measures to mitigate delays and crowds at the entrance of the stadium (e.g.: placing signs on the route to the stadium, explanations to visiting supporters, shows before the match, etc.) [status: important].**

With regard to the measures proposed in this recommendation, we would like to say that an Operational Support Plan for the stadium and final kilometre has been developed and includes these measures. This plan is almost fully developed now and will be completed when the appropriate adjustments for each match are made in accordance with the teams which take part in it. Moreover, all the security measures included in the plan have been developed in coordination with those set out in the Road Traffic Plan of the Local Police and are supplemented with the tasks set out in the Private Security Plan. Likewise, the organizing agency, Bilbao Ekintza, is preparing a signage and volunteer plan to inform and direct supporters to the stadium from the city.

**Recommendation 16 – The local authorities must provide the same level of interaction with the supporters of UEFA EURO 2020 matches, including the use of Fan Embassies, liaison officers from the participating teams and staff who can speak several languages. [status: important].**

**Recommendation 17- The Basque police and the Bilbao police undertake to speak with the liaison officers from the national selections and from the supporters in accordance with the guidelines set out in Rec 1 2015 <https://rm.coe.int/Recommendation-rec-2015-1-of-the-standing-committee-on-safety-security/168073d176> - Annex M and the EU Handbook on Police Interaction with Supporters (12792/16). [status: important].**

**Recommendation 18- The local organizers must interact with the representatives of the fans and of the clubs of the visiting national selections and ask the AFEPE and the FASFE for advice on issues regarding supporter hosting. [status: important].**

**Recommendation 19- Information from supporters must be taken into account when carrying out the risk assessment process before each match. [status: important].**

**Recommendation 21– The authorities must encourage people to use Fan Embassies, since they have proved to be effective in previous tournaments to help visiting supporters. Therefore, the authorities of Bilbao must collaborate closely with the FSE (Football Supporters Europe). [status: important].**

The establishment of adequate and bidirectional communication channels with the supporters who visit our city to generate a positive experience is one of the main aims of all the organizations involved in UEFA EURO 2020 when preparing the event.

Two lines of work are going to be developed:

- Establishing mixed work teams including Ertzaintza police officers with a good command of the English language, members of the police delegations of the visiting countries who take part in the event and representatives of supporters' associations (replicating an experience similar to that carried out by the National Police Force on the occasion of the Champions League Final in Madrid in June this year); and
- Establishing communication channels with European supporters' associations.

We would like to point out that the communication channels with the police delegations would be through the Spanish NFIP in the same way as it is done in international matches.

To contact the supporters' associations, we will build on the experience of the Royal Spanish Football Federation in this regard.

**Recommendation 20 – The authorities must make a decision regarding the zones intended for supporters as soon as possible in order to minimise any potential inconvenience. [status: important].**

Even though it is true that the local organizing agency and UEFA have not definitely determined the location of the Fan Zones, it should be mentioned that work is being done on very specific locations for which security plans are being prepared in keeping with the demands of the SSNS plan.

**Recommendation 22 – The competent authorities of Bilbao must identify the areas where visiting supporters may gather spontaneously and coincidentally to enjoy the atmosphere of the city. Once they have been identified, the appropriate protection and security measures must be prepared. Bearing in mind that opposing supporters may gather in nearby places, alternative sites must be identified so that rival fans are separated in order to mitigate and be able to respond to any risk which may take place. [status: desirable].**

A Public Order Operational Plan is currently being developed for the city, which includes providing protection not only in the areas specifically indicated by the organization (Fan Zones), but in the entire city. The plan is based on the experience accrued in other relevant international events as for to the usual flows of spectators.

The plan provides for preventive deployment (uniformed staff with a friendly image, mixed groups with police delegations from the countries of origin and members of spectator associations) as well as reactive deployment (made up of groups specializing in public order and response to attacks).

**Recommendation 23 – The competent authorities must take into account the good practices mentioned in Recommendation Rec (2015) 1 of the Standing Committee to complete the arrangements for the organized and spontaneous fan zones, as well as for the public view zones. [status: important].**

We would like to point out that specific plans will be developed for all organized zones as well as public viewing zones, should there be any, which would include:

- Police, medical and fire protection units;
- Capacity control measures, if necessary; and
- Access and exit route control and self-protection plans.

All these plans must be in keeping with the regulations in force in the Basque Country and be granted the appropriate permits.

**Recommendation 24 – It is recommended that labour measures at the local level be included in the framework or in the Terms of Reference (Mandate) so that there is total clarity as regards the organizations involved, priorities, purpose and aims, tasks and responsibilities as well as the category of the members of the staff who are going to take part in the group. [status: desirable].**

As stated above, the duties, competences and coordination protocols of all the agencies involved in the SSNS of UEFA EURO 2020 are clearly identified in the aforementioned plan.

Moreover, the duties and competences of the stadium security force will be set out in a specific plan which must be validated by the Ertzaintza.

UEFA has in turn its own volunteer plan setting out the issues mentioned in the recommendation.

Finally, the Local Organizer (Bilbao Ekintza) has its own staff plan for the event with duties to be carried out all over the city.

**Recommendation 25 – The competent authorities must guarantee that the needs of the local communities are taken into account when organizing and carrying out the tournament, in addition to the events and related initiatives devised to reassure all the local communities and encourage them to take part in the celebration.[status: desirable].**

Bilbo Ekintza is developing the issues dealt with in this recommendation in two plans: Local Promotion and Spectator Experience.

Moreover, Bilbao City Council is in contact with residents and business owners who may be affected by the event so as to arrange measures to minimize the disturbance which the event may generate.

**Recommendation 26 – The competent authorities, police and stadium staff will apply at all times the Zero Tolerance policy as regards any type of discrimination inside stadiums, fan zones and public areas during and after UEFA EURO 2020. [status: important].**

Zero tolerance for this type of conduct is the standard practice of the Ertzaintza in all sport events. We would like to point out that Sports Act 19/2007 itself makes it mandatory to act in response to this type of acts, both inside the stadium as well as in the surrounding area.

**Recommendation 27 – The competent authorities may be assisted by the FARE to know what racism or discrimination involves in the countries which take part in the tournament [status: desirable].**

This organization will be formally contacted so that they can assist the Ertzaintza professionals involved in the planning and coordination of the event.

**Recommendation 28 – The competent authorities must develop a strategy led by the government to deal with the mass media in which spokespersons from all the public or private bodies involved in the tournament must get involved. [status: important].**

In this regard, we would like to say that a communication campaign led by the local organizer, Bilbao Ekintza, is being carried out, as it is customary in all the international events in which this organization is the main organizer.

**Recommendation 29 – The competent authorities must guarantee that all visiting supporters are provided with essential and useful information about UEFA EURO 2020 in their own language. [status: desirable].**

A communication programme is being devised by Bilbao Ekintza, the Local Organizer, which provides for the development of an App for the event with links to the Ertzaintza App and to official UEFA websites, leaflets, permanent information points and volunteers with a command of languages so as to guarantee the provision of information to the supporters who visit the city.