

STANDING COMMITTEE (T-RV)

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

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Hate speech, racism and other discriminatory behaviour in sport

**Report of the topical tour de table
of the 48th T-RV meeting
(Strasbourg, 5-6 June 2019)**

Prepared by the Secretariat

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1. Background

Fighting all types of discrimination and hate speech has been and will continue to be one of the **Council of Europe priorities and challenges**, since it undermines the core values of democratic societies.

The [European Convention on Spectator Violence \(ETS No. 120\)](#), or T-RV Convention, from 1985, in its Article 1 (Aim of the Convention), paragraph 1, establishes a **positive obligation** for the States Parties to prevent and fight against violence and misbehaviour: “The Parties, with a view to preventing and controlling violence and misbehaviour by spectators at football matches, undertake, within the limits of their respective constitutional provisions, to take the necessary steps to give effect to the provisions of this Convention”. Furthermore, Article 3 (Measures), paragraph 1, stresses the need to bring this positive obligation into practice: “The Parties undertake to ensure the formulation and implementation of measures designed to prevent and control violence and misbehaviour by spectators”.

The topic of hate speech and discrimination was always a matter of concern both for the [Parliamentary Assembly of the Council of Europe \(PACE\)](#) and the [Committee of Ministers of the Council of Europe](#), in particular, in the case of sports events, since the adoption of the T-RV Convention.

The PACE, recalling the [European Convention on Human Rights \(ECHR\)](#) and the T-RV Convention, adopted in 1999 an innovative [Recommendation on football hooliganism - Recommendation 1434 \(1999\)](#). This Recommendation states, in its paragraph 7, that, “for or an atmosphere conducive to tolerance and fair play, a balance has to be sought between security and safety on the one hand, and friendliness and hospitality on the other”.

Also bearing in mind the ECHR and the Spectator Violence Convention, the Committee of Minister adopted several relevant documents on this topic, namely:

- [Recommendation N° R \(97\) 20 to member States on “hate speech”](#);
- [Resolution No. 4 on preventing racism, xenophobia and intolerance in sport adopted at the 9th Conference of European Ministers responsible for Sport in Bratislava in May 2000](#); and
- [Recommendation Rec\(2001\)6 to member States on the prevention of racism, xenophobia and racial intolerance in sport](#).

The Standing Committee of the T-RV Convention kept in mind this normative framework of the PACE and the Committee of Ministers in its monitoring of the implementation of the Convention, across the last three decades.

Besides the fact that this is a priority and transversal topic in the activities of the Council of Europe, there is also a normative background for the T-RV - and the future T-S4 Committee - to bring it to discussion on a regular basis.

In 2015, through its [Recommendation Rec\(2015\)1 on Safety, Security and Service at Football Matches and other Sports Events](#), the Standing Committee recommended member States that «**high priority** is accorded to preventing and tackling racism and all other forms of discrimination in connection with football events»

The [Saint-Denis Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events \(CETS No. 218\)](#), also known as T-S4 Convention, identifies racism and other discriminatory behaviour **as one of the three main issues** which can impact on crowd management and associated safety and security risks at football and other sports events (Article 5.5).

At its meeting in Strasbourg on 5-6 June 2019¹, the Standing Committee of the Spectator Violence Convention held a **tour de table** devoted to the topic of **hate speech, racism and other discriminatory behaviours**. National delegations and observers to the Committee, as well as other Council of Europe experts, were invited to exchange information on recent developments and to discuss how to prevent and combat racism and other discriminatory behaviour at sporting events.

[Resolution 2276 \(2019\)](#) of the Parliamentary Assembly of the Council of Europe (PACE) and the [Report](#) that underpins this Resolution served as the background document for the discussions. Entitled “**Stop hate speech and acts of hatred in sport**”, the Resolution calls on the Council of Europe Member States as well as on sports federations and other sports organisations to adopt policies and procedures aiming at **effectively preventing and tackling racism and other discriminatory behaviour related with sport**.

This report compiles the various contributions brought to the discussion and gives an account of the rich debate held during the meeting. Its aim is to serve as a **background document for action by T-RV and T-S4 members and stakeholders, and for future international cooperation** on this important matter.

¹ Synopsis of the 48th meeting of the T-RV in document T-RV(2019)24.

2. Work of the Council of Europe

The Council of Europe is well known and respected for its work in the prevention of and in the fight against various forms of discrimination and hate speech. The T-RV, on the occasion of this tour de table, had the opportunity to exchange with the secretariat of some of the bodies and teams leading this work within the Council (see programme of the topical tour de table in Appendix 1).

i) PACE

The presentation by the PACE representative started with the observation that the world of sport is a reflection of what exists in society. He came to the conclusion, somehow reversing this logic, that **sport may have the possibility of eradicating these scourges** more quickly than other societal environments and can have a positive impact on social developments. It can, in particular, help our youth to develop antibodies against discrimination and hatred, and by promoting the dissemination of the values of living together.

The presentation focused primarily on **Resolution 2276 (2019)** on «“Stop hate speech and acts of hatred in sport», adopted by the Parliamentary Assembly in April 2019, based on a report prepared by Mr. Goran Beus Richembergh (Croatia, Group ADLE).

The report reminds us that, ideally, "**Sport is and should always be an instrument for the promotion and transmission of values** such as fair-play, mutual respect and tolerance, in addition to being an activity to promote health and a form of leisure accessible to all. There should be no room for racist, xenophobic, sexist, homophobic or transphobic ideas or for the manipulation of supporters' feelings for political purposes”.

Resolution 2276 (2019) states that “sport (...) must (...) provide an environment in which people of all origins and from all walks of life can find common ground and harmoniously coexist in diversity”.

Unfortunately, the situation is very different and the Assembly notes that the world of sport reflects society as a whole and that it is not spared from prejudice and discrimination.

Indeed, “various forms of hatred and intolerance, such as anti-Semitism, Islamophobia, homophobia, transphobia, racism, Afrophobia, sexism and xenophobia, often find fertile ground in sports circles which lead to verbal and physical violence”.

Furthermore, already in its [Resolution 2200 \(2018\) on "Good governance of football"](#) the Assembly had denounced racist violence and racist speech, sexual harassment and gender discrimination in the world of football and sport in general.

As regards, in particular, the phenomenon of violence, Mr. Beus Richebergh's report by notes that "**Verbal violence** is common in and around sports venues; it is often so serious that it constitutes hate speech and incitement to violence."

These expressions of hatred can be the collective expression of supporters and degenerate into serious forms of physical violence outside of sports grounds, but they can also occur on the pitch and involve players, coaches or referees as perpetrators or as targets of violence.

Resolution 2276 (2019) addresses a number of recommendations to the Council of Europe Member States to tackle this disturbing phenomenon. This report focuses in a number of them:

- A. **Knowing the problem better:** To be efficient in their responses, it is key to understand this phenomenon. States should " promote research and data collection on hate speech and hate crime in the sports environment ". In order for this collection of information to be really useful, the Assembly requests that "the data be comparable and disaggregated by geographic location, sport, victim and perpetrator – distinguishing between athletes (professional and amateur) and spectators – and the grounds of discrimination”.
- B. The approach needed to effectively address the challenges must be **holistic, collaborative and educational / pedagogical**.

A holistic approach:

States are invited to integrate into their plans or strategies against hate speech and hate-motivated crimes specific measures to combat these problems in sports environment.

Effective collaboration:

There must be effective collaboration between the stakeholders concerned. PACE invites States to "strengthen co-operation with sports organisations in matters of hatred and intolerance including the reporting and recording of incidents".

Awareness-raising:

Essential to raise awareness and change mentalities. Conduct awareness-raising compains targeting the general public on the dangers of hate speech, the reporting mechanisms available and the importance of countering impunity by reporting incidents...

First, the Assembly advocates a **holistic approach**: States are therefore invited to "integrate into their national plans or strategies against hate speech and hate-motivated crimes specific measures to combat these problems in sports environment".

Secondly, as the Assembly has pointed out for other questions, such as the manipulation of sports competitions, there must be **effective collaboration** between the stakeholders concerned. The various actors involved need each other in order to be effective. The Assembly therefore invites States to "strengthen co-operation with sports organisations in matters of hatred and intolerance, including the reporting and recording of incidents".

Thirdly, it is absolutely essential to **promote awareness** and a change in mentalities. In this regard, Resolution 2276 calls on States to:

- "conduct **awareness-raising campaigns** targeting the general public on the dangers posed by hate speech, the reporting mechanisms available and the importance of countering impunity by reporting incidents";
- "**integrate sports ethics into school curricula**, in the framework of citizenship education"; and
- "**encourage media** to provide pluralistic, unbiased information on athletes, particularly those most exposed to hatred, and their performance, and to report accurately and without bias on hate speech incidents and hate crimes".

The **role of the school** should be emphasised, since the education system is a key element in the transmission of the values of tolerance and human dignity. Here, the Assembly suggests that in fulfilling this role, the school could and should rely on sport and sport values to get the message out.

The **media** too can do a lot. Maybe public institutions could have further developed this aspect and speak directly to the media, especially public service, to propose more specific actions. However, their role has not been forgotten. So, these actors should also be included in the collaborative approach.

As for **sports organisations**, these are not only privileged and essential partners of the public authorities in the fight against hate speech and hateful acts in sport but also leading players and at the forefront of this fight.

To understand the role that a large sports organisation can play, it is enough to remember that UEFA also uses its major competitions - the Champions League, the Europa League and UEFA EURO - to convey its message of zero tolerance for any form of racism and discrimination and for more respect for diversity. Millions of people in Europe and around the world can be targeted. It is therefore quite natural that the Assembly addresses sports federations and other sports organisations, and calls on them inter alia to:

- “**integrate equality and non-discrimination into their activities** and promote democratic values”; and
- “**prevent and combat hate speech** and, to this end, strengthen co-operation with supporters’ associations, civil society organisations, the media and educational institutions”.

The Assembly also makes two very concrete recommendations, in particular:

- “appoint outstanding athletes as “**ambassadors for equality and non-discrimination**”; and
- “**require all players to formally commit** to refraining from hate speech and manifestations of hatred and intolerance”.

Coming back to the idea of stronger collaboration between public authorities and sports organisations, and reading between the lines, it should be added that **school-sport partnerships** should be developed everywhere, in order to develop and implement together educational projects to help our children, adolescents and young people understand that sport and its values are incompatible with discrimination, hate speech and hateful acts.

ii) European Court of Human Rights (ECtHR)

The [European Court of Human Rights \(ECtHR\)](https://www.echr.coe.int/Document/FS_Sport_ENG.pdf) publishes and regularly updates important compilations of **case law** on different topics, notably on sports safety security and service hate speech in general, which deserves the attention of all stakeholders:

- https://www.echr.coe.int/Document/FS_Sport_ENG.pdf
- https://www.echr.coe.int/Document/FS_Hate_speech_ENG.pdf.

This is a list of recent cases at the ECtHR in the field of sport:

- Right to respect for private and family life (Article 8 ECHR): *National Federation of Sportpersons' Associations and Unions (FNASS) and Others v. France*
- Fair hearing (Article 6 ECHR): *Mutu and Pechstein v. Switzerland*
- Right to liberty and security (Article 5 ECHR): *S., V. and A. v. Denmark*
- Right not to be tried or punished twice (Article 7 of Protocol No. 7): *Seražin v. Croatia* (inadmissible)
- Freedom of expression (Article 10 ECHR): *Šimunić v. Croatia* (inadmissible)
- Fair hearing (Article 6 ECHR): *Ali Rıza v. Turkey and Switzerland*
- Articles 6, 7 and 8 ECHR: *Michel Platini v. Switzerland* (inadmissible).

The main issue at stake is: how to strike an appropriate balance between conflicting interests? Through the protection of **individual human rights** (Article 1 ECHR) [including of fans, players,

athletes] versus **ensuring safety, security and non-discrimination of the public** [for instance of fans].

The obligation to respect human rights is declared by Article 1 ECHR (Obligation to respect Human Rights): « *The High Contracting Parties shall secure to everyone within their jurisdiction the rights and freedoms defined in Section I of this Convention.* »

The European Convention on Spectator Violence (ETS No. 120), of 1985, states, in its article 1 (Aim of the Convention): « *The Parties, with a view to preventing and controlling violence and misbehaviour by spectators at football matches, undertake, within the limits of their respective constitutional provisions, to take the necessary steps to give effect to the provisions of this Convention. (...)* »

On the other side, one of the main purposes of the 2016 Convention (CETS No 218), mentioned in its preamble, is:

« *...Concerned with the right to physical integrity and the legitimate expectation of individuals to attend football matches and other sports events without fear of violence, public disorder or other criminal activity...* ».

States Parties have the duty to adopt legislation, to investigate and, if appropriate, to punish, as established in article 3 of the 1985 Convention (Measures):

« *The Parties undertake to ensure the formulation and implementation of measures designed to prevent and control violence and misbehaviour by spectators, including in particular (...):*

c) to apply or, if need be, to adopt legislation which provides for those found guilty of offences related to violence or misbehaviour by spectators to receive appropriate penalties or, as the case may be, appropriate administrative measures. ».

Therefore, the national authorities and the courts should examine the specific of each case and decide whether a **fair balance** had been struck **between the individual rights and freedoms and the general interest of the public** and whether the measures taken and restrictions imposed were **necessary and proportionate, and therefore justified**.

Two examples of the recent **case law on safety, security and non-discrimination in sports stadiums** express the research for the balance of interests:

- Right to liberty and security (Article 5 ECHR): *S., V. and A. v. Denmark* (non-violation); and
- Freedom of expression (Article 10 ECHR): *Šimunić v. Croatia* (inadmissible).

As for the case *S., V. and A. v. Denmark* (non-violation), these are the facts: hooligan groups from each country were travelling to Copenhagen to watch a football match between Denmark and Sweden and were planning to fight each other. The Danish police were aware of that and planned

to arrest and charge the instigators of fights if they occurred or to detain instigators in order to prevent clashes. The first big fight resulted in five or six people being arrested, amongst which were the applicants. They were each detained for over seven hours. They were not charged with any criminal offence. In total, 138 spectators were arrested, half of whom were charged with various criminal offences.

As main complaint, the applicants brought compensation proceedings before the Danish courts, alleging that their detention had been unlawful because it had been preventive and had exceeded six hours, which was the time-limit under the relevant law for detention to avert a danger or disturbance of public order.

The European Court of Human Rights found that the applicants' detention had not been covered by Article 5 § 1 (b), which authorised detention to "secure the fulfilment of any obligation prescribed by law" as they had not been given any specific orders regarding any such obligation. For example, they had not been told to refrain from instigating hooligan fights on 10 October 2009 at the Copenhagen international football match, to remain within a certain group or to leave a specific place.

However, the Court considered that the applicants' detention had been covered by the second part of Article 5 § 1 (c), which allows detention "on reasonable suspicion of having committed an offence or when it is reasonably considered necessary to prevent committing an offence". The requirement under this sub-paragraph that a person be lawfully arrested or detained "for the purpose of bringing him before the competent legal authority" should not constitute an obstacle to short-term detention and should thus be applied with a degree of flexibility. A strict interpretation of the purpose requirement could unduly prolong the detention and make it impracticable for the police to maintain order and protect the public.

Any flexibility should however be limited by certain safeguards under Article 5 §§ 3 and 5, including the requirement that the deprivation of liberty be lawful, that the offence be concrete and specific and that the authorities show that the person would in all likelihood have been involved in the offence had it not been prevented by his or her detention and have an enforceable right to compensation. In addition, the Court note that release "at a time before prompt judicial control" in the context of preventive detention should be a matter of hours rather than days.

The Court was satisfied that less stringent measures would not have sufficed to prevent the serious offence of a hooligan brawl. Before the first fight had broken out the police had had a very careful and lenient approach to avoid clashes, notably a proactive dialogue with fans/spectators when they had started to arrive at the beginning of the afternoon. The police had also taken care to detain only those such as the applicants who, in their assessment, had been identified as instigators and posed a risk to public safety. Moreover, that risk had been carefully monitored, enabling the Chief Inspector in charge of the detainees to assess when they should start to be released.

In general, the police's conduct on the day in question was in line with its strategy which took into account the six-hour time-limit for preventive detention. The moderate exceeding of that period had a justification and the applicants had been released as soon as the risk of brawls had passed.

The European Court of Human Rights recently examined these principles in the case of *Šimunić v. Croatia* concerning the right to freedom of expression of this famous football player (decision dated 22 January 2019). These are the facts of the case: the applicant, a football player, was convicted of a minor offence of addressing messages to spectators during a football match, the content of which expressed or incited hatred on the basis of race, nationality and faith.

The High Minor Offences Court held what follows:

« It is an uncontested fact that the said cry, irrespective of its original Croatian literary and poetic meaning, was used also as an official greeting of the Ustash[e] movement and totalitarian regime of the Independent State of Croatia (NDH) which was present in all official documents, either in its original form 'For Home and Leader – Ready!' or in its abbreviated forms 'For Home – Ready!' or 'For Home', and that that movement originated from fascism, based, inter alia, on racism, and thus symbolises hatred towards people of a different religious or ethnic identity, the manifestation of racist ideology, as well as demeaning the victims of crimes against humanity ... »

As main complaint, the applicant considered his conviction a breach of freedom of expression (Article 10 ECHR). He also complained that he had been punished for an act which had not constituted an offence (Article 7 ECHR); that the Croatian courts had been inconsistent in their approach (Article 6 ECHR); that, under Article 13, the remedies used had not been effective; and that, under Article 1 of Protocol No. 12, he had been discriminated against, since others who had used the same expression had been acquitted.

The law applicable is Article 10 ECHR (freedom of expression):

« 1. Everyone has the right to freedom of expression. This right shall include freedom to hold opinions and to receive and impart information and ideas without interference by public authority and regardless of frontiers. This Article shall not prevent States from requiring the licensing of broadcasting, television or cinema enterprises.

2. The exercise of these freedoms, since it carries with it duties and responsibilities, may be subject to such formalities, conditions, restrictions or penalties as are prescribed by law and are necessary in a democratic society, in the interests of national security, territorial integrity or public safety, for the prevention of disorder or crime, for the protection of health or morals, for the protection of the reputation or rights of others, for preventing the disclosure of information received in confidence, or for maintaining the authority and impartiality of the judiciary. »

The European Court of Human Rights applied the following test: is there an interference with the protected right (freedom of expression)? If this is the case: is it «in accordance with the law»?

(legal basis); does it pursue a «legitimate aim»?; and is it «necessary in a democratic society»? (includes proportionality test).

Then, the necessity test was applied: the States are under the duty to combat intolerance, racism and discrimination (in sport). Where are the limits of Article 10? The Court found it important to refer to Article 17 ECHR (prohibition of abuse of rights). Importance of the context of the incident: the applicant chanted a phrase used as a greeting by a totalitarian regime at a football match in front of a large audience to which the audience replied and he did so four times.

The Court referred to the applicant, a football player, as a «role model», which should have been aware of the possible negative impact of provocative chanting. The proportionality of the fine (approx. 3 300 EUR) was also respected.

As a result, the Court concluded that the authorities of the respondent State struck a fair balance between the applicant's interest in free speech, on the one hand, and the society's interest in promoting tolerance and mutual respect at sports events as well as combating discrimination through sport, on the other hand.

While examining the case, the Court also took into account several sources including the Saint-Denis Convention in the interpretation of the ECHR, such as:

Article 5 §§ 4 and 7 of the 2016 Convention:

« 4. The Parties shall encourage the relevant agencies to ensure that stadiums provide an inclusive and welcoming environment for all sections of society, including children, the elderly and those with disabilities. (...)

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

Other relevant documents taken into account were, namely:

- [Recommendation \(2001\)6 of the Committee of Ministers of the Council of Europe to Member States on the revised Code of Sports Ethics](#) (adopted 16 June 2010), recommending the Governments of Member States to adopt effective policies and measures aimed at preventing and combating racist, xenophobic, discriminatory and intolerant behaviour in all sports and in particular football;
- [ECRI General Policy Recommendation No. 12](#) on combating racism and racial discrimination in the field of sport (19 December 2008); and
- [ECRI Report on Croatia](#) (adopted on 21 March 2018 and published on 15 May 2018):
 - « 32. Sports events have continued to be the fora for recurrent incidents of hate speech. FIFA has repeatedly imposed fines on the Croatian Football Association and banned fans*

and expression of nostalgia for the Ustaša regime, during football matches. In June 2015, Croatian fans displayed a swastika during a match against Italy.

...

36. ... In 13 cases, the perpetrators were convicted for the public use of ‘Za dom spremni’ under misdemeanour liability and received fines of around ... (around 100 euros). The Ombudsperson emphasised that the use of lighter penalties in sanctioning is almost a regular practice. ECRI notes this trend with concern (...). »

To conclude, some final remarks on the Court’s work regarding sports-related issues:

- The Court has already decided some important sports-related cases; others are pending;
- It can be expected that the role of the Court will grow in future in those issues;
- It is often about striking a fair balance between competing interests (often private v. public interests);
- The Court grants a certain margin of appreciation to the States;
- Mutual inspiration between the regimes:
 - The Court does not work in a vacuum, but takes into account relevant norms of international law (systemic interpretation); for instance the 1985 and 2016 Conventions, or Recommendations of ECRI, etc.; and
 - *Vis versa*, the bodies implementing sports-related rules, such as the 1985 and 2016 Conventions, will have to consider the principles and case law of the European Convention of Human Rights (ECHR).

iii) European Commission against Racism and Intolerance (ECRI)

The [European Commission against Racism \(ECRI\)](#) was created in 1993 as an independent human rights monitoring body. This Commission is specialised in combating racism, xenophobia, antisemitism and intolerance, and also towards LGBT persons. It comprises one independent member for each Council of Europe Member State. Its mandate is based on the European Convention on Human Rights, its additional protocols and related case-law.

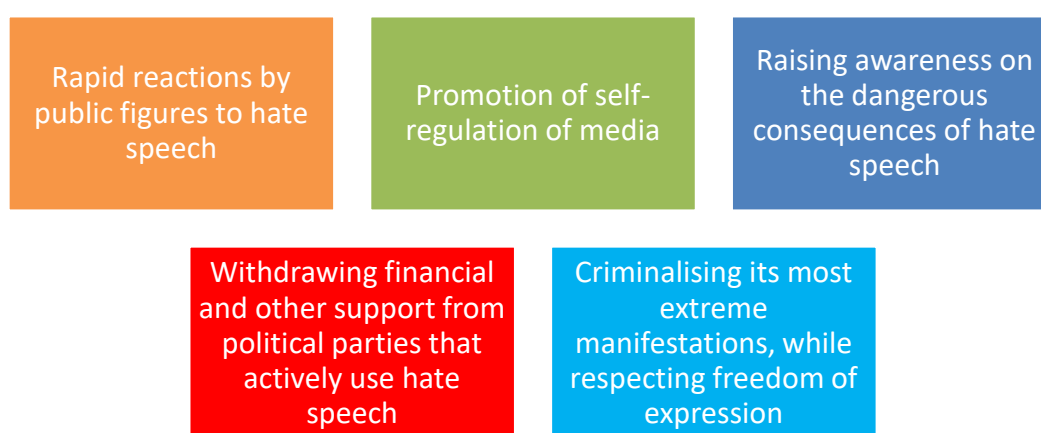
ECRI covers all measures necessary to combat discrimination faced by people or groups of people: on grounds such as “race”, national/ethnic origin, colour, citizenship, religion and language (racial discrimination) and intolerance; and sexual orientation and gender identity (covered under intolerance).

The answer to the question: racism in sports, what does this mean? was illustrated with a video from a campaign of the 70th anniversary of the Universal Declaration of Human Rights, where football player Kevin-Prince Boateng makes a statement on his experience as victim of racism in football matches (see: <https://www.youtube.com/watch?v=cnFil2jLQOE>).

Two important ECRI General Policy Recommendations are relevant on the subjects of hate speech, racism and racial discrimination in sport:

- [ECRI General Policy Recommendation No. 12, on combating racism and racial discrimination in the field of sport](#), adopted on 19 December 2008; and
- [ECRI General Policy Recommendation No. 15, on combating Hate Speech](#), adopted on 8 December 2015.

General Policy Recommendation No. 15 defines hate speech as follows: it is based on the unjustified assumption that a person or a group of persons are superior to others; and it incites acts of violence or discrimination, thus undermining respect for minority groups and damaging social cohesion. ECRI recommends the following measures:



Moreover, ECRI recalls that anti-hate speech measures must be well-founded, proportionate, non-discriminatory, and not be misused to curb freedom of expression or assembly nor to suppress criticism of official policies, political opposition and religious beliefs.

In the field of sport, ECRI's General Policy Recommendation No. 12 identifies a set of **measures that Member States should adopt** in order to fight racism and racial discrimination in the field of sport in an effective manner, notably: ensure equal opportunities in access to sport for all; combat racism and racial discrimination in sport; and build a coalition against racism in sport.

ECRI's concrete recommendations are notably:

- ensuring that adequate **legal provisions** are in place to combat racial discrimination and to penalise racist acts; and
- providing **training to the police** to enable them to identify, deal with and prevent racist behaviour at sporting events.

As regards the legal framework, Member States are called to enact **specific legislation** against racism and racial discrimination in sport, based on the following principles: security regulations should allow police and security to stop, report and document racist behaviour; and sports clubs and federations should be held responsible for racist acts.

Further, Member States should ensure that legislation is **effectively implemented** (Article 5.1 of the Saint-Denis Convention), namely by adopting the following measures:

- provide clear guidelines for identification of racist acts;
- have clear protocols in place for reporting and dealing with racist behaviour;
- train police and security on these guidelines and protocols;
- intervene quickly to stop racist behaviour;
- prosecute and punish offenders – strategic cases; and
- establish monitoring and data collection systems.

In addition, Member States should **encourage supporter’s organisations to adopt charters** containing anti-racism clauses; and organise large scale anti-racism awareness campaigns.

Alongside the public authorities, **ECRI recommends the following measures to be adopted by sports authorities** (federations, leagues and clubs):

- recognise that racism is an important problem in sport;
- nominate a person responsible for combating racism;
- include anti-racism clauses in statutory regulations and produce codes of conduct;
- organise training and awareness sessions for key staff;
- take disciplinary measures: expel racist offenders; enable referees to discontinue sporting events;
- federations should impose fines, withdraw points or decide that future competitions are held behind closed doors;
- take awareness raising measures;
- publish announcements in competitions programmes that racism is not tolerated;
- make regular stadium announcements, display anti-racism banners, organise anti-racism days; and
- promote sportsmanship and tolerance.

iv) «No Hate Speech Movement» Youth Campaign

The presentation by the representative of the “No Hate Speech Movement Youth Campaign” of the Council of Europe (www.nohatespeechmovement.org) started with a quotation of Jeremy Waldron: ‘A sense of security in the space we all inhabit is a public good. Hate speech undermines this public good’.

The campaign focuses on possible approaches to address hate speech in sports in the wider approach needed to address hate speech drawing from the [ECRI General Policy Recommendation No. 15](#) and the experiences of this campaign.

The Anti-Discrimination Department of the Council of Europe supports Member States in combatting discrimination, hate crime and hate speech, and to foster integration, while protecting national minorities and regional or minority languages.

The cooperation programmes of this Department are based on the case-law of the [European Court of Human Rights \(ECtHR\)](#), and recommendations of its three monitoring bodies:

- [ECRI – the European Commission against Racism and Intolerance](#);
- [FCNM – The Advisory Body to Framework Convention for the Protection of National Minorities](#); and
- [ECRNM – the Committee of Experts of the European Charter for Regional or Minority Languages](#).

The efforts of this Department to address hate speech start from the perspective of the person(s) it targets who, most often belong to groups that suffer from discrimination and negative stereotypes in society.

A **comprehensive approach** addressing the needs of those targeted by hate speech does not only benefit the victims, but society as a whole.

As highlighted in the ECRI General Policy Recommendation No. 15 on “Combating Hate Speech”, effective action against the use of hate speech requires:

- recognition of the fundamental importance of freedom of expression, tolerance and respect for equal dignity;
- identification of the conditions conducive to the use of hate speech and taking appropriate measures to remove them; and
- the involvement and commitment of a wide range of private and non-governmental actors.

The **General Policy Recommendation No. 15 provides a range of recommendations**, covering:

- raising awareness of the dangerous consequences of hate speech;
- improve education and media literacy;
- encouraging speedy reactions by public figures against use of hate speech;
- withdrawing financial and other support from political parties that actively use hate speech;
- promote use of self-regulation by public and private institutions; and
- criminalising its most extreme manifestations, while respecting freedom of expression, are among the recommendations contained in the GPR.

ECRI observed that members of vulnerable groups, including national minorities, migrants and LGBT, lack understanding of their rights and are reluctant to report hate speech and discrimination. This leads to lack of proper data on the magnitude of the problem and undermines our ability to understand how to address it.

These are worrying observations, as ECRI, for the fourth year running, also notes in its annual reports that Hate Speech is increasing and that social media and other Internet tools encourage self-segregation and deepen social divides.

In the framework of the «No Hate Speech Movement» Youth Campaign, the Anti-Discrimination Department of the Council of Europe organised together with colleagues of the Sports Division a **regional seminar on hate speech in sports in Sarajevo in November 2017**. The participants found that:

- hate speech is an issue for sport;
- to promote the positive values in sport, it is important to tackle hate speech, particularly in football, as such misbehaviour/ potentially criminal acts could be a catalyst for further (violent) incidents; and
- technical assistance and capacity building such as awareness-raising activities, education/training, sharing of know-how and good practices are considered as useful measures to combat hate speech in sport by involving relevant stakeholder organisations such as sports clubs, fan groups, youth and public authorities.

So, what can be done, including in the field of sports? The experience gained through the «No Hate Speech Movement» campaign can give some inspiration. The «No Hate Speech Movement» is a youth campaign to mobilise youth to stand against hate speech and for Human Rights online. It's run in 45 countries through a network of national campaign committees bringing together national authorities and youth NGO's and other stakeholders.

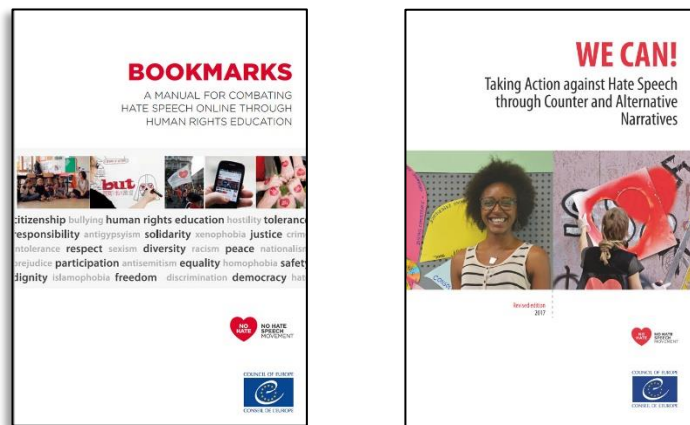
Multi-stakeholders approach is essential. Ensuring cooperation between public authorities, Human Rights bodies, civil society organisations has helped increase understanding for the urgency of the topic; increase outreach at national level; build a comprehensive approach; and limit competition.

For instance, in **Ireland, the National Youth Council**, before launching the campaign, brought together (youth) representatives from all corners of their society to draft their definition of hate speech. In this process all realised they were affected and the topic was important to them. This has secured a multi-sectorial approach and visibility for inter-sectionality of discrimination throughout the campaign (e.g., Muslim women speaking on sexist hate speech, LGBT Roma speaking on Romaphobia and homophobia, etc).

The example from Ireland shows that involving all from the start have improved the quality and engagement in activities against hate speech.

Education is a fundamental pillar of any approach against hate speech. It is essential to learn what Hate Speech is, why it is a threat to human rights and democracy and how to recognise it and best to respond.

Two manuals of the campaign have been published: **“Bookmarks - Manual for combating hate speech online through human rights education”**; and a manual on **“We Can! - Taking action against hate speech through counter and alternative narratives”** (see below).



The first manual has been very instrumental and is translated in over 19 languages. It is easily adaptable to different target audiences, including Police in North Macedonia, teachers in Portugal, etc.

The [manual “We CAN!”](#) Provides tools to youth and social workers to help develop alternative human rights narratives to counter the hate speech we encounter. (we cannot just say “don’t”! we should invite others to “do”!).

Alongside these manuals, **the project “Global”** aimed to break down barriers between young refugees, youth workers and young people in **Flanders (Belgium)**. The project invited youth (sport) organisations to organise a weekend of activities at a refugee camp involving their own youth members and the refugee youth. Video reports of the weekend were posted online for inspiration and further engagement between groups. The activity empowered young refugees through youth work methods and inspire youth work organisations to involve young refugees in their activities.

Like in Belgium, joint trainings have been particularly helpful, covering teachers and students, minority groups and journalists, employees of Internet companies together with civil society organisations. The process of joint learning and reflection has sharpened everybody’s skills to see different perspectives and improve critical thinking.

As was also concluded during the [seminar on hate speech in sports in 2017 in Sarajevo](#), the **role of the media** who report on hate speech and spectator violence, as well as the supporter’s organisations, are essential. Education can come with the adoption of a Code of Ethics and self-regulation that is understood and carried widely.

In Luxembourg, the Conseil de Presse and BEE SECURE (organisations promoting online safety and media literacy among youth) launched the [“Share Respect – Stop Online Hate Speech” campaign](#), covering various themes related to online hate speech, raising awareness for respectful coexistence on the Internet.

Their cooperation involving all their members and partners lead to the adoption of **Netiquette**. This is a simple set of rules for any user who wishes to express his/her opinion in online comments on news media websites or social media profiles in Luxembourg.

These rules allow the Luxembourg media landscape to provide more clarity to users about which comments are viewed as tolerable and which cross the line of freedom of speech. Moreover, the joint Netiquette initiative is a sign of solidarity and mutual respect among Luxembourg press organisations. And to give it some weight, adhering to it is linked to financial support from national authorities.

The power of the approach is that everyone signed up to it, providing a level playing field in a competitive market.

Public figures, including representatives of sport federations, heads of sports clubs, they all have a responsibility to call out hate speech and stand with those being targeted. But this is difficult in practice. Badly chosen words risk re-victimising the targets and reinforcing stereotypes. We see too often online comments giving new spins to a public statement of support made with all good intentions.

In Lithuania, the NHSM worked with journalist and media organisations and representatives of national minorities, LGBT, etc., for examples in **joint training courses and campaign events**. This helped in building up relations of trust, which helped establish and promote an appropriate list of terms to refer to social groups, possibilities to get the perspective of national minorities and other vulnerable groups, and by doing so, strengthened the use of counter narratives and more balanced reporting.

The example above underlines again why **inclusion in sport** is important, not only for interaction and education purposes, but also to have a level of trust to be able to consult with the targeted groups on appropriate responses to hate speech encountered.

The last example comes from 2015 from the start of the campaign **in Serbia**, addressed to **major rival football clubs**, who agreed to enter the pitch with white t-shirts and the No Hate Speech Movement campaign logo. Their actions were coordinated with the media to ensure proper explanation of the values and aims of the campaign. Again, it’s not simple being against hate speech, it’s being for human rights and inclusion!

We conclude with answering the question: is there a role for sport federations, sport clubs and all other stakeholders involved in the field of sports to address hate speech? Most definitely, but it will only work if:

- a **multi-stakeholder approach** is taken;
- it is **inclusive by design** and involves those targeted by hate speech in the solutions;
- it includes **education and training**; and
- it gets **anchored in practices** for example through a code of conduct and self-regulation.

3. Update by States Parties, Observers and guests

Apart from summarising in the ten points below the interventions made by the national delegations, observers and guests during the tour de table, this report also compiles several additional documents or contributions they provided to the Secretariat before and after the meeting (see Appendixes 1 to 8).

While analysing the inputs provided by national and observer delegations, there are ten common aspects that characterise the situation across Europe, namely:

- 1) Hate speech, racism and other discriminatory behaviour are, first and foremost, **relevant societal problems** across Europe and **sports events are one of the privileged stages** where they are expressed become more visible.
- 2) Despite the fact that, in general, European countries have sufficient and clear **legislation** criminalising hate speech, racism and other types of discrimination, there is an **increasing trend** of such phenomena across Europe, namely in the context of sports events, and football in particular.
- 3) These phenomena are taken by most States, sports organisations and other relevant stakeholders as a **serious matter of concern**. Therefore, they have developed and implemented different **policies and practices to prevent and tackle** such types of incidents. Some countries, like France, have even developed a specific public policy on the prevention of sport-related violence and discrimination, which involves supporter organisations and the police. Prevention programmes are mainly addressed to children and youngsters. In some countries, the professional football leagues run awareness-raising initiatives in stadia and media campaigns to address homophobia and racism.
- 4) Police and other official **statistics of reported crimes** of hate speech, racism and other discriminatory behaviour seem to be **underrepresented** in most countries. Police and sports stakeholders need **further training** to better identify and report these incidents and their data should be complementary in order to have a clearer picture of reality.
- 5) In order to reduce these black figures, some countries have adopted good practices aimed at **facilitating the reporting** of such incidents. For instance, in Belgium, an NGO installed at the entrance of some stadiums a free phone number or a number for text messaging to that institution. In the UK, a multi-agency association also developed a mobile phone App where people can report incidents.

- 6) As regards the response to these phenomena, some countries, like Belgium, have good examples of concrete **normative guidance** to all administrative and football authorities on how to tackle with racism, shouting and chanting by spectators (see Appendix 5).
- 7) Besides the low reporting rate across Europe, the percentage of **criminal convictions** is dramatically lower. One of the main reasons pointed out by the police is the difficulty of **evidence gathering**, that is key for an effective prosecution and sentencing of perpetrators.
- 8) One of the key conditions to effectively address the issue, is that the administrative and/or judicial systems **respond in a timely manner**, by applying proportionate **individual (and not collective)** sanctions, including banning orders.
- 9) At the end of the administrative and criminal justice chains, national legal frameworks should further develop effective **victim support programmes and rehabilitation programmes** for perpetrators, as part of a human rights and inclusive policy for sports events.
- 10) These phenomena should be **regularly monitored and discussed** by the T-RV and the future T-S4 Committees, in close relationship with the relevant bodies of the Council of Europe and other relevant stakeholders.

This is a summary of the different statements by the national delegations, observers and guests:

i) **Austria**

In Austria, last season (2017-2018), police registered 8 incidents on racism and discrimination, whereas there were 11 in the previous year, in connection with football matches. Even if this number seems manageable, national authorities are aware this is a very serious matter and prevention is the best supporter.

The **Austrian National Hate Speech Committee** was founded in 2016. Besides this Committee, and over the last three years, the Austrian Football Association has been operating and financing a project to raise the awareness of young people on 5 prevention topics:

- Racism and Discrimination
- Extremism and Radicalisation
- Violence
- Homophobia
- Integration

The **project of the Austrian Football Association** started in 2017 with 500 students and was doubled to 1,000 in 2018. For 2019, it is expected to double again to 2,000 people. Currently, the project only takes place in Vienna. In 2020 it will be extended to Graz, which is the second largest city in Austria. The aim is to offer these training courses step-by-step across Austria in order to reach as many young people as possible. The lectures will be held by specially trained staff from NGO's, but also by well trained and experienced spotters.

The target groups are young people between 12-18 years in youth groups, schools, including vocational schools and football clubs.

Additionally, after an extraordinary incident on these topics in connection with football matches, the Austrian Football Association is contacting the affected club and offers a special **awareness-raising program**.

For any questions on that topic, the Austrian delegate at T-RV is available to liaise with the program manager of the Austrian FA, Mr. Ingo Mach.

ii) Azerbaijan

Excused.

iii) Belgium

There is a public institution, called **Unia**, that combats discrimination and promotes equal opportunities. Anyone who feels victim of discrimination or witnessed it, can report to that institution. In some stadiums, there is, at the entrance, a free phone number or a number for text messaging to that institution.

This same institution also organises campaigns for **raising awareness** and informing the public. According to the figures available, in 2015 this institution received about 4500 cases, of which 26 were related to sport, of which 10 related to football. From those 26 cases, 9 are for racism, 4 for discrimination based on handicap and 3 cases on discrimination based on sexual orientation.

Besides Unia, there is also King Baldwin Foundation, which makes calls for projects. There is the special «Jo Vanhecke» fund, and each year there is a call for projects, not only to promote security but also inclusion in sport. There is the example of project “Global” and several other projects to include refugees in non-professional football clubs, to facilitate their integration in society.

On a regular basis, there are several initiatives from the professional football league to call for a **day for “respect”, or a day for “football for all”**, to combat homophobia and racism. At these occasions, there is a media campaign but also initiatives in the stadiums. For instance, the corner flags are put in the LGBT rainbow colours. At these occasions, players and supporters make short media clips to tell how it is to feel offended by the words against them and how they live that.

Last but not the least, there is a **Circular letter from the Minister of Interior** to all administrative and football authorities, from 2006, aimed at fighting against racism, shouting and chanting by spectators. This document sets guidelines and procedures for police, clubs, referees, stadiums speakers, players, supporters’ organisations, etc., on how to handle these situations (see Appendix 5 of this report).

iv) Bulgaria

Excused.

v) Croatia

The central State Office for Sport runs a **preventative programme called “Say no to violence”**, which tackles different types of misbehaviour in sport, in particular racism, with a particular name «Who, racist me?». This programme is divided according to ages and is addressed to all educational levels, from kindergarten to high school. It is run in coordination with Ministries of Science and Education and Interior, as well as the football association.

vi) Cyprus

Although the issues of discrimination and xenophobia are not relevant in Cyprus, the football federation runs various **educational programmes in schools**, which include visits of famous players to speak with students about these issues.

vii) Czech Republic

Extremism and hate crimes have been followed for several years, but they are not specifically related to sport. The systematic collection of data on hate speech and racism at sports events started in 2017, by the NFIP. Since then, only three cases were reported by the police.

The basic document on this issue is the **annual report on extremism**, which has been published for several years. Since 2018, this report also mentions hate crime as a specific category and it also comprises a **national strategy on fight against crime**. This strategy includes victim support, joint public-private actions to fight crime, educational activities towards the public, training of police officers – including the involvement of civil society -, awareness-raising initiatives, and ensure effective criminal procedures to bring perpetrators to court.

In terms of statistics, in 2018 there were around 192 000 crimes reported, of which 179 in extremist context in general. i.e., 0,09%. In comparison with the previous year, these extremist acts increased by 26.

viii) Estonia

These are **no serious problems** related with racism and hate speech at sports events. The last incident in a football match occurred six or seven years ago, when someone threw a banana into the pitch. Since then, no relevant incident was reported. A runner from Kenya lives now in Estonia. He wins all running competitions at national level and his colleagues are very jealous of him, but he's not a victim of racism.

ix) Finland

The football federation runs a **programme against racism**. Its statistics on disciplinary procedures related with racism and discrimination, between 2009 and 2018, show an evolution from 7 to 25 cases. In 2016-2017 season there were 21 reports and last season there were 25 reports. One of the reasons that may explain this evolution is the increase in the flow of asylum seekers in 2015 and 2016.

The NFIP also has a system to collect information on this kind of incidents but data from the football federation are more reliable since most matches are police-free.

People can report anonymously these incidents to the **Finish Centre for Sport Ethics**, which has a close cooperation with the police and the football federation.

x) France

France has a **public policy on the prevention of sport-related violence and discrimination**, which can be described as follows.

Historic background

The starting point for the Ministry of Sport's commitment to preventing discrimination dates back to the mid-2000s, when a structured public policy of prevention began to emerge at the ministerial level. It was on the issue of the protection of referees, racism, anti-Semitism and sexual violence that the Ministry focused its action in the mid-2000s (from 2006). In 2010, the action extended to homophobia in sport. Between 2014 and 2018, the fields of dialogue with supporters, hazing, sexism, radicalisation are integrated into the ministerial preventative action.

The Ministry's action was historically based on prevention, which has been developed around observation, awareness, training and communication. The Ministry has developed real expertise in terms of tools, a know-how that is recognised at inter-ministerial level.

The action of the Ministry was translated through legislative arrangements (carried out or supported by the Ministry of Sports, on the protection of referees, the renewal of dialogue with supporters, or the integration of the specific crime of hazing in the field of sport), but also through action plans (Program for the Prevention of Sexual Violence, between 2008 and 2012; Citizens of Sport Plan, between 2015 and 2017).

Today, **ministerial action is integrated into various interdepartmental plans** such as the prevention of racism and anti-Semitism, LGBT hatred, violence against women and prevention of radicalisation.

Next steps

There are **two challenges** that the Ministry of Sports will have to promote in the coming months:

- **Consolidate and amplify the know-how** of those involved in sport, in particular through:
 - the development of a **more detailed observation** of the reality of deviant behaviour: does this have to go through a specific observation system monitored by the Ministry of Sports, while the federations develop tools? What could be its field of observation (all drifts or certain drifts?);
 - the **mobilisation of all the networks** of the Ministry and its partners to promote a coherent, adapted, common and complementary offer of tools around a common prevention policy (which could be materialised by a common website and by a common and regular campaign). A common promotion so that each sport athlete can practice his/her discipline safely and peacefully. This also requires a stronger mobilisation of sport stakeholders, under the leadership of the Ministry, to better support sport in the implementation of the prevention tools intended for it, but also to support each sport stakeholder in the appropriation of rights and arrangements it can avail itself of, so that the guilt changes sides.

- **Give this public policy a real identity** common to all the stakeholders of sport and sustainability (especially in its variable name).

Implementation of a **supporter component** in the prevention of violence and discriminations. It is linked to article L224-1 of the Sports Code:

“Supporters and supporter associations, through their behaviour and activity, participate in the smooth running of sporting events and competitions and contribute to the promotion of the values of sport. ”

The implementation of this article resulted, on May 16, 2019, in a first contact at the Ministry of Sports between supporter representatives and stakeholders of the prevention of racism, anti-Semitism and homophobia.

The meeting of May 16 showed the need to set up a common prevention action plan, piloted by the Ministry of Sports (with the support of associations involved in these issues), more particularly in LGBT prevention and sexism. Discussions will continue on June 11, 2019 in the internal framework of the national authority for supporter dialogue (INS).0

As regards the work of the police and the administrative and criminal justice system, France faces currently a **relatively significant number of people identified** – even if many of the perpetrators

manage to hide their identity by using scarves, banners and smoke devices –, more in amateur than in professional matches, but in comparison the number of people prosecuted and sanctioned is still very low, namely due to the difficulty for the police in getting relevant tangible crime evidence on these particular types of crimes.

The police put in place arrangements, namely with the football federation, and in particular at the level of amateur sport, and since the relevant stakeholders feel more concerned by this issue, the **reporting of incidents has increased**. But there is always the difficulty of **evidence gathering** that is key for an effective prosecution and sentencing of perpetrators, and most probably this is a common issue across Europe.

After the debate, the French Ministry of Sports added to this report, in July 2020, the following three recent developments:

1 - In **Appendix 6** of this report, there is a factsheet, published in October 2019, on the **prevention tools available to sports stakeholders**. These are the tools monitored and co-monitored by the Ministry of Sports in the field of prevention of incivilities, violence and discriminations in sport. This factsheet (in addition to being online in intranet and internet websites of the Ministry of Sports) was **widely disseminated** to sports stakeholders during the autumn of 2019. This factsheet was relayed to 8,000 local and regional authorities in December 2019 and to the 151,000 professional sports educators on 25 October 2019.

2 - This topic is now integrated in an **Ethics and Integrity Plan** and an **Ethics and Integrity Roadmap**, and, since 2 January 2020, it is addressed by a **specific office** within the Directorate of Sports - Ethics and Integrity Office - DS3C, led by Mr Michel Lafon.

The "Ethics and Integrity" action plan, as regards the part on the prevention of incivilities, violence and discrimination in sport, is based on **four pillars**:

- i. Preventing the **trivialization of behaviours** contrary to the values of sport;
- ii. Preventing the **trivialization of religious discrimination** in the field of sport;
- iii. Preventing **sexual violence** / ensuring that sexual violence is reported;
- iv. **Empower and make accountable all sports stakeholders** (including supporter liaison officers).

3 - The meeting of 16 May 2019 on the supporter dialogue and prevention of discrimination has led to the following developments:

Following the 5th plenary meeting of the National Supporter Dialogue Authority (INS, of 28 October 2019), a **mission to support the implementation the supporter dialogue** was launched by the Minister of Sports. This is a mission entrusted to the firm Mouvens aiming at conducting a precise study on the reality and perception of behaviour (especially homophobic) in sports venues. The firm's mission is to draw up a precise and objective state of play with all the relevant stakeholders in order to propose innovative, clear and operational solutions to **better prevent**,

along with supporters and stakeholders in the prevention of discriminations, **all types of behaviour contrary to sports ethics** within sports venues.

The mission was also launched to address the "crisis" situation of late summer 2019 on the issue of homophobia in football stadia.

The challenge is to enable the stakeholders on supporter dialogue and on the prevention of discriminations to **act better and to intervene better together in order to better prevent inappropriate behaviour in stadiums** (in connection with Article L.224-1 of the Sports Code on the key role of supporters in preserving sports ethics).

As of 8 June 2020, more than 50 interviews (each lasting about 1 hour and 30 minutes) were carried out: 17 groups of supporters from football, basketball and rugby / 15 Supporter Liaison Officers and Safety Directors / 9 associations on the prevention of discriminations and 14 other stakeholders (Federations/Leagues/State/Broadcasters...).

The ultimate goal this year is to distribute this T-RV report (and its follow-up) on the occasion of the enlarged plenary meeting of the INS (stakeholders in the fields of supporter dialogue and on prevention of discriminations) at the kick-off of the 2020-2021 sports season. The French delegation will keep the T-RV and T-S4 informed of what will be decided by the INS on this topic.

The French delegation remains available to regularly update the T-RV and T-S4 Committees, namely on the activity of the National Supporter Dialogue Authority (INS). A 6th plenary session was held on 8 June 2020 (addressing, in particular, the issue of the resumption of the sports competitions following the COVID-19 pandemic crisis, but also on the **Parliamentary Information Report of 22 May 2020 "on stadium bans and supporter policy"**). This report is available on the following link: : http://www.assemblee-nationale.fr/dyn/15/rapports/micsuppor/115b2984_rapport-information).

xi) **Germany**

Racism and discrimination is a **severe problem** in Germany. Therefore, there are many **preventive and educational projects**, from local to federal level, led by the football federation, the clubs and the police. Three months ago, an incident happened and hopefully it will help changing the mentality as regards hate speech at football matches: during a qualifying match between the German and the Dutch national teams, in the Netherlands, two famous German players were victims of hate and discriminatory chanting from a minority of German supporters. There was a huge cry out in the German media. Together with the German football federation and the Dutch police and prosecuting agencies, it was possible to identify the perpetrators, and they were prosecuted and fined. This incident led to a deeper discussion with positive effects and hopefully it will serve as an example for all participants in sports events.

There are **criminal laws** to prohibit and prosecute authors of such crimes and there is a lot of action in the field of preventative and educational programmes, but hopefully in the future people will learn and accept each other regardless of the differences.

xii) Greece

In Greece, there are two different situations : **classic racism and regional rivalries**, namely between North and South, where there are racist expressions from Greeks against Greeks.

There is a **national policy**, where the Ministry of Education delivers messages through the TV channels and newspapers. Moreover, the professional football league organises a **day against racism** every year, where players wear a shirt with the sentence «No to racism». The football federation also organises several seminars for amateur football clubs, but its effectiveness is not clear.

The **law on sport** establishes sanctions against racist and discriminatory behaviour. It also foresees the possibility to apply a fine against a club if a supporter of this club misbehaved. The idea behind it that the clubs can better control their supporters, but these legal provisions are not effective to address such a complex problem.

In July 2020, the Greek delegation added to this report the following list of measures that could be implemented by Greece to prevent and fight against racism and other types of discriminations:

- 1 - Organization of **educational seminars** in schools, involving Olympic Games champions, recognised athletes, soccer players, etc., in order to raise awareness against racism and its consequences. This action will result in the education of children from an early stage about the negative effects of racism.
- 2 - Collaboration between the **Police Department and stadia private security teams**, so that they develop common actions in order to prevent racist incidents in the stadiums.
- 3 - A series of strict measures to be taken by the **Football Federation and the clubs** against racist behaviour and attacks, punishing with exclusion and/or fines.
- 4 - Development of **TV, radio and Internet campaigns**, that will encourage and promote equality and raise opposition towards racism.
- 5 - Development of **educational topics about racism in TV and radio sports shows**. Those sections to be regularly programmed and with a respectable duration, about the phenomenon of racism and its social side effects.
- 6 - Strict **enforcement of legislation** against racism.

Racism is a phenomenon that offends modern culture and social functions and should be tackled immediately and effectively by all countries.

xiii) Italy

Since 1993, a **national law** addresses all forms of discrimination. As regards football, in particular, recently there have been manifestations of racism and discrimination by ultras supporters in national championships, mainly vocal demonstrations. In order to repress these illegal acts, it was deemed necessary for the public security authorities to work in synergy with football institutions.

By using a **graded approach** and proportionality, the sanctions start with a verbal reference, then a suspension of the match and, if necessary, the definitive interruption of the match – so far, this has never happened.

The Italian NFIP (Public Security Department of the State Police) has a database for football matches where racist and other discriminatory incidents are also registered. In the field of prevention, the Public Security Department participates in educational activities and seminars aimed at **raising the public awareness**, in particular in schools.

xiv) Lithuania

The **Lithuanian Human Rights Observation Institute** organises several **trainings and awareness programmes**. Lithuania has prepared an **action plan** which includes measures to reduce hate crime, to improve research and law enforcement competences in this area. The Ministry of Justice leads the implementation of this action plan.

From the police perspective, all act committed to express hatred towards person or a group, regardless of the nature of the discrimination (age, gender, sexual orientation, social status, religion, opinion, etc.), is generally classified as a hate crime. Every year, incidents of such type are reported, but this is just the top of the iceberg. There is a need to improve data collection and classification of incidents. Currently, information is collected on the basis of the motivation of the offender, but sport environment as a place of crime is not separately identified. Judicial practice is different and complicated. Victims not always report to the police and often refuse to participate in the pre-trial investigation. Therefore, this area needs to be improved.

There is a need of knowledge, **education programmes and training** for police officers and other relevant stakeholders. All partners have to increase ability to **correctly identify hate crime**. In addition, there is a need to strengthen cooperation with local communities.

xv) Monaco

There is an important work against messages of hate speech, racism and discrimination. This starts with **dialogue with supporters' groups**, with whom the police meets on a weekly basis to prepare the matches. This enabled the leaders of these supporters' groups to exclude two or three of their members, in partnership with the police.

Another field is the **training of police officers and stewards**. This is a partnership between AS Monaco club and the Principality of Monaco. This training is based on documentation from the French police and the French football league, which provides information on symbols that are forbidden inside the stadium, including flags from the American secessionist war. All these materials are strictly controlled before entering the stadium.

There is recent **specific legislation** which enables the police to intervene in tribunes when these flags and symbols are exhibited and may ask the match to be stopped.

There is close cooperation with the French clubs to identify the political or ideological orientations of the visiting groups of supporters and have an history of incidents, and there is a **preventative work with the visiting supporters** to inform them on the legal consequences of hate speech or racism . The message of public authorities is clear: political or hate speech, as well as racist or other discriminatory acts are forbidden inside and outside sports venues.

xvi) Netherlands

Hatred in any form like racism, discrimination is strongly rejected by the Dutch government. Numerous laws and policy instruments are applied to tackle this phenomenon. Numerous non-governmental organisations are also active to combat racism, discrimination in any form.

The public prosecutor Office and the national police cooperate in a nation-wide body called the **'Expertise Centre on Discrimination'**, which monitors trends, incidents and give advice to regional and local institutions on effective approaches. National police takes action to increase reports of victims.

Particularly in football, issues of racism and discrimination occur, although incidents don't seem to appear in big numbers in our country. Nevertheless, any form of hatred must be tackled, not only in a punitive manner, but a great merit is seen by **preventive measures** like campaigns and, for example, football players who stand up and condemn hatred strongly in the media.

In the Netherlands, the national Football Association take various steps to ban hatred in any form. **Several campaigns** were started and are still running. For example, we can mention a campaign to treat homosexuality as accepted.

In a repressive way, a **policy on verbal abuse** is in place. In case of hatred speeches, every professional club and referee are instructed on how to handle. First, the stadium speaker takes action, if the verbal abuse continues the match will be suspended. Fines for clubs are high and the possibility exists to exclude (some) parts of the stadium from supporters. Individual supporters risk a stadium banning order, or to be prosecuted. Where risk of hatred speeches like anti-Semitic speeches are expected, in the preparation of these matches extensive attention is in place.

The national Football Association has structural **meetings with non-governmental anti-discrimination organisations**, including several Jewish organisations.

xvii) Norway

During the season 2018-2019, there are **no reports of incidents** of racism or other discriminatory behavior at sports venues. Usually, there are two to three incidents reported every year, mainly racism, and these are acts of individuals, not groups.

The football federation and clubs have a **zero-tolerance policy** as regards racism and other forms of discrimination in football stadia and bans spectators with such behaviour.

xviii) Portugal

The law on sport-related violence establishes, under the umbrella of the High Commissioner for Migrations, the work of a **Committee for Equality and against Racial Discrimination**, together with the **National Authority for the Prevention of and Fight against Sport-related Violence**. This means that each incident related to racism and other discriminatory behavior should be immediately communicated to this Committee. It publishes an annual report with statistics of racism-related incidents which occurred in sports events, and it follows the work of the above mentioned National Authority as regards the **administrative procedures** against those who commit these acts. This allows the Committee to follow the incident from the moment it took place until the final administrative decision.

Unfortunately, and for the time being, the figures on judicial and administrative sanctions, namely banning orders, are relatively low and, therefore, not completely aligned with reality. This requires more **awareness raising** so that the incidents can be further reported by administrative and football authorities.

xix) Poland

For several years, **there is a programme on these issues, addressed to young supporters**, to teach them how to behave during sports events, by having fun without misbehaving. In recent years, there were fewer incidents reported, which may be the result of that programme.

xx) Romania

This topic is very seriously taken into consideration. There is a trend of **increasing verbal violence**, in particular at sports events, but this is a cross-European trend.

The **special law** that regulates the management of sporting events has a provision which forbids racism, xenophobia, national or religious hatred and other kinds of discrimination in the context sports events. Moreover, as regards the law enforcement agencies, the National Gendarmerie and Police carry out **prevention campaigns** namely on sport-related violence, promotion of fair-play or anti-bullying in schools. These initiatives take place before the matches or during a visit by law enforcement officers to schools, mainly to target youngsters who are the future supporters.

The football federation also runs several similar initiatives in this field, some of them online and others on site. The federation has an **anti-discrimination strategy** in place, which includes the organisation of competitions like: the **Diversity Cup**, in close cooperation with the Inter-ethnic Relations Department, within the Government; and the competition «**United through football**» in cooperation with the Policy Centre for Roma people and other Minorities.

Currently, there are discussions reflections with Ministry of Youth and Sport aiming at drafting a **national strategy on anti-discrimination**.

xxi) Russian Federation

Russia was the fourth Member State to ratify the Saint-Denis Convention and for that reason has developed and adjusted national legislation to the Convention.

The Russian football association regularly organises **seminars on anti-racism, addressed to football clubs officials**. The federation also has a specific position of «**officer against racism**», who is a famous former football player.

Any hate speech or racist acts are prohibited in stadia, according to the **Presidential Decree «Rules of behavior for spectators»**. Punishment for such offences includes arrest and ban from football stadia.

xxii) Serbia

The Ministry of Interior performs tasks within its jurisdiction in a way which ensures to each and every citizen equal protection and enjoyment of all rights and freedoms guaranteed by the Constitution, which excludes any discrimination in treatment that would be determined by national, racial, religious or any other affiliation or citizens' orientation.

Monitoring interethnic and interconfessional incidents is directly connected to hate crimes - hate-based criminal acts arising from prejudice.

Within the Criminal Code, there is no specific criminal offense which relates to hate crimes, but there are other **criminal offenses that indirectly relate to this type of crime**, such as criminal offenses of «Instigating national, racial and religious hatred and intolerance» under the Article 317, «Racial and other discrimination» referred to in the Article 387, «Injury to reputation due to racial, religious, ethnic, or other affiliation» referred to in Article 174 and criminal offense of «Violation of the freedom of religion and performing religious service» referred to in Article 131 of the same Criminal Code.

From the Criminal Code, we especially emphasise the criminal offense of «**Violent behaviour at sporting events or public gatherings**» from Article 344a, which, in its provisions, recognises as offender a person which behaves in such a way or shouts slogans or carries placards at a sporting event or public gathering as to provoke national, racial, religious, or some other type of hatred or intolerance based on some discriminatory reason. The perpetrator of this criminal offense shall be punished with imprisonment of six months to five years and fined.

Having in mind the significance of the issue of hate crimes and the more effective protection of human rights in general, the adoption of amendments to Criminal Code on 24 December 2012, which incriminate and sanction this kind of criminal offenses, represents a matter of great importance for Serbia. Article 54a of the Criminal Code provides for a special circumstance for determining the sentence for a criminal offense committed out of hatred: "If a criminal offense is committed from hate based on race or religion, national or ethnic affiliation, sex, sexual orientation or gender identity of another, the court shall consider such circumstance as aggravating except it is not stipulated as a feature of the offense".

Also, the **Law on the Prevention of Violence and Misbehavior at Sports Events**, in Article 4, Paragraph 1, Item 3, under «violence and misconduct at sports events», also includes "bringing or the attempt of bringing into a sports facility or showcasing within a sports venue items which insult national, racial, religious or other feelings or otherwise provoke hatred or intolerance which may lead to physical conflicts".

The Ministry of Interior undertakes all measures from its jurisdiction in order to protect human rights and freedoms in Serbia from any socially unacceptable and punishable behaviour, and in particular from instigating national and religious intolerance. In accordance to this, special attention is paid to suppression, detection and solving of all incidents that can be classified as **inter-ethnic and inter-confessional** in the broadest sense of these words.

xxiii) Slovakia

In general, there are **not many cases reported**, as regards extremism or hate speech. Probably, there is a problem of detection of those cases and collection of data. In order to increase the awareness within relevant bodies, some documents were adopted, namely a **concept document to**

fight against extremism (2015-2019). Moreover, there are several activities carried out, notably through Internet. As regards sports events, in particular, safety managers and police officers started taking part in meetings to **increase awareness and the quality of arrangements** in this field.

xxiv) Slovenia

Currently, there is **no specific national programme on anti-discrimination and racism**. Last year, the NFIP only recorded one case in a football stadium.

This topic is included in the curriculum of the **basic police training**. It is also in the agenda of the meetings between the police and football clubs, football federation and other relevant stakeholders.

Furthermore, the **national law** punishes any discriminatory behaviour.

xxv) Spain

Since 2007, there is a **national law against violence, racism, xenophobia and intolerance in sports events**. Last year, the hate crimes were included in the **Criminal Code** and later the **national plan against hate crimes** was adopted, which covers the field of sport. There is a **working group** which adopts a holistic approach, including all relevant stakeholders, like the football federation, the football league, supporters' associations, LGBT associations, clubs, media, the Ministries of Sport, Education and Interior and the police.

The NFIP requests and collects from the match commanders all the incidents and information regarding hate speech in professional football competitions (three divisions). In order to be more effective, it **trains the match commanders** with a view to better recognising hate crimes. It also requests to the football federation all information on hate speech occurred in non-professional football competitions. The NIFP also created a **database on persons or groups involved in hate speech** and publishes an annual report on these crimes, besides promoting the judicial prosecution of all these acts.

Spain has the intention to translate into Spanish the relevant documents on hate speech published by the Council of Europe, as well as the massive online open course on the Saint-Denis Convention.

xxvi) Sweden

There are no serious problems with racism, however there are bigger **problems with hate and hate speech** in Sweden.

The public authorities and the sports federations are all working under the basic principles of equal rights and opportunities, namely in the context of sport. Sport is a universal language that everybody is able to understand, therefore, it provides effective opportunities to reduce racism, hate and other discrimination. Currently, there are **many projects** in place to address these issues, namely **targeting immigrants**, that can be better integrated in society through sport. In order to minimise racism and hate within sport, one of the most important goals is to be as much **inclusive** as possible: everyone has the right to practice sport and to attend sports events, based on the **principle of equal opportunities**.

The sports federations can exclude from competitions those clubs who don't respect the principles of equal rights and equal opportunities.

xxvii) Switzerland

All clubs participating in the national football championships are obliged to follow **UEFA's 10 point plan on racism**. Furthermore, the **Criminal Code** has a specific article on racism.

xxviii) Turkey

This is a very important topic for Turkey. There is a very effective **and preventative national law against racism**. Verbal and physical attacks against a sports person, based on their nationality, race, ethnic background, religion or gender, are punished with heavy penalties both by the sport law and criminal law.

In sporting events, there are **no incidents reported** on these issues, for a long time. Different Ministries and sports authorities have the collective responsibility to take effective measures against racism. With this in mind, Turkey welcomes the recent PACE resolution and the Committee of Ministers declaration on the «No Hate Speech Movement» Youth Campaign.

In addition, all the clubs have to prepare and submit their **principles on fight against racism and other discriminations** to the football federation before getting their **official club license** to play in national championships. Moreover, all police officers were trained on this topic and the National Police is working based on **a zero-tolerance policy** regarding this kind of behaviour.

Turkey will continue its efforts and support initiatives aimed at preventing racism, discrimination, anti-Semitism, Islamophobia and all types of extremism.

xxix) United Kingdom

Since 1991, there is a **specific football law** that makes it a criminal offence for racism or any hatred or intolerant chanting. In 1997, the **organisation "Kick it out"** was established, funded by the football authorities, the Premier League and the Police Association. In 2017, they have

introduced, in cooperation with the Southampton University, a **training course** called «**Equalities and diversity in football**». They also have a mobile phone App where people can report incidents.

In 2010, racism and inequality was brought into the **Equality's Act** and the Government set up an Equalities and Human Rights Commission to police this legislation.

This is a very relevant issue in the UK, as it is throughout Europe, and is **taken seriously by public and football authorities**.

Up until January 2018, reports of hate crime incidents were collated in isolation. Some were captured by police and others by KIO (Kick It Out organisation) and The FA (English Football Association). Overall statistics were therefore not necessarily reflective of the complete picture (as police may have recorded incidents that KIO were not aware of and vice versa). However, there is little dispute that **a notable trend of increased reporting** has been clear to see, if not easy to accurately quantify.

From January 2018, the UKFPU - British Football Policing Unit, which is the UK NFIP - have worked in collaboration with KIO and The FA. One product of that collaboration is a weekly meeting (chaired by the UKFPU) that seeks to **capture the full picture** with regard to incidents and agree the way forward in each case. The UKFPU then manage a spreadsheet of incidents and through their influence with police forces, are able to **monitor the progress of investigations**.

Police figures (sourced from the UKFPU) alone show that in the 2018/2019 season 193 hate crime incidents were recorded - an **increase** of 62 from the 2017/2018 season. Moving forwards, the statistics for 2019/20 **will now include KIO and FA reports**, captured through the above mentioned collaboration.

4. Update by Observers

i) Georgia

The Ministry of Education, Science, Culture and Sport plays a relevant role in preventing and fighting discrimination, racism and violence at national level. The **preventative work** starts at primary schools, for instance with anti-bullying seminars, and continues throughout the other stages. The Ministry plans to organise **peer campaigns** based on the national rules and international standards in this field. One of them is “**Say No to Violence**”, which is organised by the Ministry of Internal Affairs.

There are **a lot of incidents on racism and discrimination** reported at the local level, especially against members of the LGBT community, both verbal and physical violence. All these incidents are collected and statistics issued by the NFIP.

For example:

- Guram Kashia, when he wore armband for the support of LGBT community while he was playing a football match. This fact made Georgians furious and they were expressing it with hateful comments during the game. The result was that footballer was physically abused and coach had to change the player.
- This summer, there was an incident with an Azerbaijan club during the match. Dinamo supporters had racial slurs. As a consequence, this football club had to pay a fine of 50 000 Euros and they had to play a second game without supporters.
- There were many occasions at various national and international sports competitions when fans hatefully addressed both their national team and opponents.
- There are many cases when athletes from different nationalities of one team are arguing, expressing racial and hate speeches.

As regards the legal framework, the priority in 2019 is the adoption of the **law on safety and security at sports events**. Once this law and its regulations are adopted, Georgia will be able to ratify the Saint-Denis Convention.

The Youth Department also plays an important role in the promotion of no hate speech and anti-discrimination. Many years ago, this Department started organising **seminars and campaigns** and it's continuing with these initiatives in a successful way.

There is also **a national platform and a special thematic group** which deals with safety and security issues, comprising the Ministry of Internal Affairs, the NFIP and other police divisions. Currently, this group is working on a **strategy and an action plan to improve safety and security at sports events** and how to better work with supporters' organisations. At the end of this process, the strategy and action plan will be adopted by the national platform.

Unfortunately, there are many examples of expressing hate speech not only in sports sphere, but also in a daily life. The only way to overcome hate speech in sports is **education and awareness**. There should be open lessons for school children, meetings with athletes to talk about Olympic values, such as friendship, equality and mutual respect. Camps sponsored by the State and attended by thousands of children of all ages should host seminars / trainings where leading trainers / psychologists teach children to express their emotions without hate speech.

ii) Israel

There are several **prevention programmes** on this topic. Firstly, there is a **National Committee Against Racism and Violence**, which has developed a lot of projects throughout the years, in schools and in clubs. There is also a **special police unit**, which is sponsored by the Ministry of Sport, and who is specifically addressing this issue during football matches.

Moreover, the President of Israel had a special programme named “**The Medal of Honour**”, which is subsidising all kind of youth and clubs programmes regarding this issue.

There is also the **national law against football-related racism and violence**, from 2008, as well as **national campaigns** in TVs and radios, aimed at preventing this kind of acts from happening at football and other sports events.

Israel has learned from the Singapore model, which is preventing this issue **starting from the age of kindergarten**, and that’s what is being done now in Israel in order to move this topic, in all the educational programmes, one step earlier to kindergarten stages.

iii) Centre for Access to Football in Europe (CAFE)

Discrimination is also directed against **disabled people**. Therefore, it should also be explicitly mentioned in the mission statement of the Council of Europe regarding discrimination.

iv) Football Supporters Europe (FSE)

In September 2019, FSE will formally start a **specific project on the integration of LGBT stakeholders in football**, which is funded by Erasmus +. This is a transversal project and its goal is to build bridges between all relevant stakeholders in football: supporters, players union, broadcasters, etc.

v) Supporters Direct Europe (SD Europe)

SD Europe is a member and works in partnership with Football Against Racism in Europe (FARE) organisation and is totally against all forms of racism and discrimination. It is a **precondition** for any organisation to become a member of SD Europe to have a policy committing that organisation to opposing all forms of discrimination. In the past, SD Europe had to refuse membership to one organisation, because there was clear evidence that members of that organisation were involved in racist activities and were members of racist political parties.

As regards the **supporter liaison officers (SLOs)**, their training programme and job description in several countries clearly state that they have an active role to play in anti-discrimination activities. As an example, in Borussia Dortmund, a German club, there is an SLO whose sole job is to work on anti-discrimination issues.

An **exclusion policy** is good, but cases must be treated on an **individual** basis. And after the ban expires, it must be followed by a rehabilitation programme. Otherwise, we are simply passing the problem to someone else.

vi) UEFA

Despite all the **educational activities and programmes** that most of the countries and UEFA have in place, racism and hate crime incidents in football keep happening on a weekly basis, in European competitions. Last season, several incidents were reported.

Like national authorities, UEFA faces difficulties in setting the example and addressing unacceptable manifestations of discrimination. There are two primary approaches in place to counteract these instances: **collective education and sanctioning**, and **individual targeting**.

First, **collective sanctions** serve to encourage greater peer-to-peer accountability. UEFA's **three-step procedure** seeks to stop discriminatory actions by empowering match officials to handle incidents of racism inside stadia. These measures are further supported by **expert organisations** in the field, including the Fare Network. This NGO operates an observer system inside stadia alongside **education opportunities** for national associations.

The primary focus on collective sanctions is well-founded. A sole focus on individual perpetrators fails to take into account the nature of the majority of discriminatory displays at UEFA competitions, which are **perpetrated by groups rather than individuals**. The existing group dynamics between some clubs and their fan groups, as well as objective difficulties in identifying perpetrators of mass discriminatory displays, are only a small part of the difficulties faced if one simply focuses on individual perpetrators.

Collective sanctions clearly signal that **racism is not solely an individual act**. The spectator perpetrating racist acts is the initial domino piece; however, racism continues unabated in football when these individual acts are allowed to initiate a domino effect. Considering the limitations of UEFA's own monitoring capabilities, spectators must work together to practice self-regulation and ensure other spectators are not promoting discriminatory behaviour.

Given self-regulation by fans can fail, UEFA disciplinary authorities uphold football's disciplinary system to address the collective nature of the abuse and the direct liability that clubs and national teams are adjudged to hold under sports law. These disciplinary authorities can impose **sanctions** that gradually lead to **collective punishments**, including partial stadia closures or matches behind closed doors.

These strategies are designed to spread the wider message to all spectators that discrimination in any form is not to be tolerated. UEFA has supported this message with **broader campaigns** against discriminatory behaviour, including the No to Racism and #EqualGame media campaigns. These campaigns have been supported by **meetings of internal and external stakeholders**, such as the 2019 #EqualGame Conference held by UEFA, the English Football Association, and the Fare Network. The conference report can be found [here](#).

The second strategy **identifies and targets individual perpetrators** of discriminatory behaviour. People that are causing the troubles – those who instigate and perpetrate racism and hate crime – must be effectively excluded from the football experience.

Of course, UEFA cannot do it alone, the public authorities cannot do it alone, all relevant stakeholders at national and European level must work in partnership to address this problem. But we really have to set an example with an **effective exclusion policy**.

Inside stadia, it is key to cooperate with the police, from the planning stage, for identifying and arresting troublemakers at half time, **target people and exclude them**. For that, it is necessary to have an efficient CCTV system, to ensure a proper follow-up of the cases. It is also important to mention that UEFA sees certain persistent cases of racism, not only inside but also outside stadia, before and after the matches, namely marches and demonstrations, which remind us of tragedies occurred in the past.

In January 2019, UEFA organised in Amsterdam a **conference on violence and disorder**, including racism and hate crime. Several good practices were discussed, including the importance of **effective exclusion from the football experience**. Unfortunately, is only applied in one country in an effective manner, for the moment, and needs to be spread across Europe.

There is currently a tool that works but that is not sufficiently applied. UEFA incorporated this good practice in its strategy and regulations to enhance safety and security in stadia (see **UEFA Safety and Security Regulations** in Appendix 7). Clubs, leagues and national federations also have a key role to play, namely in **raising awareness** – a good local example is the very effective Chelsea club campaign against racism and anti-Semitism.

vii) FIFA

Excused.

(See Appendix 8).

5. Update by Guests

i) European Group of Safety and Security Experts (Think Tank)

The best solution to tackle phenomena of hate speech, racism and other discriminatory behaviour is to implement an **effective exclusion policy**. It is by excluding a fan from the football experience, and not by imposing fines, that the problem can be mitigated. We can design legislation that works if it is carefully crafted to deal with the problem.

6. Future steps

At the end of the topical tour de table, the Standing Committee agreed on the following topics and future initiatives:

- 1) Took note of the **Resolution 2276 of the Parliamentary Assembly of the Council of Europe**, calling Member States and sports organisations to adopt policies and procedures aiming at effectively preventing and tackling racism and other discriminatory behaviour related with sport;
- 2) Welcomed the **expertise, the standards and the significant amount of activities** developed by the Council of Europe in this field, namely the work of ECRI and the “No hate speech movement” youth campaign;
- 3) Acknowledged the **increasing seriousness of the phenomenon** of racism and other discriminatory behaviour across Europe and its consequences for the safety, security and well-being of the participants sports at events and for the communities as a whole;
- 4) Called for a **more accurate and integrated information gathering** and for an analysis on this kind of incidents around sports events, by public and private agencies;
- 5) Called for Member States, sports authorities and the civil society to further invest in **multi-agency initiatives** aiming at preventing and tackling hate speech, racism and any other type of discriminatory behaviour, and use sport as a tool to promote human dignity, mutual respect and social inclusion;
- 6) Recommended a **regular follow-up of this topic**, under the new Committee of the Saint-Denis Convention, thus enabling the share of good practices and lessons learned between national delegations and observers; and
- 7) Recommended that, in line with this, the **annual questionnaire replied by NFIPs** be enhanced with a view to having a **better picture of the features and trends** of this phenomenon and thus trigger more effective responses at local, national and European levels.

7. Appendixes

Appendix 1

Programme Tour de table on racism and discriminatory behaviour in sport

48th Meeting of the Standing Committee

Strasbourg, Agora building, Room 3

Wednesday 5 June 2019, 2pm – 4pm

- | | |
|---------|--|
| 2 pm | Introduction by Adrian Dinca, Chair of the Standing Committee |
| 2.05 pm | The work of the Parliamentary Assembly to stop the hate speech and acts of hatred in sport, by Roberto Fasino, Head Secretariat, PACE (tbc) |
| 2.20 | The work of the Anti-Discrimination department and the “No hate speech movement” youth campaign, by Menno Ettema, Anti-Discrimination Department – No Hate Speech and Cooperation unit |
| 2.35 | Tacking the issue of racism and discriminatory behavior in sport: Challenges, national initiatives and good practices shared by T-RV delegations and observers |
| 3.15 | The work of the European Commission against Racism and Intolerance (ECRI) by Wolfram Bechtel, ECRI Secretariat |
| 3.30 | General discussion, questions and answers |
| 3.55 | Summary and conclusions by Adrian Dinca, Chair of the Standing Committee |
| 4 pm | Closing debate |

Appendix 2

Council of Europe

Inclusion and Anti-Discrimination programmes

Mission statement

The Council of Europe (CoE) is a rights-based organisation. Its mission is to strengthen protection and promotion of human rights, and to ensure de jure and de facto equality in their enjoyment. Discrimination is a serious human rights violation threatening access to these rights. Ensuring equal opportunities for all while managing the complexities of increasing diversity is a major challenge for States and societies.

To help address this challenge the Anti-Discrimination Department supports CoE member states in combatting discrimination, including discrimination on grounds of sexual orientation and gender identity, hate speech and hate crimes, as well as fostering integration while protecting national minorities and regional or minority languages. This is achieved by actions such as legislative and policy reviews, policy advice, capacity building and campaigning implemented at various levels, including international, national, local and grassroots.

All cooperation activities of the Department are based on the case law of the European Court of Human Rights (ECHR), and recommendations of the three monitoring bodies: ECRI – the European Commission against Racism and Intolerance, FCNM – The Advisory Body to Framework Convention for the Protection of National Minorities, ECRNM – the Committee of Experts of the European Charter for Regional or Minority Languages. Other relevant standards are outlined in Council of Europe Committee of Ministers Recommendation CM/Rec(2010)5 on measures to combat discrimination on grounds of sexual orientation or gender identity and Recommendation CM/Rec(2015)1 of the Committee of Ministers to member States on intercultural integration.

Cooperation activities are carried out by the three specialised Units of the Department.

Guided by the findings and recommendations of the ECHR, ECRI, FCNM and ECRNM, the No Hate Speech and Cooperation Unit co-ordinates the planning and implementation of

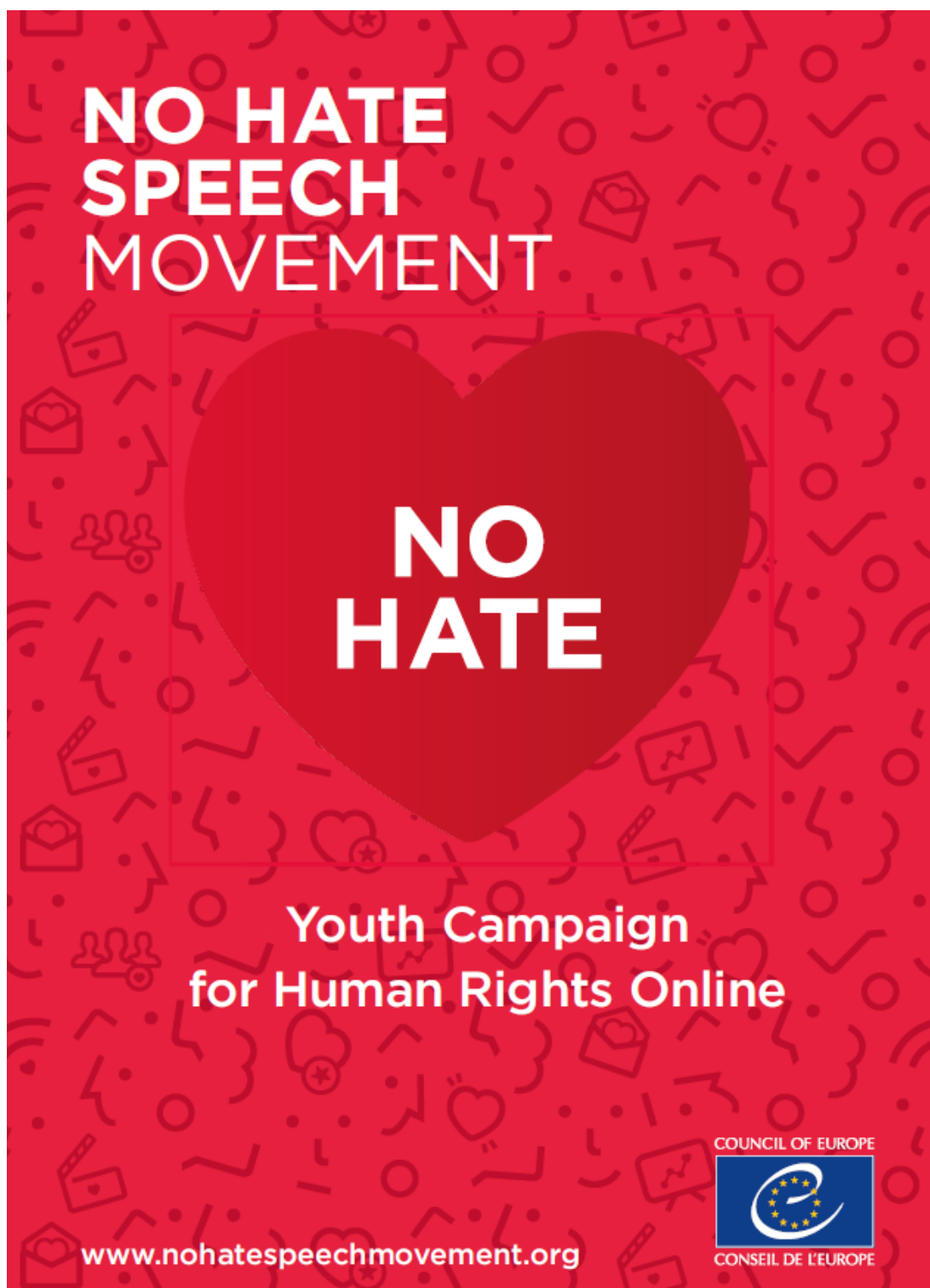
projects in the areas of combating discrimination, racism, xenophobia, anti-Semitism and intolerance, with a particular emphasis on tackling the use of hate speech on line and off line. It deals as well with protection and promotion of national minorities and minority languages.

Intercultural Cities is a capacity-building and policy development programme that supports local authorities in designing, implementing and evaluating inclusive integration strategies based on the “intercultural integration” concept. Through the programme, cities learn how to foster innovation and growth by capitalising on the skills and perspectives of people with diverse backgrounds; ensure equal rights and opportunities for all; and build community cohesion through positive interaction across cultural differences, countering prejudice and stereotypes, and broadening opportunities for political participation.

The SOGI (Sexual Orientation and Gender Identity) Unit’s work is focused on bringing regulatory and policy framework in line with the Recommendation CM/Rec(2010)5 to member states on measures to combat discrimination on the grounds of sexual orientation or gender identity, the ECHR case law on SOGI and the recommendations of the CoE monitoring bodies (ECRI, CPT). The Unit provides technical support and expertise, upon request, to member states through cooperation activities aiming at improving the legal and institutional frameworks, as well as capacity building, sharing of good practices and awareness raising activities.

Appendix 3

Council of Europe’s “No Hate Speech Movement” Youth Campaign
(www.nohatespeechmovement.org)





WHY THE NO HATE SPEECH MOVEMENT IS NECESSARY

Human rights are regularly ignored or violated online. Hate speech, in particular, has become a major form of online human rights abuse, with serious, sometimes tragic, consequences. It undermines the foundations of universal human rights, dignity and democracy and can be linked to hate crime. People targeted by hate speech suffer psychologically and physically, in worst-case scenarios, committing suicide.

Hate speech is not a new human rights issue; but online hate speech has added an extra dimension to the problem, because it takes place day and night and because it is difficult to monitor, measure and prevent.

FACTS AND FIGURES



IN AN ONLINE SURVEY CARRIED OUT BY THE YOUTH DEPARTMENT OF THE COUNCIL OF EUROPE IN 2015:

- ♥ **83 % OF RESPONDENTS REPORTED THAT THEY HAD ENCOUNTERED HATE SPEECH ONLINE.**
- ♥ **LGBT YOUTH, MUSLIMS, IMMIGRANTS AND WOMEN WERE IDENTIFIED AS THE TOP FOUR TARGETS OF ONLINE HATE SPEECH.**



ACTION IS NEEDED

What is Hate Speech?

- ♥ Hate speech - as defined by the Committee of Ministers of the Council of Europe - covers "all forms of expression which spread, incite, promote or justify racial hatred, xenophobia, Antisemitism or other forms of hatred based on intolerance".
- ♥ Women, LGBT people, Roma, Muslims, Jews, minorities, migrants and people of immigrant origin are frequently targeted by hate speech.
- ♥ However, hate speech can be directed against any group or any individual, for any reason.

The Internet needs to be reclaimed as a safe, global space for creativity, communication and participation by and for everyone; not least, by and for the young people who use it most.

WHAT IS THE NO HATE SPEECH MOVEMENT?

The No Hate Speech Movement is a Council of Europe youth campaign designed to tackle all forms of hate speech, including cyberbullying, by getting young people involved in combating hate speech and upholding human rights both on and offline.



THE CAMPAIGN IS DESIGNED TO

- ♥ Reduce the levels of acceptance of hate speech;
- ♥ Promote media and Internet literacy and youth participation in the democratic governance of the Internet;
- ♥ Transform passive observers of hate speech into human rights defenders;
- ♥ Prevent and counter hate speech through human rights education;
- ♥ Raise awareness of the risks hate speech poses for democracy and for young people's well-being;
- ♥ Develop and disseminate tools and mechanisms for reporting hate speech, especially at national level;
- ♥ Mobilise national and European partners to prevent and counter hate speech and intolerance both on and offline.

The No Hate Speech Movement makes use of the various tools available in the Council of Europe's Youth Department, including: the European Youth Centres in Budapest and Strasbourg, the European Youth Foundation and the intergovernmental co-operation programme. It links with other ongoing youth programmes on citizenship and human rights, such as the ENTER! project on access to social rights, the *Roma Youth Action Plan*, and activities promoting intercultural dialogue, peace building and inclusive societies.

The campaign contributes to the implementation of the Council of Europe's "Action Plan on the fight against violent extremism and radicalisation leading to terrorism", and to the organisation's "Action Plan for Building Inclusive Societies", as well as its Strategy on Internet Governance, which promotes an open, inclusive and safe online environment.

KEY CAMPAIGN FACTS



1. The campaign was masterminded by young people and youth organisations in the Advisory Council on Youth of the Council of Europe.
2. Anyone aged 13 or over can join the campaign online at: www.nohatespeech-movement.org
3. The campaign is decentralised to the Council of Europe's member states.
4. National campaigns are being implemented in over 40 countries across Europe and beyond.

The campaign began in 2013 and will run until the end of 2017 as part of the Council of Europe's "Action Plan on the fight against violent extremism and radicalisation leading to terrorism".



HOW DOES THE CAMPAIGN WORK?

OFFLINE EVENTS

Educational activities, conferences, youth events, youth camps, street activities and festivals take place across Europe and in Canada, Mexico and Morocco.

ONLINE TOOLS

♥ THE ONLINE CAMPAIGN PLATFORM

www.nohatespeechmovement.org – is an open space for self-made videos and photo messages from young people of all ages about their personal experiences of hate speech. Users of the platform can subscribe to the newsletter and find out how to take part in the campaign.

♥ HATE SPEECH WATCH

www.hatespeechwatch.org – allows users to flag up any hate speech content from the Internet. Users can tag and comment on the messages posted. Counter-narratives and information on national mechanisms for reporting hate speech are included.

♥ THE CAMPAIGN IN ACTION BLOG

www.nohatespeechmovement.org – allows users to upload information and share activities at national and European level. It provides an overview of what is being done by activists and partners of the NHSM.

♥ THE CAMPAIGN CO-ORDINATION SITE

www.coe.int/youthcampaign – provides campaign materials and information for national campaign co-ordinators, European partners and organisers of campaign activities.

♥ THE CAMPAIGN NEWSLETTER is published every four weeks and sent to over 5,000 subscribers. Those interested can subscribe online.

♥ A series of Council of Europe human rights education manuals and resources are available: **BOOKMARKS** (produced specifically for the campaign), Compass, Compasito, Mirrors and the All Different – All Equal Education Pack. They can be found at www.coe.int/compass.

BOOKMARKS

Bookmarks – www.nohatespeechmovement.org/bookmarks – is a manual to assist teachers and educators in addressing online hate speech with young people through human rights education. It was first published in English and French and so far has been translated into 13 other languages by national partners, with more translations in preparation. *Bookmarks*-based training courses at regional and national level are being organised to develop the competences of schoolteachers and non-formal education facilitators to tackle the priorities of the campaign.



Campaign action days get the national campaigns and European partners of the No Hate Speech Movement involved in joint activities on specific forms or targets of hate speech. Each Action Day has a programme of activities drawn up with online activists, in co-operation with the national campaign co-ordinators and European partners. They cover both online and offline activities.

ACTION DAYS PLANNED

2nd TUESDAY OF FEBRUARY	Safer Internet Action Day
8 MARCH	Action Day against Sexist Hate Speech
20 JUNE	Action Day in support of Refugees and Asylum Seekers
22 JULY	Action Day in Solidarity with Victims of Hate Crimes
21 SEPTEMBER	Action Day against Islamophobia and Religious Intolerance
9 NOVEMBER	Action day against Antisemitic Hate Speech
10 DECEMBER	Action Day for Human Rights

WHAT WILL BE DONE NEXT?

The activity programme of the European Campaign evolves in response to the needs of, and proposals from, partners and national campaigns. Please visit the campaign website for updates www.coe.int/youthcampaign

Priorities for the campaign for 2016-2017 include

- ♥ Zero tolerance towards hate speech;
- ♥ Hate speech to be recognised as a violation of human rights;
- ♥ Hate speech to be included in human rights and citizenship education curricula;
- ♥ Mobilisation and co-ordination with law enforcement agencies and national monitoring bodies dealing with hate speech;
- ♥ 22 July to become European Day for Victims of Hate Crime;
- ♥ A special focus on hate speech targeting refugees and asylum-seekers, sexist hate speech and antisemitic hate speech;
- ♥ The development of “counter-narratives” against hate speech;
- ♥ Greater regional co-operation to support national campaigns;
- ♥ Support for the implementation of relevant Council of Europe texts, in particular: *the Human Rights for Internet Users guidelines*, the general recommendation of the European Commission against Racism and Intolerance on hate speech and the additional protocol to the Budapest convention on cybercrime.

2016

Seminar on sexist hate speech

Regional *Bookmarks* training courses for trainers and facilitators

Study sessions at the European Youth Centres

Living Library activities in member states

Training course for new activists and national campaign co-ordinators

Meeting of national co-ordinators and online activists

Participation at the European Youth Event

Meeting for the pilot projects supported by the European Youth Foundation

Seminar on youth work response to antisemitic hate speech through human rights education

2017

Regional *Bookmarks* training courses

Study sessions at the European Youth Centres

Forum for Living Library organisers

Seminar on the role of law-enforcement agencies in countering hate speech

Seminar on countering segregation and addressing the root causes of radicalisation and violent extremism

Meeting of national co-ordinators and activists

Participation in Internet Governance forums

Campaign evaluation seminar

(Other events may be added.)





YOUNG PEOPLE

Anyone aged 13 years or over and any organisation is welcome to join the campaign and to take action either individually or with others. The idea for the campaign originally came from youth leaders in the Advisory Council, part of the Council of Europe's unique 'co-management' structure, within which young people and government representatives decide together on the Council of Europe's youth programme, policies and priorities. This structure now guides, supports and monitors implementation of the campaign.

EUROPEAN YOUTH FOUNDATION

Since 2012, non-governmental youth organisations in some 30 Council of Europe member states have run over 100 activities contributing to the No Hate Speech Movement, ranging from awareness-raising and launch events to legal research, thanks to the support of the Council of Europe's European Youth Foundation. See the publication 'The European Youth Foundation and the No Hate Speech Movement' for examples.

Priority is given to pilot projects and to good practices that extend the target audience of the campaign, to include, for example, children, parents and other adults. Pilot activity applications must be submitted three months before the beginning of the activity. Further information can be found on the EYF website: <http://eyf.coe.int>

NATIONAL CAMPAIGNS

The national campaigns are implemented with the active involvement of non-governmental and governmental youth representatives, organisations and partners, through national campaign committees or campaign support groups. National campaigns are adapted to the national contexts and languages.

PARTNERS

The campaign links with similar initiatives and projects addressing hate speech and human rights online, including those of other international organisations. More than 60 European partners, mostly non-governmental organisations, have formally endorsed and supported the campaign. For the procedure for becoming an official partner see: www.nohatespeechmovement.org

The **European Youth Card Association**, the **European Youth Forum**, the **European Youth Information and Counselling Agency** and the **European Wergeland Centre** were among the first campaign partners.

EEA and Norway Grants have provided regular strategic support for the campaign, especially in the countries covered by the EEA Grants NGO Programmes: www.eeagrants.org

THE NO HATE PARLIAMENTARY ALLIANCE

The No Hate Parliamentary Alliance - www.assembly.coe.int/nohatealliance - comprises members of the Parliamentary Assembly of the Council of Europe (delegated members of national parliaments), who have made a commitment to take a firm and proactive stance against racism, hatred and intolerance. It was set up in January 2015, as part of the follow-up to Parliamentary Assembly Resolution 1967 (2014) *A strategy to prevent racism and intolerance* in Europe. The Alliance is open to members of the Assembly and to members of delegations to the Council of Europe with observer and 'partner for democracy' status.



HOW TO GET INVOLVED?

JOIN YOUR NATIONAL CAMPAIGN

National and regional activities are organised by the National Campaign Committees, activists and partners. Through their websites, Facebook pages and the Campaign in Action Blog you can find out what is happening near you.



FOR MORE INFORMATION:

- ♥ Campaign nearest to you: www.nohatespeechmovement.org/ncc
- ♥ Internet: www.nohatespeechmovement.org
- ♥ Facebook: www.facebook.com/nohatespeech
- ♥ Twitter: https://twitter.com/nohate_speech #nohatespeech
- ♥ Youtube: www.youtube.com/nohatespeechmovement
- ♥ Flickr: www.flickr.com/nohate https://twitter.com/nohate_speech
- ♥ Contact: youth.nohatespeech@coe.int



**NO HATE
SPEECH
MOVEMENT**

A PROJECT OF THE YOUTH DEPARTMENT
OF THE COUNCIL OF EUROPE'S DIRECTORATE
OF DEMOCRATIC CITIZENSHIP AND PARTICIPATION.



COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

PREMS 148416

Appendix 4

Council of Europe
Conclusions of the Evaluation Conference of the No Hate Speech
Movement Youth Campaign



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IS THIS IT?...

Evaluation Conference of the
 No Hate Speech Movement youth campaign
LOOKING BACK, MOVING FORWARD
 European Youth Centre, Strasbourg, 10-12 April 2018

Conference Conclusions

The evaluation conference was held from 10 to 12 April 2018 in the Council of Europe's European Youth Centre in Strasbourg. It celebrated the achievements of the No Hate Speech Movement youth campaign, reflected on emerging threats and proposed future measures to combat hate speech and safeguard human rights online. Representatives of national campaign committees and support groups, online activists, European partners, national and regional authorities, education professionals and youth activists were united by the experience of campaigning together and by the motivation of thousands of young people across Europe and beyond who made this a *youth* campaign.

The unhindered spread of hate speech and the rejection of diversity, pluralism, democracy and human rights in the aftermath of the terror attacks at Utøya on 22 July 2011, together with the impact of cyberbullying on young people, motivated the youth representatives in the Joint Council on Youth to propose this campaign. Their initiative was supported by the Secretary General of the Council of Europe and several member states. The No Hate Speech Movement – the first online campaign of the Council of Europe – was launched on 22 March 2013.

The campaign has been rooted in the understanding that the Internet is a public commodity, a common space where human rights ought to apply for everyone and where human dignity must come first. Through awareness raising and human rights education – prompting critical thinking, media and information literacy and the ability to denounce, report and take action against hate speech – the campaign promoted freedom of expression and the full participation of young people in society, both on and offline. Young people have been the agents, the actors and the activists for the benefit of all.

The impact of terrorism and violent extremism underlined the urgency of the campaign and impelled the Committee of Ministers to prolong it until 2017. The need for counter and alternative narratives to the ideologies of hatred and fear motivated more countries, more partners and more young people to join the movement.

Hate speech can target anyone for whatever real or perceived characteristic, identity or affiliation. Solidarity with targets and victims, as well as joint action for human rights are therefore imperative; we are all potential targets and victims.

The campaign has become a movement present in 45 countries, an international community of online activists and a myriad of partners. It has mobilised new partners and was supported by all instruments of the youth sector of the Council of Europe, the European Youth Centre in Strasbourg and Budapest, the European Youth Foundation, the intergovernmental cooperation and the co-management.

The campaign was the first broad international initiative to tackle hate speech and to address it as a major human rights issue. It also succeeded in:

- raising awareness of the extent and risk of hate speech to young people and to all of society;
- equipping thousands of educators, youth workers and youth leaders with the competences needed to empower young people to recognise, report and react to hate speech through human rights education;
- mobilising thousands of young people across Europe and beyond to take action against hate speech online;
- organising action days to mobilise activists and partners around particular issues and in solidarity with specific targets of hate speech and to draw attention to under-estimated or under-reported manifestations of hate speech;
- creating a positive form of engagement and identity for young people and human rights activists across national, cultural, social, religious, ethnic or organisational boundaries;
- re-assessing the importance of media and information literacy in formal and non-formal education;
- understanding Internet governance as an area for the exercise of citizenship and youth participation as the prevention of online abuse of human rights also implies a critical review of how the Internet and Internet businesses are regulated.

The campaign has also been a stark reminder that the crisis of human rights in Europe is real and impacts negatively on the lives and aspirations of many young people.

Many national campaigns relied almost exclusively on the voluntary commitment of young people and youth organisations. Commitments to human rights and human rights education should also be translated into financial commitments. The outreach of human rights education in many educational institutions, including providers of non-formal education, is still limited and too often censored or self-censored.

Public institutions are often reticent when faced with abuses of human rights and dignity by major Internet companies and reluctant to act. At times, representative democracies appear powerless and this powerlessness undermines young people's belief in democracy.

Hate speech is still insufficiently understood by all stakeholders of human rights online. Hate speech is the visible part of racist and supremacist views of society, not just another form of freedom of expression. Hate speech cannot be disconnected from deep-rooted prejudice and forms of social exclusion and discrimination.

It is important to denounce, address and combat discrimination and hate speech in all their forms, regardless of who is targeted. There are no acceptable forms of hate speech.

The European campaign has come to an end, but the movement for human rights online must continue. It is important that the Council of Europe, its member states, and civil society organisations be part of this movement by:

1. giving full support to and promoting human rights education programmes;
2. making widely available educational resources on combating intolerance and hate speech, and on using counter and alternative narratives to foster a culture of human rights both on and offline;
3. strengthening the competences of educational professionals in all sectors of education, including non-formal and youth work, to address hate speech, dispel misconceptions and promote human rights and democratic values;
4. supporting youth work and non-formal education activities that develop competences for a democratic culture of young people based on critical thinking, intercultural dialogue and conflict transformation;
5. strengthening redress mechanisms and reporting tools for hate speech, hate crime and discrimination on and off-line;
6. providing support to targets of hate speech and hate crimes, consistent with Council of Europe standards, including ECRI's general policy recommendation on combating hate speech;
7. providing tailored responses to hate speech targeting different groups in society by:
 - a. enabling full participation of the targeted groups in the design of the responses;
 - b. providing, where needed, capacity building and information on their rights;
 - c. publicly condemning hate speech regardless of who is disseminating it and whom it targets;
 - d. ensuring national legislation provides protection against discrimination and hate speech on all grounds, both on and offline;
8. ensuring the privacy and safe participation of children and youth online by:
 - a. integrating media and information literacy in school curricula and youth programmes, including international youth work projects;

- b. supporting parents, teachers, and youth workers by offering education in Internet safety;
 - c. providing easy-to-understand guidelines for seeking advice or reporting problems and ensuring a quick and tailored follow-up;
 - d. ensuring the safety and well-being of children and young people is their primary concern over, notably, commercial interests;
9. supporting the full involvement of young people in Internet governance processes with a particular concern to:
 - a. ensuring their full enjoyment of their human rights online, freedom of expression, association and participation;
 - b. informing them how human rights are protected online, how they can seek redress and receive clear and detailed information on the follow-up of reports;
 - c. understanding the impact of new technical developments on their enjoyment of human rights, including online participation, access and filtering of information, privacy, and protection from harm;
 - d. providing them with the right, the means, the space, the opportunity and the support to express their views on all Internet governance processes, especially at national level;
10. rejecting the use of hate speech for political or economic and personal gains by:
 - a. the building of cross-sectoral and cross-party alliances against hate speech mirroring the No Hate Parliamentary Alliance;
 - b. the adoption of ethical codes and self-regulatory guidelines by national and regional parliaments, media companies, Internet businesses, political parties and civil society organisations consistent with Council of Europe standards;
11. developing new and up-to-date human rights standards regarding hate speech;
12. supporting on-going national campaigns; and
13. supporting online activists to set up a network.

Hate speech is not a thing of the past; it is as dangerous as ever. We remain active, vigilant and committed to keeping the movement for human rights online alive, relevant and youthful.

Appendix 5

Contribution from Belgium

Circular OOP 40 of 14 December 2006 on guidelines against offensive, racist and discriminatory statements and slogans chanted in chorus at football matches

To the Governors of Province,

General Directorate of Security and Prevention Policy
Football Cell

For information to the Mayors and Police Precinct Commanders

Ref: VIII/2007/Foot

Subject: Circular OOP 40 of 14 December 2006 laying down guidelines against offensive, racist and discriminatory remarks and slogans chanted in chorus on the occasion of the football matches

Reference

OOP 40 Annex: 4

1. List of (neo-)Nazi and fascist symbols;
2. Form relating to offensive, racist and discriminatory words and slogans chanted in chorus;
3. A guide that can be used when launching an anti-racism project;
4. Checklist of 'anti-racism' projects.

Target Audience

- Mayors and police services that have (mainly) first, second and third division football clubs in their territory;
- (Mainly) first, second and third division football clubs and coordinating sports associations;
- Football supporters, and associations and federations of supporters;
- Fan-coaches and football prevention workers;

Innovation

Dissemination, to all partners involved in football, of the guidelines on how to deal with offensive, racist and discriminatory words and slogans chanted in chorus at football matches.

Abstract

Each partner in the field is made aware and must take the necessary actions in stages in order to avoid, firstly, the offensive, racist and discriminatory words and slogans chanted in chorus in the field and in the stands and, secondly, to apply a rigorous approach in the event of real facts.

Actions to be undertaken

Each partner undertakes in stages specific actions that fall within its remit of competence.

Contacts

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heidi.deridder@ibz.fgov.be.

Madam/Mister Governor,

1. Legal framework and recommendations

- Law of 21 December 1998 on safety at football matches (M.B., 03.02.1999), as amended by the Law of 10 March 2003 (M.B., 31.03.2003) and the Law of 27 December 2004 (M.B., 31.12.2004);
- Act of 30 July 1981 to suppress certain acts inspired by racism or xenophobia (M.B., 08.08.81) and amended on 15 February 1993 (M.B., 19.02.93), 12 April 1994 (M.B., 14.05.94), 7 May 1999 (M.B., 25.06.99), 20 January 2003 (M.B. 12.02.03) and 23 January 2003 (M.B. 13.03.03);
- Act of 25 February 2003 aiming to combat discrimination and amending the Act of 15 February 1993 creating a Centre for Equal Opportunities and the Fight against Racism (M.B., 17.03.03 - Err. M.B., 13.05.03). Latest adaptations: Act of 9 July 2004 (art. 108), (M.B., 15.07.04 [Court of Arbitration, judgment No. 157/2004 of 6 October 2004, applications for total or partial annulment of the Act of 25 February 2003 - M.B., 18.10.04]);
- Council of Europe Recommendation (Rec(2001)6 on the prevention of racism, xenophobia and racial intolerance in sport);
- Social Charter of the Royal Belgian Union of Football-Association Societies and the Centre for Equal Opportunities and Fight against Racism, signed in 2003;
- UEFA's ten-point plan against racism;

- Article 55 of the FIFA Disciplinary Code ;
- Internal regulations of the clubs concerned.

2. Purpose of these guidelines

Football should be fun for everyone, as the motto 'Football is a celebration' shows. Within the framework of the social dimension that football must convey, this circular has the following objectives:

- encourage social diversity in the stands;
- combat racist, discriminatory and provocative behaviour and offensive slogans chanted in chorus at football matches;
- report tolerance thresholds for such behaviour;
- make all stakeholders responsible for complying with the guidelines and promoting fair play in and around football stadiums, and evaluate these guidelines on an ongoing basis.

3. Target audience of the guidelines

This circular is addressed to club management (all official Belgian football and indoor football clubs affiliated to the URBSFA, both national and provincial), stewards, safety officers, players, coaches, spectators, supporters' associations and federations, police services, the Royal Belgian Football Union (hereinafter referred to as URBSFA) and other coordinating associations (Professional Football League, the Div. II National League, ...), referees, stadium speakers, fan-coaches and football prevention workers, the authorities, as well as the Centre for Equal Opportunities and Fight against Racism (hereinafter referred to as CECLR).

4. Basic principles

1. Clubs shall be responsible for the behaviour of any person they engage and shall prohibit any offensive, racist and discriminatory behaviour in the stadiums or within the perimeter of the stadiums. In addition, they are also responsible for raising the awareness of their own supporters;
2. Spectators and other participants in football matches are always primarily responsible for their own behaviour and are obliged to respect the guidelines, the above-mentioned legislation and the internal rules of the clubs;
3. Supporters' federations and associations play an important role in disseminating the message to their grassroots and take appropriate action in the event of non-compliance with the directives, having regard to the abovementioned legislation and their own statutes;
4. Fan-coaches and football prevention workers also play an important role in spreading this message to their target group and in raising awareness among them;
5. The URBSFA is committed to disseminating, implementing, monitoring and evaluating these guidelines and to supporting clubs in this regard. In addition, the URBSFA Executive Committee has decided to include article 55 of the FIFA Disciplinary Code in the Union's regulations in order to have an ideal instrument for effectively and efficiently combating offensive, racist and discriminatory slogans chanted in chorus or acts of racism inside stadia. It is therefore up to the URBSFA to fully assume its responsibilities in this respect;
6. The police also ensure the implementation of the directives and adopt the necessary measures (preventive and repressive) in the event of offences;

7. The referees must make an inventory and report all identifiable facts relating to offensive, racist and discriminatory comments during the match (both on the pitch and in the stands). They are also required to ensure that the guidelines are complied with and to take action if necessary;
8. The speakers in the stadium follow the guidelines of the club and the referees and communicate them to the public in time;
9. The authorities (Federal Public Service of the Interior) and the CECLR ensure objective observation and evaluation of the facts on the one hand and support, awareness-raising and training in the implementation of these directives on the other.

5. Tolerance threshold for offensive, racist and discriminatory language and symbols

The threshold of tolerance is crossed when a person, on the occasion of a football match, *in public*:

- incites third parties to discrimination, segregation, hatred or violence against an individual, group, community or their members on the basis of the alleged race, colour, descent, national or ethnic origin, sexual orientation, disability and health status of that person, (some) members of the group or community concerned

or

- advertises its intention to discriminate, hate, violence or segregate against a person, group, community or their members because of an alleged race, colour, descent, national or ethnic origin, sexual orientation, disability and health status of that person, group or community, or of (some) members of that group or community; or

or

- incites, alone or in a group, by reason of and in connection with a football match, to inflict bodily harm, hatred or anger towards one or more persons.

Below are some examples of words, behaviour and symbols that are prohibited in **the above-mentioned context**:

- the Hitler salute or the Nazi salute;
- jungle or monkey calls to players, a referee and/or spectators and passers-by with different skin colour;
- hateful words like: "Dirty Jew, go back to Israel!"; "Dirty Moroccan, go back to your country!"; "Death to Muslims!" ..;
- hate songs, for example: " Hamas, Hamas, Jews in the gas chamber"; "Islamist parasites"; "It's full of drunks here";
- throwing bananas at players with different skin colour;
- hate speech against LGBT and/or people with a disability;
- hateful comments about a person's health status (e.g. cancer, AIDS, ...);
- offensive and/or hateful comments towards a particular group of supporters, members of the players' families, members of the management and referees;
- the wearing, dissemination or sale of all kinds of symbols, drawings, flags and banners which are racist, discriminatory or anti-Semitic or which are associated with (neo-)Nazi ideology (see Annex 1 for a list of prohibited symbols and explanations).

The above examples are not exhaustive.

6. Guidelines

(a) Guidelines for clubs

1. Symbols

Clubs are obliged to prohibit access to the stadiums to anyone carrying symbols, drawings, flags and banners that are offensive, provocative, racist, discriminatory or anti-Semitic or that are associated with (neo-)Nazi ideology (see list of symbols in Annex 1). Furthermore, the dissemination and sale of these symbols within the stadium perimeter is strictly prohibited.

2. Words, slogans and songs

Clubs must prohibit racist and discriminatory statements, slogans and chants, as well as offensive slogans chanted in chorus, both before, during and after the match.

Clubs shall implement the above-mentioned measures to combat offensive, racist and discriminatory language, symbols and slogans chanted in chorus by:

1. adapting their internal regulations (insertion of a clause clarifying the prohibition of such behaviour and symbols);
2. providing regular training and awareness-raising for safety officers, stewards, players, coaches and speakers (through annual refresher courses, pre-match briefings, safety meetings, etc.);
3. developing procedures and agreements to promote the exchange of information on racist and discriminatory offences and offensive slogans chanted in chorus (e.g. exchange of information with police and safety officials of the visiting team);
- 4) Communicating club policies and guidelines through existing club communication channels (e.g., on the club's Web site, in the club magazine, and on the bulletin board).

Both stewards and club safety officers (of the home and visiting teams) play an important role in the preventive fight against racist and discriminatory language and symbols and offensive slogans chanted in chorus in football stadiums. In the case of racist or discriminatory remarks, slogans and offensive slogans chanted in chorus, the safety services of the clubs are obliged to proceed as follows:

1. Firstly, the stewards will attempt to intervene preventively by inviting the inciting party(ies) to behave in accordance with the internal regulations and the present circular. This behaviour may consist of stopping singing, removing symbols, ...;
2. In addition, the stewards immediately transmit the necessary information to the head of division and the club safety officer present at the command and control room, in order to draw up an inventory of offences and locate the instigator(s) (using the camera surveillance system and the security form - see Annex 2 - which enables the safety officers to describe the facts in more detail);
3. If the identity of the instigator(s) is not known and the behaviour occurs again or in the event of a repeat offence, the safety officer shall inform the police services present, who shall take the necessary steps to identify the person concerned and draw up a report;
4. If the identity of the instigator(s) is known to the club and the behaviour recurs or in the event of a recurrence, the club will itself provide the instigator(s) with a copy of the report:

- a detailed description of the facts and offences found and the context in which they were committed;
- a reference to the internal regulation and policies imposed by the club;
- details of the penalty(s) and any additional penalties in the event of recidivism;

This procedure followed by the club does not, of course, preclude the police services present from drawing up minutes.

5. After the match, the steward(s) shall in all cases forward a report of any racist or discriminatory incident or any offensive slogan chanted in chorus to the home team's safety officer and, where appropriate, to the safety officer of the visiting team. This report can also be part of the (written) overview of all reported incidents and can be used for reporting purposes (see below, point 7).

3. Stadium speakers

- Stadium speakers should be aware of the guidelines;
- During each of their speeches, stadium speakers are required to behave in a neutral, impartial and compliant;
- The club may decide to read aloud, before each match, at certain matches and/or during half-time, or to post on the board a text referring to the guidelines contained in this circular;
- If the guidelines are infringed by a group and the referee considers that the match must be temporarily stopped (see below), the text in Annex 3 shall be read out loud at the referee's first intervention;
- The text in Annex 3 shall be read out loud immediately in the event of a final stop of the match by the referee.

4. Awareness-raising for Football Participants

- Clubs are explicitly encouraged to participate at least once a year in an awareness-raising campaign, for example during the annual FARE (Football Against Racism in Europe) campaign in October. Players and coaches are also encouraged to take part.

As a tool and on the basis of the UEFA guidelines, clubs will find in annex 4 of this circular, on the one hand, suggestions for initiatives in the event of racist remarks in and around football stadiums and, on the other hand, principles, a guide and a checklist that can be used when launching a project to combat racism and discrimination.

(b) Guidelines for spectators, associations and supporters' organisations

As the spectators are the personification of the message 'Football, a party', their role is essential in the fight against racism and discrimination.

- Spectators shall refrain from any racist or discriminatory behaviour and from any offensive slogan chanted in chorus;
- Spectators may not come to the stadium with symbols, drawings, flags and banners that are offensive, provocative, racist or anti-Semitic in character or that may be associated with (neo-)Nazi ideology (see list of symbols in Annex 1);
- If the spectator feels ready, he or she can question the person concerned about his or her behaviour, inform the stewards or police services present and/or notify the club or the police at a later date;

- Spectators may at any time inform the CECLR of any racist or discriminatory behaviour (toll-free number CECLR: FR: 0800-14912, NL: 0800-17364; e-mail: FR: centre@cntr.be, NL: centrum@cntr.be).

Supporters' federations and associations explicitly condemn all racist and discriminatory statements and offensive slogans chanted in chorus by their members, as well as the wearing, displaying and/or selling of symbols of a racist and discriminatory nature by their members; to this end, they shall proceed as follows:

- disseminating this message to their members through their own media, activities or campaigns;
- by making their members aware of the guidelines and encouraging them to self-regulate when problems arise;
- by withdrawing the membership of members in the event of a fine imposed by the criminal court, an administrative sanction imposed by the Football Unit of the Federal Public Service of the Interior or a banning order imposed by the club for offences of a racist or discriminatory nature or offensive slogans chanted in chorus, provided that they have been informed;
- by inserting the directives in their internal regulations and, if they have a supporters' charter, include in this charter, in addition to the directives, a clause on withdrawal of membership;
- by providing a contact point for clubs, the URBSFA, the authorities and the CECLR.

(c) Guidelines for fan-coaches and football prevention workers

Fan-coaches and football prevention workers who regularly accompany their target group can also play a preventive role. Thus, they can:

- communicate the guidelines to their target group through their information channels;
- make their target group aware of the guidelines and encourage them to self-regulate when problems arise;
- blame the instigator(s) about his (their) behaviour, inform the stewards and/or inform the club at a later date;
- in the absence of a supporters' charter, actively encourage the club to draw up a supporters' charter, in which it is stipulated that any person who has been fined by the criminal court, with an administrative sanction by the Football Unit or excluded from the club for offences of a racist and discriminatory nature or offensive slogans chanted in chorus, will not be able to obtain an access pass or a season ticket (provided they have been informed of this);
- where a supporters' charter has, however, been drawn up, ensure that the previous paragraph is included;
- support clubs in their initiatives and campaigns against racism, discrimination and offensive slogans chanted in chorus;
- establish a contact point for the clubs, the URBSFA, the authorities and the CECLR, with the exception of the communication of the identity of the authors.

(d) Guidelines for referees

Referees can manage to avoid any escalation in the event of racist or offensive slogans being chanted in chorus, by applying the following measures:

- Referees must be aware of the above-mentioned tolerance thresholds against racism, discrimination and offensive slogans chanted in chorus at football matches;
- Referees must receive the necessary training to understand the problem of racism, discrimination and offensive slogans chanted in chorus at football matches (through the URBSFA and Provincial Committees);
- referees must be aware of local agreements and club policies against racism, discrimination and offensive slogans chanted in chorus, and be familiar with the rules relating to the organisation of the match (the procedure to be followed in order to stop the match, for example);
- in the event of racist or discriminatory behaviour or offensive slogans chanted in chorus by the spectators in a group, the referees must act in the following manner:
 - summon the two team captains:
 - inform them that they intend to make an appeal through the stadium speaker;
 - ask for their cooperation in bringing the spectators to calm down;
 - summon the stadium manager and ask him to address an appeal to the spectators through the stadium speaker;
 - get the match back on track.

If, in spite of these measures, the behaviour recurs, the referees will proceed as follows:

- they will make a decision to momentarily interrupt the game;
- they'll ask the teams to go to their dressing rooms;
- they will ask the ground manager to make a final call through the stadium speaker;
- they will restart play after a 10-minute break;
- they shall stop the match definitively if the behaviour recurs despite an initial momentary interruption, after consultation with the person responsible for security at the club and with the police who are present at the command post.

Referees take note of any identifiable racist or discriminatory remarks or offensive slogans chanted in chorus by spectators and/or players and mention the facts in their referee's report. This report is copied to the competent referee's committees and the URBSFA. The Union shall inform the Football Unit whenever the referee's report mentions an incident within the meaning of this circular.

(e) Guidelines for law enforcement agencies

Police services (and in particular spotters) play a key role in preventing and intervening against fans who display racist or discriminatory behaviour or chant offensive or provocative slogans.

Police services assist clubs in:

- carrying out a thorough analysis of the target group (either individual spectators or larger groups who are regularly guilty of racist and/or discriminatory remarks or offensive slogans chanted in chorus), focusing on the inciters of such remarks or slogans chanted in chorus;
- forwarding in good time all useful information to the clubs within the limits of the possibilities provided for by law;
- assisting clubs in the context of law enforcement in the event of racist and discriminatory behaviour or offensive and provocative slogans chanted in chorus;
- gathering the necessary evidence and seeking to identify the person(s) concerned;
- drawing up explicit minutes.

Together with the clubs, the police services draw up an agreement² in which they determine the following points with regard to racist and discriminatory behaviour and offensive slogans chanted in chorus:

- the practical arrangements for exchanging information about their target group (number, location, history, etc.);
- collaboration with stewards and safety officers regarding preventive intervention;
- how to intervene in the event of racist and discriminatory behaviour and offensive slogans chanted by fans (drawing up penalty notices, filing a complaint, procedure to be followed in the event of temporary and/or permanent stop of the match, etc.).

Wherever possible, the police use video equipment with sound recording to better locate and detect spectators who are guilty of racist and discriminatory statements and offensive slogans chanted in chorus.

If the police consider that the club is not taking the necessary measures to deal with spectators who make racist or discriminatory remarks, chant offensive slogans, carry, disseminate and/or sell all kinds of symbols, designs, flags and banners with a message that is provocative, offensive, racist, discriminatory, anti-Semitic or which may be associated with (neo-)Nazi ideology, the police may issue a report against the club in accordance with Article 3 of the Football Law.

f) Guidelines for the Royal Belgian Union of Football Societies and other coordinating associations (Professional Football League, the national Div. II League, ...)

The URBSFA and other umbrella associations are best placed to disseminate these guidelines and support clubs in their actions against racism and discrimination, in particular through the following actions :

- The URBSFA and its Provincial Committees as well as the other umbrella associations support the clubs in adapting their internal regulations;
- The URBSFA and its Provincial Committees disseminate, through the usual channels, the guidelines among all affiliated clubs;
- The URBSFA organises the necessary training (basic and advanced training) for stewards and safety officers;
- The URBSFA and its Provincial Committees organise the necessary training for referees and linesmen;
- The URBSFA and its Provincial Committees as well as the other umbrella associations support the clubs in the implementation of the guidelines;
- the URBSFA and its Provincial Committees shall take, in particular on the basis of the referee's report, the necessary measures and sanctions in the event of breaches of the tolerance limits of the directives, in accordance with UEFA or FIFA guidelines (see also the insertion of Article 55 of the FIFA Disciplinary Code in the Regulations of the URBSFA);
- the URBSFA undertakes to inform the Football Unit whenever the referee's report mentions incidents within the meaning of the present circular (see also the last paragraph of point d).

² This agreement may be part of the agreement provided for in Article 5 of the Law of 21 December 1998 on security at football matches, as amended by the Law of 10 March 2003.

(g) Guidelines for the authorities and the CECLR

At the national level, the authorities and the CECLR support spectators, clubs and umbrella associations in various ways in their fight against racism, discrimination and offensive slogans chanted in chorus. To this end, they undertake the following actions:

- the drafting of possible additional guidelines with regard to discriminatory or racist statements and offensive slogans chanted in chorus, in consultation with the URBSFA (in its capacity as coordinating body of the clubs), other coordinating associations, police services, prevention workers and spectators;
- support and accompaniment of clubs, supporters and other stakeholders;
- raising awareness among all partners involved in football and supporters by means of (support for) campaigns;
- observing the phenomena of racism, discrimination and offensive slogans chanted in chorus in football stadiums;
- evaluation of the implementation of the directives.

As defined in the 1993 Act establishing the CECLR, this body monitors breaches of the 2003 Anti-Discrimination Act and the 1981 Anti-Racism Act and provides legal assistance to victims of racist and discriminatory acts.

As already stated, these guidelines are accompanied by an annex 4 containing suggestions for initiatives that can be taken by the various partners in response to racist, discriminatory, offensive or provocative language in and around football stadiums, as well as principles, a guide and a checklist that can be used when launching an anti-racism project. This annex 4 is an initiative of the Football Unit of the Federal Public Service of the Interior, in collaboration with the CECLR.

7. Evaluation

In order to implement the above-mentioned guidelines, clubs, possibly in collaboration with the police and other relevant partners (see also point 6: guidelines for the police, drawing up of an agreement with the club), report any incident referred to in this circular to the Royal Belgian Football Association. They shall also inform the URBSFA of the efforts they have made to prevent such behaviour in their stadium in the future. These data can of course be discussed within a local advisory board. At the end of each championship, the URBSFA informs the Football Unit of the Federal Public Service of the Interior of the incidents reported by the clubs and especially of the efforts made by the clubs to avoid such behaviour in the future (before 1 August each year).

8. Conclusion

In conclusion, I consider it desirable to provide an overview of the recommendations for the various stakeholders in the fight against racist and discriminatory behaviour and the offensive slogans chanted in chorus that may occur at a football match:

A. At the entrance:

1. Clubs shall prohibit access to stadiums to any person who carries symbols, drawings, flags and banners with a racist, discriminatory, offensive, provocative or anti-Semitic message or which may be associated with (neo-)Nazi ideology;

B. In the event of racist or discriminatory remarks or offensive slogans chanted in chorus:

2. If a spectator notices racist or discriminatory remarks or offensive slogans chanted in chorus and feels prepared to do so, he or she may draw the attention of the person concerned to his or her behaviour, inform the stewards and/or communicate the facts to the club later;

Best practice': 'let your finger do the talking': supporters who notice racist, discriminatory and/or provocative behaviour or locate the instigators of offensive slogans chanted in chorus, can send an SMS to the mobile phone number of the command and control room. A spotter will then go to the offender's vicinity and take steps to identify this person in the event of a repeat offence;

3. The fan-coaches or football prevention workers draw the attention of the incitement(s) to his (their) behaviour, inform the stewards and/or the club at a later stage;
4. If they notice racist or discriminatory statements or offensive slogans chanted in chorus, the stewards shall act preventively and ask the instigator(s) to behave in accordance with the internal regulations and directives;
5. Stewards shall immediately communicate this information to the head of division and the Safety Officer present at the command and control room in order to draw up an inventory of offences and locate the instigator(s);
6. If the referee notices racist behaviour on the part of spectators in a group or offensive slogans chanted in chorus, he summons the two captains and asks the stadium speaker to make a first appeal;
7. If the behaviour occurs again despite the measure taken, the players return and the referee asks the stadium speaker to make a final appeal;
8. If, after this brief interruption, the behaviour is repeated, the referee shall stop the match. The stadium speaker reads aloud a text concerning the final stop of the match;
9. If the identity of the instigator(s) is not known to the club, the safety officer shall invite the police service present to make a record of the incident. If necessary, video equipment is used for this purpose;
10. If the identity of the instigator(s) is known to the club, the club itself will provide the instigator(s) with the following information:
 - a detailed description of the facts and offences found and the context in which they were committed;
 - a reference to the regulations and policies imposed by the club;
 - details of the penalty(s) and any additional penalties in the event of recidivism;

This procedure does not prevent the police from also drawing up a report.

C. Post-match communication of facts:

11. Safety officials shall draw up an inventory of all racist, discriminatory incidents or offensive slogans chanted in chorus with a view to forwarding them to the URBSFA;
12. Referees shall report in their referee's report any racist or discriminatory remarks or offensive slogans chanted in chorus by spectators and/or players of which they have witnessed or been informed;
13. If the spectator wants to communicate racist or discriminatory behaviour to the CECLR, he can do so via a toll-free number on the website.

The present circular enters into force immediately.

May I ask you, Governor, to transmit this circular to the Mayors and Precinct Commanders of your province.

The Home Secretary, P. DEWAELE

Annex 1**List of (neo)nazi and fascist symbols³****1. Swastika, swastika:**

Original meaning: sundial with 4 spokes (representing the seasons); it is a happy sun wheel, redeeming and able to defend itself.

Current meaning: symbol of the NSDAP (National Sozialistische deutsche Arbeiterpartei van Hitler) and the Nazis. Is still used by many fascist groups.

Football context: rarely used on T-shirts, badges, emblems, banners or as tattoos.

2. SS sign ("Sig. Sol" symbol of victory) :

Meaning: "Sig, Sol" of "triumph, victory"

Is the symbol of the Schutzstaffel (SS), the elite Nazi corps during the Second World War. Is sometimes used in combination with longer words such as "Hass", in which the double S is written in sig-rune.

Football context: is rarely used on T-shirts, badges, emblems, banners or as tattoos.

Warning: this symbol is not always a Nazi symbol. The well-known Hardrockgroupe "KISS" from the '80s also used this double S.

³ Sources: *Handbook Discrimination Affairs*, Antwerp Police and Centre for Equal Opportunities and Fight against Racism (1999); *Extreme Right Symbolism within Subcultures*, LBR (www.lbr.nl).

3. The Celtic cross :



Original meaning: sign of salvation and protection. The supreme divine symbol, always thoughtful, summing up everything. It is probably a derivative of the Great Celtic Cross, also called the Great Cross.

The Great Celtic Cross, whose lower foot is longer than the other three, was previously placed in places declared holy and is frequently found in Ireland.

Current significance: the wearing of this Celtic Cross is popular among the extreme right and Irish fanatics, and it is also regularly used in artistic compositions.

Football context: is used from time to time on T-shirts, emblems, badges, banners or as tattoos (examples of combination: a pendant with Celtic Cross and a T-shirt with the inscription 'Twente Skins' in runic signs, Celtic Cross and the text 'White Power'...).

4. Odal runic symbol :



Meaning: "Odal, nobility. Blood and heredity are the supreme nobility." A rune sign used by the SS during World War II.

Football context: quite popular, especially in the form of an emblem worn on the back of the jacket or as a badge.

5. Runic symbol "F" (Shoehorn, trap) :



Meaning: "Resistance. Being aware of the danger and wanting to defeat it". Runic sign used by the National Socialist Movement during the Second World War.

Football context: is occasionally encountered as a tattoo or emblem.

6. Tripod (Trifosn, Triskel) :



Original meaning: sundial with three rays (represent the parts of the day). The tripod refers to the trilogy: the future, the present and the past.

Current significance: symbol of the South African Resistance Movement (the neo-fascist pro-apartheid militias).

Context football: is for the moment very little met.

7. SS-Skull and crossbones+ :



Meaning: Insignia of the SS ('Schutzstaffel'), an elite corps of National Socialism in Germany at the end and during the 1930s, which was active in concentration camps and other places.

Football context: used from time to time on T-shirts, badges, emblems, banners or tattoos.

8. White fist :



Meaning: a white fist, symbol of White Power.

Football context: rarely used on badges, emblems or tattoos.

9. Number combination 88 :

Meaning: The letter H is the eighth letter of the alphabet. 88 means HH or 'Heil Hitler'.

Football context: rarely used on T-shirts, badges, emblems, banners or tattoos. Warning: this combination of numbers is prohibited if the context in which it is used indicates that it represents incitement to discrimination, hatred, violence or segregation (e.g. in combination with a crown or visible neo-Nazi symbols or speech).

10. Number combination 18 :

Meaning: first and eighth letters of the alphabet, AH or Adolf Hitler.

Football context: rarely used on T-shirts, badges, emblems, banners or tattoos.

Caution: this combination of numbers is prohibited if the context in which it is used indicates that it represents incitement to discrimination, hatred, violence or segregation (e.g. in combination with a crown or visible neo-Nazi symbols or speech). In other words, the prohibition does not apply to a T-shirt bearing the number 18, which refers, for example, to the bib of a favourite player.

11. Cross in the shape of a fork: runic symbol: Tree of life, rune symbol of the man, cross referring to the birch tree of northern Europe:

Meaning: "Man, life, new life. Life that leads to eternity remains young." The Berken cross is a derivative of the runic sign of death. This sign is a reverse runic sign of life.

Football context: rarely used on T-shirts, badges, emblems, banners or tattoos.

Annex 2

<p>Form for recording offensive, racist and discriminatory words and slogans chanted in chorus⁴</p>

Date & location:

Match:

Name and Club of the safety manager:

Give a brief description of the facts (with exact wording of the terms used):

Reaction? (e.g. by the stewards, safety officer, police, other supporters...)

➤ Yes (by whom and how?) :

➤ No (why?):

Ensure that the following are **further clarified**:

➤ The general atmosphere of the match?

➤ How many times have these facts come to light?

➤ Who were these facts aimed at?

➤ On what occasion (e.g. a player's gestures, after a foul, a player in possession of the ball...)

➤ Information regarding the perpetrators

⁴ The purpose of this form is to investigate the phenomenon of offensive, racist and discriminatory words and slogans being chanted in Belgian football circles. The data collected is used solely to draw up an inventory of the facts for the URBSFA with the sole aim of analysing them in depth and providing the safety services with correct information.

Do you know the perpetrator(s) (someone from the visiting club or club visited)?

Does the person concerned constitute, according to your information, a risk supporter?

What are the physical characteristics (e.g. age, clothing, ...)?

- Location and time of the events (e.g. stand A, upper right; at the entrance...) ?

This form must be sent, duly completed, by e-mail or fax to the Royal Belgian Union of Football - Association Societies, for the attention of the safety officer - e-mail: security@footbel.com - fax: 02/478.28.02, immediately after the match where problems were encountered (after consultation with the stewards and safety officers during the debriefing).

Annex 3
**Offensive, racist and discriminatory words and slogans
chanting in chorus around football fields - Instructions to referees**
1) BEFORE the match

The referee contacts the match delegate:

- a) Are the messages below known and available?
- b) Is it known how to intervene in order to interrupt the match temporarily or permanently?

2) If PROBLEM

Step 1

Referee:

- calls the two captains and:
 - informs them of his intention to call the microphone;
 - asks them to work together to calm their supporters.
- calls the match delegate and asks him to address the 1st call through the public address system.

Identical message in all clubs:

'Dear supporters,

I appeal to the fair-play and tolerance of all the fans present. I ask that all verbal aggression be stopped. It is in the interest of your team and your club.

Thank you for your attention'.

- resumes the match.

If repeat

2nd stage

Referee:

- makes a decision to temporarily interrupt the match
- asks the teams to return to the dressing rooms
- asks the match delegate to send the 2nd appeal through the public address system.

Identical message in all clubs:

'Dear supporters,

I once again appeal to the fair-play and tolerance of all the fans present. I once again ask that all verbal aggression be stopped. It is in the interest of your team and your club. The consequences can be serious for your club.

Thank you for your attention'.

- resumes the match after a significant stop (duration at the discretion of the referee).

If prosecution (serious case)

3rd stage

Referee:

- takes the decision to definitively stop the match (after contacting the safety manager and the police, if present, in accordance with the procedure discussed beforehand).
- shall report to the relevant Committee.

Annex 4**Initiatives and guidelines, guide and check-list that can be used
in the context of launching a (prevention) project against racism**

This Annex enables the various partners on the ground to pursue a balanced policy of prevention and repression in the context of the fight against racist messages at football matches. This document is primarily addressed to the clubs concerned in the first, second and third divisions, as well as to the national team and clubs in the lower divisions which are confronted with problems of this kind.

Racism and xenophobia in stadiums: a brief introduction

In the agreement concluded in 2004 between the Centre for Equal Opportunities and Fight against Racism (CECLR) and the Football Unit of the FPS of the Interior, it was decided to carry out an in-depth assessment of racist behaviour by football fans and at the same time to make recommendations in terms of prevention and awareness-raising. In this connection, the CECLR has taken on the role of observer by making an inventory and interpreting all possible forms of hatred and violence (with racist motives) observed at football matches.

Acts of racism are frequent in our football stadiums, both in the top national divisions and in the lower divisions, and among both young people and adults. These racist behaviours come in different forms and are perpetrated by different types of supporters (or other stakeholders) with different motives. They include, for example, jungle noises made in groups when a dark-skinned player has the ball, songs with racist overtones, but also the Hitler salute imitated by individuals.

Above all, the emphasis is on football as a sport of integration and diversity. Furthermore, the need to adopt anti-racist measures must be emphasised. In order to banish acts of racism from football stadiums, the various partners can take a number of short- and long-term measures, with the ultimate aim of **preventing** and **combating** racist behaviour of both a verbal and physical nature, as well as increasing the **participation of** ethnic minorities in Belgian football stadiums (both fans and young players).

In some European countries, there is both an increase in racist behaviour in football stadiums and an increase in expertise in this area (Thierry Henry, Arsenal player at a press conference in December 2004: "Racism is the biggest problem facing football across Europe"). Many of the examples cited therefore come from abroad and have already borne fruit, bearing in mind that there is no simple answer and that the measures taken should preferably be sustainable.

Most of the projects already launched abroad were an initiative of a club, often in consultation with the city or municipality and bodies active in the fight against racism (so-called NGOs). Football clubs must therefore be willing to tackle this unfortunate phenomenon and invite everyone in the club (manager, president, safety staff, stewards, supporters, etc.) to join in the approach that was developed.

The approach to racist behaviour in stadiums

People who behave in a racist manner in a football stadium usually display racist views in everyday life as well. However, this kind of behaviour often extends to followers who have no problem with singing an anti-Semitic song in chorus and/or making sounds of jungle animals.

These two (tiny) groups of supporters require a specific approach. Awareness-raising is needed for all supporters, but mainly for the follower group. The attached documents⁵ can be used for each measure that one wishes to adopt against racism in football. The initiatives described below are examples of projects abroad. The use of the guidelines, guide and checklist is also recommended by UEFA.

- ❖ *Part 1: Initiatives that can be taken or launched by the different partners. This list is of course not exhaustive, other projects are possible as well.*
- ❖ *Part 2: Guidelines*
- ❖ *Part 3: Guide*
- ❖ *Part 4: Checklist*

Promoting diversity

Before discussing possible initiatives to combat racist or discriminatory behaviour, emphasis should be placed on the promotion of diversity. Indeed, it is clear that large groups barely participate in football-related events - at least not in proportion to their presence in our society. Diversity is a growing phenomenon among players and also, but to a lesser extent, among the coaching staff. However, it is hardly noticeable among the fans and even less so among the administration or club staff. Highlighting the positive aspect of diversity, both among club staff and by launching initiatives to enhance diversity in the stands, is the first step in the work to prevent racism and discrimination. That's as much taken: in this way, football can also serve as a natural vanguard in the fight for a society that is as fair as possible.

People with low incomes, including refugees, are not always able to attend a match. For example, a social rate could be introduced for these people - in cooperation with the CPAS.

⁵ These documents also exist in brochure form. This brochure can be requested by e-mail to the following address: heidi.deridder@ibz.fgov.be.

PART 1:**What initiatives can the different partners take?****1. Clubs**

- *Messages that clubs can communicate preventively to their supporters:*

1. Make it clear on the website and in the supporters' magazine that the club does not tolerate racism and discrimination. It is recommended in this respect to make use of visual tools, such as a photo of the group of players, and to explain what measures can be taken against anyone shouting or chanting racist slogans. This statement may also be printed in all match programmes;

2. Establishing, in the internal regulations, that it is forbidden to engage in behaviour in the stadium that could be perceived by others as provocative or threatening by expressing, exposing, chanting or singing offensive words, expressions or songs or racist or homophobic insults. Slogans and symbols on banners that are of an offensive, racist and/or provocative nature must be prohibited. Such behaviour may result in criminal or administrative sanctions or even a civil banning order;

3. To disseminate, before the match, anti-racist messages in which the club takes a clear stance against racism and shows its commitment to the fight against this phenomenon. The stadium speaker may in this respect refer to the internal regulations and/or guidelines contained in this circular. At the same time, a positive message can be projected on the stadium screen: 'all equal, all different';

4. At the entrance, distribute leaflets or hang a banner at the entrance stating that racism is not tolerated in the stadium;

5. On the tickets, print: 'Club X vs Racism';

6. Players may warm up in anti-racism T-shirts, which substitutes may also wear during half time. All staff present in the stadium may also wear these T-shirts (stewards may put a message on their jackets such as: "no racism").

Example:



John Terry (Chelsea FC) et Ashley Cole (Arsenal) dans le cadre d'une campagne annuelle 'Let's kick racism out of football.', organisée par la fondation 'Kick it out' au Royaume-Uni.

- *Actions that clubs can take:*

1. Officially condemn racism by signing charters against racism and discrimination (such as the charter signed by the URBSFA in collaboration with the CECLR);
2. To pursue a policy of equal opportunities in the performance of duties within the club;
3. React quickly: immediately condemn all racist comments via the public address system at the very moment they occur;
4. Join FARE (Football against Racism in Europe) and participate in actions during the annual FARE Week;

Example:



Le réseau 'Football Against Racism in Europe' organise chaque année en octobre une semaine d'action contre le racisme dans le football et soutient des initiatives dans toute l'Europe pendant cette semaine.

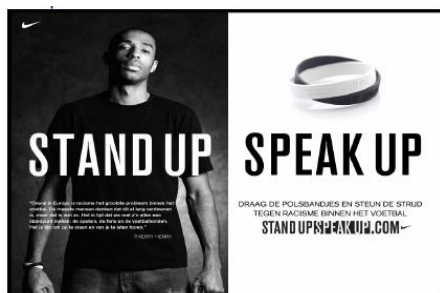
5. Integrate anti-racist activities into the culture of supporters that can fuel the message at the grassroots level, thanks to:

- the existing supporter activities;
- the support for (coloured) players: their words have a much greater impact on the fans, especially when they talk about their own experience (awareness-raising and educational effect);
- local initiatives with an anti-racist message. In almost every city that has a football stadium, a multicultural festival is organised annually with exotic food and music,...

6. Undertake actions with all players:

- enter the pitch with a large banner displaying an anti-racist message;
- during warm-up and at halftime, wear T-shirts with an anti-racist message;
- before the start of the match, the captain may appeal to all the supporters to encourage their club, instead of injuring or discriminating against the players, the opposing team or the referee and the two linesmen;
- in collaboration with other partners, organise media campaigns or join ongoing campaigns. As part of the campaign described below 'Stand up - Speak up', the players invite the silent mass to oppose racism in football stadiums by wearing black and white bracelets and appearing in an advertising spot.

Example:



Thierry Henry (Arsenal) dans le cadre de l'action 'Stand up – Speak up' en collaboration avec un sponsor.

- report racist comments by opponents to the referees and file a complaint against these players.

7. Carry out a "tifo" action, whether or not in collaboration with the Centre for Equal Opportunities and Fight against Racism. Publicise this type of action through the (local) media and the website;

Example:



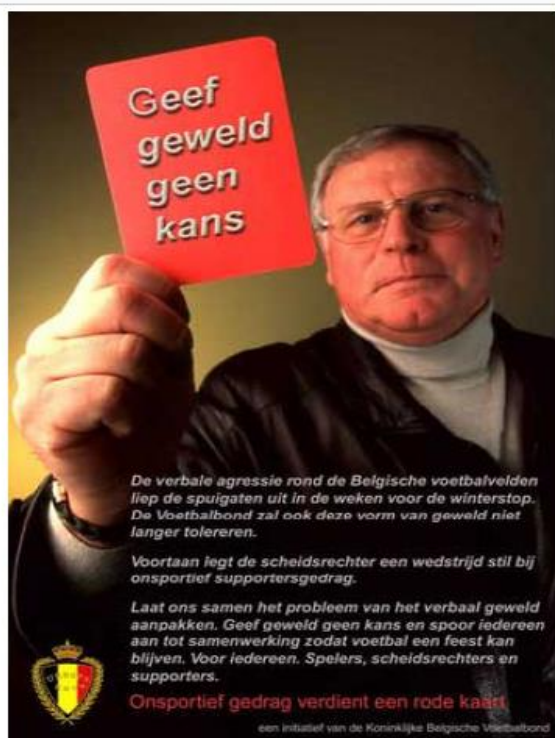
Grande banderole de la fondation Football Unites – Racism divides. Cette fondation a vu le jour en 1995 lorsqu'un groupe de supporters de 'Sheffield United' a décidé qu'il était temps d'entreprendre des actions contre différents incidents racistes à l'intérieur et autour du stade et ce, dans un quartier habité à 44% par des personnes originaires d'Asie et d'Afrique.

8. When purchasing a season ticket, invite fans to sign a document in which they undertake not to participate in acts of racism in the stadiums, failing which they risk losing their season ticket;
9. Ensure that no racist or discriminatory brochure/text is disseminated within the stadium perimeter;
10. Immediately remove offensive, racist or provocative slogans or graffiti;
11. Invite the perpetrators of racist behaviour to the club;
12. Severely prosecute the perpetrators of racism and publicise the measure(s) taken;
13. The goal is not for players to set a bad example. If a player displays racist behaviour, the club must take disciplinary action;
14. Contact other clubs to explain their views on racism so that the club can inform its supporters.

2. Coordinating sports federations

1. They may themselves set up or support campaigns of an international character which attract the necessary media attention.

Examples :



Campagne 'Carton rouge contre le racisme' par l'Union royale belge des fédérations de sport associations avec le coach de fédération Robert Waseige (campagne de 2003).



Ce maillot a été porté par l'équipe néerlandaise dans le match amical Angleterre - Pays-Bas le 09/02/2005. Sur les manches figure le message 'Stand up - Speak up'.

2. Ensure that attention is paid in youth training to racism and discrimination and train young players in an open ambience of fair-play and values and standards in sport.

3. Publish brochures that can help clubs in their approach to racism.
4. To help players who have been victims of racism in their (legal) fight against racism.
5. Proclaim a day against racism in football and give extra attention to racism in football every year on that day. This day can coincide with FARE Action Week.
6. As already happened at the end of January 2001: the captains of both teams read a message in which they call for fair-play and tolerance towards the players and the referee, regardless of their skin colour or origin. The captains can also communicate to the fans that the match can be stopped if verbal abuse is involved.
7. Develop measures and sanctions, including through referees, for fans who are guilty of racist violence. Stopping a match for (a few minutes) can be part of this approach, as can playing the match without fans, as has already happened in the Netherlands.

3. Referees

1. They must report any incident of which they are aware and which occurs in the stands or on the pitch between players, in the referee's report.
2. They call the player who has misbehaved and call him/her to order and possibly exclude him/her from the match.
3. They can stop the match for a few minutes and ask the stadium speaker to broadcast a message.
4. They can stop the match definitely.

4. Supporters' associations and federations

In the past, supporters (associations) have made little noise in this context. The silent majority can, however, raise its voice. Anti-racism projects that are not supported by supporters have little chance of success.

1. The supporters' federation may invite its members to sign a charter against racism and discrimination. If the charter is infringed, the person concerned may be excluded from the supporters' club.
2. Supporters can themselves launch a campaign and/or join international campaigns already under way, in which they express their Fight against Racism in a visible and clear manner. For example, they can hang large banners in the stadium (tifo actions) or form letters in a certain tribune by wearing the same colour jersey or brandishing coloured paper.

Exemples :



Action autocollants à l'occasion du match Arsenal-PSV Eindhoven dans le cadre de la Champions League (novembre 2002).



Campagne dans le cadre de la semaine FARE (octobre 2006) dans un stade anglais.



Bracelets blancs-noirs dans le cadre de l'action 'Stand up - Speak up'.

3. At the start of the match, fans can show a red card, by which they mean that racism and football do not go hand in hand.
4. The club may call on supporters to develop a leaflet and/or banner.
5. Fans can illustrate stories of coloured players in the club newspaper and can work creatively with an anti-racist comic or cartoon.

5. Police Services

1. Firstly, the club (stewards) and the police can have a common strategy in the fight against racist and discriminatory behaviour.
2. Take severe action against supporters and clubs for failure to comply with existing legislation, internal regulations and charters on racist behaviour.
3. Make better use of the cameras in the stadium to detect, for example, Hitler salutes and racially motivated banners.

6. The authorities

1. To set up a system for monitoring and reporting racist behaviour and all forms of discrimination.
2. Monitoring of (local) projects and offering them a platform in a 'best practice' manual.
3. To severely punish the perpetrators of racist acts.
4. Monitoring of projects in terms of the effectiveness of the campaigns carried out.
5. Be the driving force behind national campaigns.

For example:



La campagne nationale 'ne faites pas le singe' (dans le cadre de la semaine d'action FARE- octobre 2006) était une initiative de quelques Ministres (Ministres de l'Intérieur, Ministre fédéral de l'Egalité des Chances et les ministres régionaux compétents pour le sport), le Centre pour l'égalité des chances et la lutte contre le racisme et l'Union royale belge des fédérations de sport association.

7. The Media

1. Inform the population about anti-racism campaigns, both at national level and those supported by UEFA or FIFA. Without media attention, such actions reach only a limited audience. Stadium bans, stadium screen messages or statements can be picked up and shown to a wide audience.
2. During matches which are broadcasted live, players who participate and who have set up campaigns against racism (Henry - Arsenal, Eto'o - Barcelona, the French national team...), may get special attention.

❖ *Part 2:**Some principles that can help in an anti-racism project*

This list is by no means exhaustive. The principles outlined below often depend on local circumstances:

- Identify a number of principles for action that can be supported by a broad group. Make sure these principles are widely publicised and get as many people as possible involved in the project, starting at the club level.
- Develop a practical action plan that incorporates the above principles. Set goals for achieving them and follow them up regularly.
- Build partnerships - involve fans, players, police, stewards and organisations working around racism. Also involve non-native speakers and immigrant groups. Focus on diversity.
- Show respect for the culture and traditions of supporters (organisations), try to develop anti-racism projects using this supporter culture, using methods and media that supporters use.
- Use the support of top level players to emphasise diversity and spread the anti-racism message.
- Engage non-native speakers and immigrant groups in participation at all levels in football and ensure that everything can take place in an open atmosphere without any discrimination.
- Ensure that the message reaches young supporters, through the collaboration of schools and youth clubs and through children's publications.
- Make the link between a club diversity campaign and campaigns on diversity in society on the one hand and anti-racism campaigns in football and broader campaigns against racism and xenophobia in sport and society on the other.
- Set up a system within the club to monitor and report on racist behaviour in football.
- Ensure that perpetrators of racist acts, at whatever level, are punished so that everyone knows that such behaviour within the club is not tolerated.

❖ **PART 3:*****A guide that can be used to launch an anti-racism project*****1. Policy**

As a club, have you drawn up a written anti-racism policy setting out the measures to be taken (such as a code of conduct, action plan, charter, etc.) to ensure that the stadium is free of racism? Do you promote equal opportunities in your club?

Indicators :

- your anti-racism policy has been approved by the Board of Directors;
- you have made your measures public and they enjoy widespread approval;
- within the club, there are people who are designated to follow up on the project;
- people of non-native origin also work in the club.

2. Partnership with target groups

How can you be sure that potential target groups (ethnic minorities, immigrants, ...) are actively involved in your project?

Indicators :

- the number of minorities that will be associated with the project;
- minorities are presented positively in publications.

3. Involvement of (fan) clubs

Is your project designed in such a way that it is possible for supporters to have their say and participate actively, even in management?

Indicators :

- permanent contact with fan groups and/or fan-coaching during the implementation of the project;
- the number of local (including ethnic minority) football clubs and fan groups taking part in the action(s);
- part of the budget is earmarked for supporter activities.

4. Advertising

Did you use all possible means to communicate your project, including visible messages in the stadium (screen, publications in fan magazines, ...), public announcements and the inclusion of anti-racist texts in official publications, newsletters, websites, ...?

Indicators :

- have you made use of the above-mentioned means of communication?
- are the fans sufficiently aware?

5. Training

Have you thought about training key figures within the club (safety manager, stewards, coach, players, ...) on the issue of racism in order to increase their capacity to detect and tackle racism?

Indicators :

- a training plan and the provision of specific training;
- how many people in the club are involved in this training?
- what was the evaluation of the training provided and did it produce effects?
- as a club, how have you positioned yourself by organising such training?

6. Expertise in the fight against racism

Have you contacted organisations working in the fight against racism and/or non-governmental organisations (NGOs) specialising in this field, so that they can assist you and make your campaign more effective?

Indicators :

- collaboration with organisations working in the fight against racism and/or with NGOs;
- budgetary distribution between organisations working in the fight against racism and/or NGOs.

Have you already set up anti-racist campaigns and how would you evaluate them?

Indicators :

- the reaction was positive;
- there was sufficient media coverage;
- the phenomenon of racism remained (for some time) on the sidelines.

7. Long-term process

How do you make sure your campaign isn't a flash in the pan? In other words, have you already planned a follow-up to make your campaign sustainable?

Indicators :

- long-term planning;
- the implementation of a follow-up.

❖ **PART 4 :****Checklist: projects against racism****1. Implementation of the policy**

a. Have you developed a written anti-racism policy, one that has been approved by the Board of Directors in your club?

- Yes
- No

b. Have you sought to increase public interest, e.g. through a charter or actions to that effect?

- Yes
- No

c. Is there a designated person in your club who is responsible for the implementation of this policy?

- Yes
- No

d. Are you aware of the UEFA/FARE 10-Point Action Plan against Racism?

- Yes
- No

2. Scope of the proposed project (multiple responses possible)

a. Which of the following problems would you like to focus on?

- Racism and xenophobia
- Nationalism
- Antisemitism
- Under-representation of minorities - encouraging greater diversity
- Other forms of discrimination

b. What is the target audience for your anti-racism campaign?

- Fans of your own side
- The fans of the opposing side
- The media
- The players
- Junior players
- Everyone in the club
- Other(s), please specify :

3. Implementation of partnerships

a. Does your project involve collaboration with ethnic minorities or other target groups?

- Yes
- No

b. If yes, do you have any idea how many people?

- Yes, number:
- No

c. Have you tried to make contact with ethnic minorities and immigrant groups at local, regional or national level?

- Yes
- No

d. Have you taken steps to ensure that the anti-racism campaign is widely supported by supporters, i.e., by consulting them when launching the project?

- Yes
- No

e. Have you, in order to obtain support for your project, contacted organisations working in the field of anti-racism and/or NGOs with experience in this field?

- Yes. What organizations are we talking about?
- No

4. Giving visibility to the project

a. Did you use messages on the stadium screen, on the billboards around the field, articles in the day's programs, ...?

- Yes
- No

b. Have you made use of official media such as websites, newsletters and other publications such as fan magazines?

- Yes
- No

5. Training

a. Have you ever trained key figures in your club?

- Yes

- No

b. If so, who or what groups benefited from the training?

- The head of safety
- The stewards
- Management
- The coach
- The players
- Junior players
- Administrative staff
- The fans
- Other(s), please specify :

6. Long-term planning

a. Please indicate below what is the long-term impact you expect from your project.

.....
.....
.....

b. How do you intend to prevent your project from being a flash in the pan?

.....
.....
.....

c. Do you intend to evaluate the success of the campaign?

- Yes
- No

d. If so, how do you intend to carry out the evaluation?

- An externally conducted evaluation
- A descriptive assessment
- With the help of newspaper clippings
- Using photos
- Reactions through forums
- Feedback from participants
- Feedback from supporters
- Feedback from partners

Finally:

Below are links to websites of organisations in Europe that are active in the fight against racism (in football) and can be consulted as such:

❖ Belgium :

Centre pour l'égalité des chances et la lutte contre le racisme (Centre for Equal Opportunities and Fight against Racism)

Rue Royale 138

1000 Brussels

Tel: 02 212 30 00

Fax : 02 212 30 30

E-mail: centrum@cntr.be

www.diversiteit.be

Eurofan / European Centre for Study and Prevention of Violence in Sport

www.eurofan.org

❖ Europe:

Union des associations européennes de football (UEFA)

www.uefa.com

Football Against Racism in Europe

www.farenet.org

United for Intercultural Action

www.united.non-profit.nl

❖ Great Britain:

Kick it out

www.kickitout.org

Show racism the red card

www.srtrc.org

Football Unites, Racism Divides

www.furd.org

Foxes against racism

www.le.ac.uk/far

Red, white and black at the valley

www.sirc.org/publik/fvracism.html

The fight carries on

www.football-research.org/docs/ftfracism.pdf

❖ France:

SOS Racisme

www.sos-racisme.org

League against racism and anti-semitism / Ligue internationale contre le racisme et l'antisémitisme

www.licra.org

❖ Germany:

Ten-point plan a good starting point

www.aktive-fans.de

The stadium – Scene of the crime: racism and discrimination in football

www.tatort-stadion.de

Flutlicht e.V. Association for Antiracist Fan Culture / Different Roots - One game

www.flutlicht.org

Schalker fan-initiative

www.fan-ini.de

Fussballvereine gegen Rechts

www.fussballvereine-gegen-rechts.de/fgr_starterseite.htm

Dem Ball is equal

www.demballlegal.de/index.php

❖ Italy :

The Anti-Racism World Cup

www.mondialiantirazzista.org

Unione Italiana Sport Per Tutti (UISP)

www.uisp.it

❖ Poland :

Never Again Association / Stowarzyszenie Nigdy Wiecej

<http://free.ngo.pl/nw/>

Contribution from France
(French version only)

ACTEURS DU SPORT* :
LES 9 OUTILS**
À VOTRE DISPOSITION

POUR MIEUX CONNAÎTRE,
MIEUX PRÉVENIR,
MIEUX TRAITER,
MIEUX PROTÉGER

*Comment agir face aux incivilités,
violences et discriminations
dans le champ du sport ?*



Saison sportive 2019/2020 - 2^{ème} édition - Octobre 2019

*Cette fiche est destinée à tout acteur du sport.

**Pilotés ou co-pilotés par le ministère des Sports. Liste à jour du 1^{er} octobre 2019

9 OUTILS À VOTRE DISPOSITION

POUR MIEUX CONNAÎTRE, MIEUX PRÉVENIR, MIEUX TRAITER, MIEUX PROTÉGER

Que dit la loi ?



POUR LE GRAND PUBLIC (ET LES FORMATEURS-ÉDUCATEURS)

Le « Petit guide juridique »

OUTIL	« Petit guide juridique - Mieux appréhender les conséquences juridiques des phénomènes d'incivilités, de violences et de discriminations dans le sport » (2 ^{ème} édition-Octobre 2018)
THÈMES	<ol style="list-style-type: none"> 1. Incivilités, violences et discriminations (approche générale en termes de définitions et des conséquences, notamment pénales, associées) ; 2. Focus sur les conséquences (notamment pénales) des comportements à caractère raciste, sexiste, et de haine LGBTIQ+ ; 3. Focus sur les conséquences (notamment pénales) du bizutage, des violences à caractère sexuel.
OBJET	Apporter un éclairage pédagogique ¹ et interactif ² sur 18 problématiques.
OBJECTIFS	<ol style="list-style-type: none"> 1. Permettre à chaque acteur du sport³ de bénéficier d'un premier niveau d'informations juridiques pour mieux prendre conscience des conséquences juridiques que pourront occasionner un comportement déviant ; 2. Mieux protéger les victimes de ces comportements déviants.
DESTINATAIRES	Formateurs / Animateurs et animatrices / Éducateurs et éducatrices sportifs

Lien : http://sports.gouv.fr/IMG/pdf/petitguidejuridique_v3b-30112018.pdf

1. Sur ce qu'il faut savoir sur chacune d'elle en un coup d'œil.

2. Chaque problématique est également accompagnée d'un test de connaissances et d'une mise en situation.

3. Sportifs, Dirigeants, Éducateurs, Supporters, Arbitres.

9 OUTILS À VOTRE DISPOSITION

POUR MIEUX CONNAÎTRE, MIEUX PRÉVENIR, MIEUX TRAITER, MIEUX PROTÉGER



POUR LES PROFESSIONNELS DU SPORT

Le « Guide juridique »

OUTIL	« Guide juridique sur la prévention et la lutte contre les incivilités, les violences et les discriminations dans le sport » (4 ^{ème} édition - Décembre 2018)
THÈMES	<ol style="list-style-type: none"> 1. Incivilités, violences et discriminations (approche générale en termes de définitions et des conséquences, notamment pénales, associées) ; 2. Focus sur les conséquences (notamment pénales) des comportements à caractère raciste, sexiste, et de haine LGBTQ+ ; 3. Focus sur les conséquences (notamment pénales) du bizutage, des violences à caractère sexuel.
OBJET	<p>Approfondir 17 problématiques.</p> <p>Le guide est organisé en trois parties :</p> <ul style="list-style-type: none"> - La première partie (fiches 1 à 11) présente les différents types de comportements répréhensibles ainsi que leurs conséquences juridiques respectives ; - La deuxième partie propose un panorama sur les différents cadres juridiques par type d'acteur sportif (fiches 12 à 16). La fiche 17 s'adresse spécifiquement aux victimes de ces différents comportements répréhensibles afin de leur apporter un premier niveau d'accompagnement.
OBJECTIF	Permettre à chaque professionnel de disposer d'une information exhaustive et à jour (législation, réglementation et jurisprudence) sur chacun des sujets traités.
DESTINATAIRES	Services déconcentrés / Collectivités territoriales / Fédérations sportives / Clubs sportifs / Établissements sportifs.

Lien : http://sports.gouv.fr/IMG/pdf/guidejuridique_prevention_violens_dans_le_sport_2018_vf.pdf

Important

Ces deux outils de sensibilisation s'articulent autour des trois mêmes objectifs :

- permettre à chaque acteur du sport de mieux connaître les types de comportements déviants ;
- permettre à chaque acteur du sport de mieux connaître les risques (notamment pénal) auquel il s'expose en cas de comportement déviant ;
- permettre aux victimes¹ de mieux connaître leurs droits et les dispositifs d'aide mis à leur disposition.

1. Directement ou par l'intermédiaire d'un professionnel du sport.

9 OUTILS À VOTRE DISPOSITION

POUR MIEUX CONNAÎTRE, MIEUX PRÉVENIR, MIEUX TRAITER, MIEUX PROTÉGER



POUR L'ENSEMBLE DES ACTEURS DU SUPPORTÉRISME

« Supporters : que change pour vous
la loi du 10 mai 2016 ? »

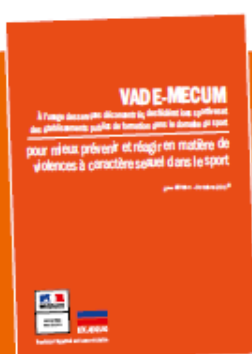
OUTIL	« Supporters : que change pour vous la loi du 10 mai 2016 ? » (1 ^{ère} édition - Février 2018)
THÈME	Supportérisme
OBJET	Le support d'informations est organisé autour de 8 Questions/Réponses sur les apports de la loi du 10 mai 2016 afin de mieux connaître et comprendre en quoi consiste le renouveau du supportérisme français (et ce qu'il implique pour chaque acteur clé du supportérisme).
OBJECTIF	Permettre à l'ensemble des acteurs du supportérisme de mieux cerner les apports de la loi du 10 mai 2016 en matière de rééquilibrage entre prévention et répression.
DESTINATAIRES	Supporters / Référénts Supporters / Ligues sportives professionnelles / Clubs professionnels / Services de l'État / Collectivités territoriales (...)

Lien : http://www.sports.gouv.fr/IMG/pdf/ins_loi10mai2016_2_.pdf

9 OUTILS À VOTRE DISPOSITION

POUR MIEUX CONNAÎTRE, MIEUX PRÉVENIR, MIEUX TRAITER, MIEUX PROTÉGER

Comment bien agir ?



POUR LES PROFESSIONNELS DU SPORT

Le « Vade-Mecum pour mieux prévenir et réagir en matière de violences à caractère sexuel dans le sport »

OUTIL	« Vade-mecum pour mieux prévenir et réagir en matière de violences à caractère sexuel dans le sport » (2 ^{ème} édition - Octobre 2018)
THÈME	Violences à caractère sexuel
OBJETS	Le guide est organisé en deux parties : - La première partie (fiches 1 à 4) apporte des pistes pour mieux prévenir de tels comportements ; - La deuxième partie (fiches 5 à 7) indique quelles sont les procédures à mettre en place (pour chaque type de structure) en cas de survenance de tels comportements.
OBJECTIFS	1. Sensibiliser les professionnels sur la nécessité d'une vigilance et prévention renforcées vis-à-vis de ces problématiques ; 2. Accompagner les professionnels sur les suites à engager lorsqu'un signalement leur est communiqué.
DESTINATAIRES	Services déconcentrés / Fédérations sportives / Établissements sportifs.

Lien : http://sports.gouv.fr/IMG/pdf/vademecum_violsexsport2018_v2b.pdf

9 OUTILS À VOTRE DISPOSITION

POUR MIEUX CONNAÎTRE, MIEUX PRÉVENIR, MIEUX TRAITER, MIEUX PROTÉGER

Comment bien agir ?



POUR LES PROFESSIONNELS DU SPORT

Le « Guide à destination des animateurs/animateuses et des éducateurs/éducatrices sportifs. Accompagnement à la vie relationnelle, affective et sexuelle. Éducation à la sexualité et prévention des violences sexuelles »

OUTIL	« Guide à destination des animateurs/animateuses et des éducateurs/éducatrices sportifs. Accompagnement à la vie relationnelle, affective et sexuelle. Éducation à la sexualité et prévention des violences sexuelles » (1 ^{ère} édition-Avril 2019)
THÈME	Focus sur : la haine LGBTQI+, le sexisme, le bizutage, les violences à caractère sexuel, la pornographie, les pratiques numériques et le cyber-harcèlement.
OBJETS	<ul style="list-style-type: none"> - Le guide est conçu autour de : - 1/ 17 fiches pratiques traitant de sujets spécifiques (comme l'orientation ou l'identité sexuelle, les rapports sexuels mais aussi le bizutage, les agressions sexuelles...) - 2/ d'annexes qui approfondissent certaines questions comme le bizutage, le cyber-harcèlement ou le repérage des personnes en situations de souffrance
OBJECTIFS	Donner des clés (de compréhension et d'actions) aux animateurs, animatrices, éducateurs, éducatrices et responsables de structures (accueil collectifs de mineurs, structures sportives), pour mieux appréhender ces sujets et leur apporter des réponses appropriées
DESTINATAIRES	Formateurs/ Animateurs et Animatrices/ Éducateurs et Éducatrices sportifs.

Lien : http://www.sports.gouv.fr/IMG/pdf/guidesexualite_2019_vf_2019.pdf

9 OUTILS À VOTRE DISPOSITION

POUR MIEUX CONNAÎTRE, MIEUX PRÉVENIR, MIEUX TRAITER, MIEUX PROTÉGER

Comment bien agir ?



POUR LES PROFESSIONNELS DU SPORT

« Laïcité et fait religieux dans le champ du sport. Mieux vivre ensemble »

OUTIL	« Laïcité et fait religieux dans le champ du sport - Mieux vivre ensemble » (1 ^{ère} édition - Mai 2019)
THÈME	Discriminations pour un motif religieux, vivre ensemble.
OBJETS	Le guide est organisé en deux parties, autour de : - 8 fiches qui fixent, pour chaque acteur sportif, le cadre général tel qu'il est prévu au niveau national (complété par quelques focus internationaux) ; - 9 mises en situation pour illustrer autour de cas concrets ce que pourrait être l'attitude la plus adaptée qu'un acteur du sport pourrait être amené à adopter dans une telle situation ; - 3 annexes comprenant des conseils pratiques et des documents d'approfondissement de la question.
OBJECTIFS	1. Permettre à chaque acteur du sport de se familiariser vis-à-vis des questions relatives à la laïcité et la gestion des faits religieux au sens général mais aussi dans le champ plus particulier du sport; 2. Permettre à chaque acteur du sport de mieux se positionner et, ainsi, de mieux réagir, s'il se trouve confronté à de tels questionnements dans son activité sportive ou en lien avec le champ du sport, dans sa pratique sportive ou lors de sa participation à une compétition sportive
DESTINATAIRES	Agents publics de l'État, agents publics des collectivités territoriales, agents publics dans les établissements, dirigeants sportifs salariés et bénévoles, éducateurs sportifs salariés et bénévoles, arbitres et juges professionnels ou bénévoles, sportifs professionnels ou amateurs, licenciés, usagers du service public du sport, clients d'une salle de remise en forme ou de toute structure sportive commerciale... Formateurs/ Animateurs et Animatrices/ Éducateurs et Éducatrices sportifs.

Lien : http://sports.gouv.fr/IMG/pdf/laiciteguide_v3b.pdf (pour le guide)

Lien : http://sports.gouv.fr/IMG/pdf/laiciteguide_synthese_v3b.pdf (pour la fiche de synthèse)

9 OUTILS À VOTRE DISPOSITION

POUR MIEUX CONNAÎTRE, MIEUX PRÉVENIR, MIEUX TRAITER, MIEUX PROTÉGER

Comment bien agir ?



POUR LES PROFESSIONNELS DU SPORT

« Prévenir la radicalisation dans le champ du sport »

OUTIL	« Prévenir la radicalisation dans le champ du sport » (Mars 2019)
THÈME	Prévention de la radicalisation, vigilance collective, protection des pratiquants et pratiquantes.
OBJET	Cette plaquette a pour objet de renforcer notre culture commune de la vigilance afin que les acteurs du champ sportif soient sensibilisés et partagent leur doute dès lors qu'ils sont confrontés à un comportement déviant. Elle présente en 1 ^{ère} page ce qu'est la radicalisation et les signes permettant de l'identifier, et en 2 ^{ème} page, que faire et vers qui se tourner en cas d'objectivation
OBJECTIF	<ol style="list-style-type: none"> 1 - Développer une culture commune de la vigilance, dans le champ sportif, face à cette menace; 2 - Protéger et accompagner les pratiquants et les structures face à ce phénomène ; 3 - Savoir vers qui se tourner et comment réagir lorsque l'on pense être confronté à une telle situation
DESTINATAIRES	Agents publics de l'État, agents publics des collectivités territoriales, agents publics dans les établissements, dirigeants sportifs salariés et bénévoles, éducateurs sportifs salariés et bénévoles, arbitres et juges professionnels ou bénévoles, sportifs professionnels ou amateurs, licenciés, usagers du service public du sport, clients d'une salle de remise en forme ou de toute structure sportive commerciale... Formateurs/ Animateurs et Animatrices/ Éducateurs et Éducatrices sportifs.

Lien : http://sports.gouv.fr/IMG/pdf/prevenir_la_radicalisation_dans_le_champ_du_sport.pdf

9 OUTILS À VOTRE DISPOSITION

POUR MIEUX CONNAÎTRE, MIEUX PRÉVENIR, MIEUX TRAITER, MIEUX PROTÉGER

Comment transmettre les valeurs du sport ?



POUR LES PROFESSIONNELLS DU SPORT

« Acteurs de Citoyenneté dans les secteurs du sport et de l'animation »

OUTIL	« Acteurs de Citoyenneté dans les secteurs du sport et de l'animation » (1 ^{ère} édition - Septembre 2016)
THÈME	Citoyenneté dans le sport et l'animation
OBJET	Guide méthodologique à l'usage des formateurs aux diplômes professionnels et non professionnels du sport et de l'animation. Le guide est organisé en deux parties : - La première partie donne (en trois étapes) des clés de compréhension pour mieux appréhender ce qu'il faut entendre par citoyenneté ; - La deuxième partie apporte des pistes en vue d'animer un temps de sensibilisation sur la citoyenneté.
OBJECTIF	Permettre aux formateurs de répondre aux besoins (connaissances, postures...) des futurs animateurs et éducateurs sportifs face aux enjeux de la citoyenneté.
DESTINATAIRES	Formateurs/ Animateurs et Animatrices/ Éducateurs et Éducatrices sportifs.

L'outil est téléchargeable sur le lien suivant :

http://doc.semcsports.gouv.fr/documents/Public/acteurscitoyennete_guidepm01092016.pdf

9 OUTILS À VOTRE DISPOSITION

POUR MIEUX CONNAÎTRE, MIEUX PRÉVENIR, MIEUX TRAITER, MIEUX PROTÉGER



POUR LE GRAND PUBLIC

« Le C.O.D.E. du supporter »

OUTIL	« Le C.O.D.E du supporter » (2 ^{ème} édition - Février 2018)
THÈME	Supportérisme
OBJET	Le guide comporte 24 pages et s'articule autour de 4 chapitres thématiques correspondant aux 4 lettres du mot C.O.D.E. (Conduite - Organisation - Détente - Ensemble).
OBJECTIFS	<ol style="list-style-type: none"> 1. Sensibiliser et familiariser le grand public sur la culture et les valeurs des supporters ; 2. Changer l'image des supporters.
DESTINATAIRES	Grand public / Supporters / Référents Supporters / Ligues sportives professionnelles / Clubs professionnels / Services de l'État / Collectivités territoriales (...)

L'outil est téléchargeable sur le lien suivant :

http://www.sports.gouv.fr/IMG/pdf/lc_supporter_2018_guide_pages.pdf

Pour en savoir plus, veuillez contacter
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Auteur du document : direction des Sports
Maquettage : bureau de la communication
Édition 2019 / N°2 - Octobre 2019

Appendix 7**UEFA Safety and Security Regulations (edition 2019)**

Article 45 Provocative action and racism

- 45.01 The match organiser, together with the police commander for the match and the safety and security officer, must prevent any provocative action being taken by spectators inside or in the immediate vicinity of the stadium (unacceptable levels of verbal provocation from spectators towards players or opposing fans, racist behaviour, provocative banners or flags, etc.).
- 45.02 Should such action arise, the match organiser, the police commander for the match and the safety and security officer must intervene over the public address system or remove any offensive material.
- 45.03 Stewards must draw the attention of the police to any serious acts of misconduct, including racist insults, so that offenders may be removed from the stadium should the police so decide.
- 45.04 The match organiser and participating associations or clubs must implement and apply UEFA's ten-point plan on racism (see Annex A).
- 45.05 In this regard, the match organiser and participating associations or clubs are reminded of:
- a. the *European Football United Against Racism* resolution, unanimously adopted by the UEFA Congress on 24 May 2013 (see Annex B);
 - b. the *Guidelines for match officials in cases of racist behaviour in football stadiums*, approved by the UEFA Executive Committee at its meeting on 1/2 July 2009 (see Annex C).

Annex A – UEFA's Ten-Point Plan on Racism

(Article 45.04)

- 1.** Issue a statement saying the club will not tolerate racism, spelling out the action it will take against those engaged in racist chanting. The statement should be printed in all match programmes and displayed permanently and prominently around the ground.
- 2.** Make public address announcements condemning racist chanting at matches.
- 3.** Make it a condition for season ticket holders that they do not take part in racist abuse.
- 4.** Take action to prevent the sale of racist literature inside and around the ground.
- 5.** Take disciplinary action against players who engage in racial abuse.
- 6.** Contact other clubs to make sure they understand the club's policy on racism.
- 7.** Encourage a common strategy between stewards and police for dealing with racist abuse.
- 8.** Remove all racist graffiti from the ground as a matter of urgency.
- 9.** Adopt an equal opportunities policy in relation to employment and service provision.
- 10.** Work with all other groups and agencies, such as the players union, supporters, schools, voluntary organisations, youth clubs, sponsors, local authorities, local businesses and police, to develop pro-active programmes and make progress to raise awareness of campaigning to eliminate racial abuse and discrimination.

Annex B – European Football United Against Racism Resolution (Article 45.05a)

- 1 The UEFA Statutes provide that a key objective is to promote football throughout Europe in a spirit of peace, understanding, fair play and without discrimination of any kind.
- 2 Similarly, UEFA's 11 key values contain a pledge that UEFA will adopt a zero-tolerance approach towards racism.
- 3 These same 11 values declare that football must set an example. Football unites people and transcends differences. Respect is therefore a key principle of the game.
- 4 Against this background, European football is united in its firm belief that racism and other forms of discrimination must be kicked out of football, once and for all.
- 5 UEFA and its member associations hereby resolve to re-double their efforts to eradicate racism from football. Stricter sanctions must be imposed for any form of racist behaviour affecting the game.
- 6 Referees should stop, suspend or even abandon a match if racist incidents occur. Following UEFA's three-step guidelines, a match will first be stopped and a public warning given. Second, the match will be suspended for a period of time. Third, and after coordination with security officers, the match will be abandoned if racist behaviour has not ceased. In such a case the responsible team forfeits the tie.
- 7 Any player or team official found guilty of racist conduct must be suspended for at least ten matches (or a corresponding period of time for club representatives).
- 8 If supporters of a club or national team engage in racist behaviour this must be sanctioned (for a first offence) with a partial stadium closure concerning the section where the racist incident occurred. For a second offence, this must be sanctioned with a full stadium closure, as well as a financial penalty. In addition, supporters found guilty of racist behaviour should be banned from attending matches in future by the state authorities.
- 9 Clubs and national associations are required to run awareness programmes to tackle racism. Furthermore, disciplinary sanctions for any racist behaviour should be accompanied by such awareness programmes, which anti-racism organisations could helpfully assist with. Education will help to address the problem, both in football and in wider society.
- 10 Players and coaches must also be leaders in the fight against racism. Speak out against it – it's part of your duty to football.
- 11 UEFA is fully committed to these strong sanctioning and awareness policies and all national associations support the implementation of similar policies, having regard to their own domestic circumstances. Football is about leadership, both on and off the field. European football is united against racism. Let's put a stop to racism. Now.

Annex C – Guidelines for Match Officials in cases of Racist Behaviour in Football Stadiums (Article 45.05b)

1 - Stop the match in case of serious racist incidents

- a. When the referee becomes aware (in particular if he is informed by the UEFA match delegate through the fourth official) of racist behaviour (especially racist chants, insults and screams, banners, etc.) and if, in his opinion, this racist behaviour is of a strong magnitude and intensity, he shall, in application of Law 5 of the Game, stop the match and ask for an announcement to be made over the public address system (in the languages of both teams) requesting the public to immediately stop such racist behaviour.
- b. The match may resume only after the announcement has been made.

2 - Suspend the match in case of serious racist incidents

- a. If the racist behaviour does not cease once the game has restarted (i.e. step 1 was ineffective), the referee shall suspend the match for a reasonable time period (for example 5 to 10 minutes) and request the teams to go to the dressing rooms. The UEFA match delegate shall, through the fourth official, assist the referee in determining whether the racist behaviour has ceased following step 1.
- b. During this time period, the referee shall again ask for an announcement to be made over the public address system requesting the public to immediately stop such racist behaviour and warning them that this may even result in the match being abandoned.
- c. During this suspension, the referee shall consult with the UEFA match delegate, the UEFA security officer and the relevant police and stadium and security authorities on the possible next steps, in particular the possibility to abandon the match.

3 - Abandon the match in case of serious racist incidents

- a. If the racist behaviour does not cease after the game has restarted (i.e. step 2 was ineffective), the referee shall, as a very last resort, definitively abandon the match. The UEFA match delegate shall, through the fourth official, assist the referee in determining whether the racist behaviour has ceased following step 2.
- b. However, any decision by the referee to abandon a match in such circumstances shall only be taken after all other possible measures have been implemented and the impact of abandoning the match on the security of the players and the public has been assessed by means of a full and extensive consultation with the UEFA match delegate, the UEFA security officer and the relevant police and stadium security authorities. In principle, abandoning the match is subject to the agreement of all parties involved.

Contribution from FIFA

FIFA Good Practice Guide on Diversity and Anti-Discrimination with more in-depth information (available here: <https://img.fifa.com/image/upload/wg4ub76pezwcxsoaj98.pdf>).

Public Affairs Factsheet

Diversity and anti-discrimination

Background – what is it about?

FIFA recognises and embraces its responsibility to lead the way in the global fight against discrimination in football. While this fight also relies on the implementation of measures by FIFA and member associations at national and local level, FIFA is striving to provide the appropriate framework for the eradication of discrimination throughout the football community.

FIFA's position

FIFA's position on the issue is unequivocal: there is no place for racism or for any other form of discrimination in football, as clearly stated in the FIFA Statutes and several of FIFA's regulations and codes. We are committed to fighting discrimination in football in all its forms. In FIFA's day-to-day operations, this preventative approach involves five key, interconnected elements:

1. *Regulations* provide the legal basis for FIFA's approach to diversity and anti-discrimination and include disciplinary matters, safety and security, employment policies and the position of FIFA Diversity & Anti-Discrimination Manager.
2. *Controls & sanctions* cover risk assessments, match observation, investigation of discriminatory incidents, referees' duties and the training of match officials.
3. *Communications* features all media information and PR on diversity and anti-discrimination issues, public awareness-raising and campaigning.
4. *Education* means providing training for FIFA officials and FIFA staff, and providing an advisory framework for FIFA member associations.
5. *Networking & cooperation* rounds off the approach by involving many areas of expertise and organisations such as member associations, confederations, and governmental and non-governmental organisations.

Selected initiatives

- Three-step procedure at FIFA tournaments

Since the FIFA Confederations Cup Russia 2017, referees have the following authority at FIFA tournaments: to first stop the match and request a public announcement to insist that the discriminatory behaviour cease, to then suspend the match until the behaviour stops following another warning announcement, and finally, if the behaviour still persists, to decide to abandon the match. In all cases, the referees are supported by and in touch with other match officials to assess and manage critical situations.

- Anti-Discrimination Monitoring System

For each of the 64 matches of the 2018 FIFA World Cup Russia™, FIFA deployed three anti-discrimination match observers who were knowledgeable about fan culture and forms of discriminatory behaviour in the stadium. Their observations supported the security officials in the stadium and facilitated the investigations of FIFA's disciplinary bodies through the provision of evidence of discriminatory incidents. The activities were coordinated by FIFA together with the Fare network, an international organisation with a long track record of combating discrimination in football.

- FIFA Sustainability Strategy for the 2018 FIFA World Cup Russia™

The strategy contained inclusivity and equality as one of the key areas to be addressed in the preparation and hosting of the tournament. It formed the basis of a detailed action plan.

- FIFA Good Practice Guide on Diversity and Anti-Discrimination

The Good Practice Guide provides an overall concept and practical tools on how to foster diversity and anti-discrimination within and among FIFA's member associations. It addresses the associations' specific responsibilities and provides recommendations on how to build a network with partners inside and outside football.

Appendix 9**Links to relevant sources**

- [Saint-Denis Convention](#) and [T-RV Recommendation Rec \(2015\)1](#)
- PACE [Resolution 2276](#) and [Report](#) on “Stop hate speech and acts of hatred in sport”
- [Recommendation \(2001\)6 of the Committee of Ministers](#) of the Council of Europe to Member States on the revised Code of Sports Ethics (adopted 16 June 2010), recommending the Governments of Member States to adopt effective policies and measures aimed at preventing and combating racist, xenophobic, discriminatory and intolerant behaviour in all sports and in particular football
- Case-law on hate speech, of the European Court of Human Rights: https://www.echr.coe.int/Documents/FS_Hate_speech_ENG.pdf.
- Case law on safety, security and service at sports events: https://www.echr.coe.int/Documents/FS_Sport_ENG.pdf
- [European Commission against Racism \(ECRI\)](#)
- [ECRI General Policy Recommendation N° 12, on combating racism and racial discrimination in the field of sport](#), adopted on 19 December 2008
- [ECRI General Policy Recommendation N° 15, on combating Hate Speech](#), adopted on 8 December 2015
- Council of Europe’s work on Hate Speech: <https://www.coe.int/en/web/no-hate-campaign/coe-work-on-hate-speech>
- [No Hate Speech Movement website](#), containing [all reports of seminars and events](#), publications, and list of [National campaign committees](#)

- [Report of the Council of Europe’s Enlarged Partial Agreement on Sport \(EPAS\) workshop on “Combating Hate Speech in Sport”, Sarajevo, Bosnia and Herzegovina, 21-22 November 2017](#)
- [European Parliament Resolution of 18 December 2019 on public discrimination and hate speech against LGBTI people, including LGBTI free zones](#)
- [Report of the EU Agency for Fundamental Rights \(FRA\) on “Hate crime recording and data collection practice across the EU”](#)
- [UEFA Safety and Security Regulations \(Edition 2019\)](#)
- [2019 #EqualGame Conference held by UEFA, the English Football Association, and the Fare Network](#)
- [FIFA Good Practice Guide on Diversity and Anti-Discrimination](#)
- [FIFA Stadium Safety and Security Regulations](#)
- [Football Supporters Europe \(FSE\)](#)
- [Supporters Direct Europe \(SD Europe\)](#)
- [Football Against Racism in Europe \(FARE\)](#)
