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Monitoring Visit to Hungary

Budapest, 10-11 October 2025

Report by the Monitoring Team

(Including the national report and comments by Hungary)

Adopted by the T-S4 Committee by written procedure on 4 May 2026

REPORT OF THE MONITORING VISIT TO HUNGARY

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INTRODUCTION

The Council of Europe's monitoring visit to Hungary was held by a team appointed by the Committee of the Saint-Denis Convention (T-S4), (hereafter referred to as the "visit", the "team", the "Committee" and the "Convention", respectively).

As usual, the team comprised experts in the three pillars of the Convention: safety, security and service, representing Parties which hosted or will host monitoring visits – respectively, Hungary and the United Kingdom - and non-State observers – Football Supporters Europe (FSE) and UEFA. For the first time, and in view of the future visit to be held in the United Kingdom, the team comprised two British observers representing the Home Office (Police Planning Euro 2028) and the Department for Culture, Media and Sport.

The visit had been formally requested mid-2024 by the Hungarian Government, still as Observer State to the Convention, with a view to assist in the preparations for 2026 UEFA Champions League Final, to be held at the Puskás Arena in Budapest, on 30 May 2026.

It must be highlighted that Hungary had also hosted a T-RV consultative visit, late 2018, in the context of the preparations for UEFA EURO 2020 - which took place in 2021. The report of that consultative visit - which included a specific part on the preparations for the event and a second part on the overall safety, security and service issues – was a reference document for the 2025 T-S4 monitoring visit and the same approach will be followed in the current report.

Hungary had signed the Saint-Denis Convention on 2 June 2021, ratified it on 8 July 2025 and the Convention entered into force in Hungary on 1 September 2025.

The visit to Hungary was the fifth monitoring visit of the Committee, since it was established in April 2021, and was the last one to be held under the first multiannual programme of monitoring visits (2022-2025).

The visit took place in Budapest, between 10 and 11 October 2025, on the occasion of the FIFA 26 World Cup qualifying match between the national teams of Hungary and Armenia, which was held on 11 October 2025 in Puskás Arena, Budapest.

The mission of the team was, on one hand, to assess the state of preparations for 2026 UEFA Champions League Final; and, on the other hand, to examine the compatibility of Hungarian's legal, regulatory, administrative and institutional framework, policies and practices with the Convention's standards and, where applicable, to highlight the good practices, examine any near misses and lessons learned, as well as to provide a set of recommendations on how to effectively incorporate those conventional standards in its national framework, policies and practices.

As the Convention entered into force in respect of Hungary one month prior to the visit, this visit and the consequent list of recommendations for an action plan should also constitute a catalyst and a roadmap for the effective implementation of the Convention by Hungary in the coming years.

The visit was carried out as an illustration of the willingness of the Hungarian authorities to seek assistance of the Committee in implementing reforms in the field of safety, security and

service at football matches and other sports events, and improving policies and practices, to comply with the Convention.

The team praises the unprecedented initiative of the Hungarian authorities to request such a visit while Hungary had requested a visit seven years ago, while Hungary was still an Observer to the Convention; and in the context of the preparations for a UEFA Final.

The ultimate goals of the visit are to assist the Hungarian authorities in ensuring the effective implementation of the Convention's principles and standards, and to highlight the good practices, and any areas where support is needed, that can be beneficial for other States.

Following the team's report, Hungary will present official comments (Part 3 of the final report). Based on the team's recommendations that constitute a proposed Action Plan, and within six months after the adoption of the final report, the Hungarian authorities shall submit an Action Plan to the Committee, as per the T-S4 Monitoring Guidelines (paragraph 5.9).

PART 1 - NATIONAL REPORT OF HUNGARY

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1. National status in response to the provisions and standards of the Convention

Introduction

In the context of the Action Plan of the Working Group on the Safety, Security and Service preparations for UEFA EURO 2020, experts of the Council of Europe Standing Committee on the Spectator Violence Convention (T-RV) carried out a consultative visit in Hungary on 15-16 November 2018 as part of the Compliance with Commitments project (CwC). Organised with the cooperation of the Hungarian Football Federation (hereinafter referred to as: HFF), the visit to Budapest was implemented by the State Secretariat for Sport of the Ministry of Human Capacities and the Ministry of Interior. The visit had a dual objective:

- first, to assess the status of Hungary's preparations for UEFA EURO 2020; and
- second, to examine the alignment of Hungary's approach with the articles of the Council of Europe's Saint-Denis Convention on an integrated approach to safety, security, and service at football matches and other sports events (hereinafter referred to as: Convention), as well as with the good practices outlined in the 2015 T-RV Recommendation.

This included the examination of national legislation, national coordination measures, the roles and responsibilities of key stakeholders, the levels of international police cooperation, communication with fans, and the level of football-related violence in Hungary.

This national report has been prepared in accordance with point 5.2 ("Preparation of the National Report") of the document "Guidelines for the Follow-up of the Saint-Denis Convention (Council of Europe Treaty No. 218)", focusing primarily on the changes and modifications introduced since the previous monitoring visit to Hungary.

The Convention and the National Legal Framework

Hungary signed the Convention on 2 June 2021, and the Act promulgating the text of the Convention was ratified by the Hungarian National Assembly on 29 April 2025, with an entry into force date of 13 May 2025.¹ On 8 July 2025, Mr Balázs Hankó, Hungary's Minister for Culture and Innovation, deposited the instrument of ratification for the Convention (CETS No. 218), as a result of which the Convention will enter into force in Hungary on 1 September 2025. With this, Hungary became the 32nd state to ratify the Convention. At the same time as ratifying the Convention, Hungary denounced the European Convention on Spectator Violence and Misbehaviour at Sports Events, in particular at Football Matches (ETS No. 120), or T-RV Convention, which will cease to be in effect for Hungary as of 1 February 2026.

Amendment of Act I of 2004 on Sport

Act CVI of 2023² introduced significant amendments to the provisions of Act I of 2004 on Sport (hereinafter referred to as: Sports Law)³, with particular focus on the regulation of spectator safety. The aim of the amendment is to ensure the physical safety of spectators participating in sports events and to guarantee the safe conduct of these events through more modern and stricter regulations. To this end, the law re-establishes the framework for the technical safety inspection of sports facilities, introduces the requirement for official approval

for event permits, and mandates the development of long-term safety enhancement plans. The goal of these changes is to ensure that in addition to enjoying the sporting experience, the safety of spectators is also fully guaranteed. Key amendments to the Sports Law concerning spectator safety are described hereunder.

The amendment clearly defines the party responsible for the technical safety inspection of sports facilities—the operator. The operator of a facility intended for hosting spectator events must have a four-year **technical safety development plan**, which must be jointly approved by the inspecting bodies. This plan must be prepared on a yearly basis and is reviewed during annual inspections to monitor its implementation. Based on these inspections, recommendations are made regarding the direction of further improvements. The execution of the plan, along with the rights and obligations of the parties involved, is detailed in an agreement between the owner and the operator.⁴

The amendment also introduces changes to the liability for breaches of spectator safety regulations and stadium rules. Under the new regulation, in cases of joint violations, all involved persons **may be held jointly and severally liable**, meaning that the full amount of compensation can be claimed from any of the offenders.⁵

One of the most significant changes related to spectator safety is the **considerable extension of data retention periods**. Under this new provision, the retention period for personal data recorded during entry—such as the photo and E-mail address of the club cardholder, as well as identification and exclusion-related data and CCTV footage—is extended from the previous 3 working days to 60 days. Increasing the earlier 120-hour retention period allows the exclusion procedure to be completed within the statutory deadline. In practice, the necessary administrative steps—which often require the involvement of authorities, such as requesting personal data from the police, obtaining address data from the registry, or postal delivery—cannot typically be completed within 120 hours and often require 2–3 weeks.⁶

The amendment also enables the implementation of an **accelerated exclusion procedure**. Within the time limits defined by the law, the sports organisation can make an on-site decision regarding exclusion and immediately inform the individual concerned. As a result of the amendment, the exclusion may take effect significantly faster than before, which is particularly important for tournaments and may also increase the efficiency of regular championships.⁷ Another new feature is that the **decision may now be delivered to the individual via E-mail**, reducing a previously months-long process to just a few days. When using E-mail for delivery, data protection requirements must be upheld, which the sports organisation must observe (e.g. prior identification of the recipient, sending password-protected documents).⁸

The amendment authorises traveling sports organisations **to issue club cards** even in cases where the organiser of the given sports event—whether held domestically or abroad—does not use an entry control system as defined by the Sports Law.

As a result of the amendment, traveling sports organisations are now able to enforce exclusion decisions at away matches (including international ones), preventing disruptive or threatening individuals from participating in events (**international enforcement**).⁹

The amendment also makes it possible **to invalidate tickets, season passes, or vouchers** already issued, if the rightful holder appears in the sports policing database or if the ticket was requested or attempted to be used in violation of the conditions of sale.¹⁰

Previously, the Sports Law only indirectly allowed for determining the exact duration of a sports event — based on definitions of “spectator” and “participant”— which caused practical issues in several cases (e.g. violation of track code / stadium rules). Accordingly, **the duration of a sports event has now been clearly defined**: In the case of using an access control system, the duration of the event extends from the moment the first spectator enters the sports event venue until the last spectator leaves. In the absence of an access control system, this period starts two hours before the actual sports event, competition, or match and lasts until two hours after its completion.¹¹

The amendment also modifies the rules for **storing prohibited items** by track code / stadium rules. If the owner does not claim the item within one week after the event, the organiser or operator is no longer obligated to store it, and the owner or any other person shall no longer have any claim, whether pecuniary or non-pecuniary, against the organiser or operator.¹²

2. Overview of the major national problems and incidents

Over the past decade, the system responsible for ensuring safety at Hungarian sports events has undergone significant development, resulting in strengthened cooperation between the police, sports organisations, local governments and civil security services. Nevertheless, several challenges remain.

Fehérvár FC vs Újpest FC (23 November 2024)

One of the most serious ongoing issues is the **use of pyrotechnic devices**. Despite legal prohibitions, their use remains common, particularly among organised ultra groups. The methods for smuggling such items into stadiums have become increasingly sophisticated. At the top-division match between Fehérvár FC and Újpest FC on 23 November 2024, fans used pyrotechnic devices. The use of these devices was organised in a manner that made it difficult to identify the perpetrators. In the 84th minute of the match, ten fans changed into white work overalls and covered their faces with masks. The change of clothing took place under large flags waved during the match. Following this, they activated ten red flares, one red and one blue smoke bombs, and three fans launched handheld fireworks, whose explosive charges detonated above the playing field. Recognising the severity of the situation, the referee stopped the match and instructed the players to move a safe distance away from the devices. This type of incident is not new and reflects a trend seen across Europe, illustrating how disruptive behaviours are being exported internationally.

At the 2023 Újpest FC vs Fehérvár FC derby, tensions between the two rival ultra groups led to several attempts of **pitch invasion** during the match. The police detained 17 individuals, and five cases led to misdemeanour proceedings.

Hungary vs England (2 September 2021)

In addition to the use of pyrotechnics, the **throwing of objects** is also a frequently occurring problem. Within this context, the issue of reusable cups (referred to as “Ecocups”) must be mentioned. In recent years, as part of sustainability initiatives, an increasing number of sports venues have replaced single-use soft plastic cups with hard, Ecocups featuring angular and thick edges. Throwing these Ecocups poses a risk to the physical safety of both spectators and those on the playing field. Under current Hungarian legislation, throwing a cup onto the pitch is an offence to be prosecuted *ex officio*; however, if a spectator injures another fan, it is only prosecutable upon a private motion. For this reason, the intervention powers of the organiser and/or operator, as well as the police, are limited in cases involving offenses committed in the stands.

During the Hungary vs England FIFA World Cup qualifying match on 2 September 2021, a segment of the Hungarian fans threw cups at the English players, venting their frustration over the unfavourable result. After each English goal, cups were thrown at the celebrating English players—approximately 50 cups were thrown onto the field in total. The cups used were the aforementioned hard plastic Ecocups capable of causing injury. As a consequence, FIFA's disciplinary committee fined the HFF 200,000 CHF and ordered two home matches to be played behind closed doors (with one match suspended for two years).

Although the Guidelines on the Monitoring of the Saint-Denis Convention recommend examining the five seasons preceding the monitoring visit, it is relevant to review incidents and issues that have emerged since the Council of Europe's last visit to Hungary in 2018. This includes the post-2018/19 season period, encompassing the spring and autumn of 2020 as well as spring 2021—seasons heavily impacted by the COVID-19 pandemic. These approximately one and a half seasons clearly had a numerical effect on the available statistical data.

The table below presents statistical data on the number of offenses committed during **first-division matches**, including the number of pyrotechnic devices activated, objects thrown and unauthorised entries into restricted areas (pitch invasion).

Disciplinary offenses per competition season							
Category/season	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Objects thrown	21	8	5	42	61	88	87
Pyrotechnics	797	424	92	769	892	1 310	1 457
Pitch invasion	14	130	3	26	24	18	12

The use of pyrotechnic devices shows a clearly increasing trend, while pitch invasions are declining, and the throwing of objects appears to be stable. In Hungary, the use of pyrotechnics currently represents the most serious issue, followed by the throwing of objects.

Fan gatherings and marches organised in advance via the internet are becoming increasingly common. These are often aimed at avoiding or provoking police presence. The **rise of social media** presents new challenges for the police, particularly in urban environments. Prior to the UEFA Champions League qualifier between Ferencváros and Dinamo Zagreb on 16 September 2020, a group of around 300 Croatian fans marched through Budapest, typically without prior notification. They caused disturbances in several locations, including acts of public vandalism, use of pyrotechnics, and alcohol consumption. The police detained 41 individuals, of whom 12 were subject to expedited court proceedings.

While challenges are often identified in the stands or in public spaces, in Hungary the current **restraining order system** must also be considered a challenge. The term *restraining order system* serves as a collective category that includes:

- **exclusions** from attending sports events, as applied by clubs and sports federations (hereinafter referred to as: exclusion),
- **bans** issued by the police as part of enforcement measures, and
- **prohibitions** handed down by courts as criminal sanctions.

As a private legal entity, the HFF is both entitled and obliged to apply exclusions under the Sports Law. However, enforcement of this legal mechanism remains problematic. Clubs and sports federations are required to deny ticket sales to excluded individuals. But if tickets are not issued in the name of the purchaser, compliance with this obligation becomes impossible. Unfortunately, the vast majority of clubs do not implement exclusions and instead attempt to manage issues with their fans through alternative means. As a result, because no formal exclusions are recorded, these individuals are not entered into the police-maintained sports policing database. Consequently, their data cannot be accessed by the federation or other clubs, and these individuals cannot be prevented from attending other events.

The statistical data summarised in the table below also clearly illustrate the very low number of restraining orders issued by the police and courts.

Category / Season	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Exclusion ¹	7	12	10	13/7*	20/12*	40/38*	66/41*
Prohibition	20	6	15	56	0	7	11
Ban	6	2	0	3	0	3	3
In total	33	20	25	72	20	50	80

The table below presents the number of police interventions, detentions, and UEFA sanctions during home matches of the Hungarian first-division, club teams in international competitions, and the national team during the 2019/2020 to 2024/2025 seasons, along with the number of matches. It can be seen that the number of police actions and detentions fluctuates between seasons, while UEFA sanctions occurred less frequently.

Season	Number of matches	Police interventions	Short-term arrests	UEFA sanctions
2019/2020	248	37	29	0
2020/2021	124 ²	12	8	0
2021/2022	232	44	34	2
2022/2023	267	38	30	1
2023/2024	274	51	41	0
2024/2025	403 ³	89	36	1

Examining the period between 2019 and 2025, several important observations can be made:

- Most serious incidents are linked to international matches.
- The occurrence of pyrotechnic-related offenses has significantly increased.
- While police interventions outside stadiums have risen, the number of interventions inside stadiums has decreased.

¹Excluded people in total / excluded by the HFF directly*

² Covid-19 period

³ It includes both the Hungarian Cup matches and the second-division matches

3. Legal framework

The safety and security of sports events – particularly football matches – governed by the following laws and legal regulations.

The **Sports Law** [∞](#) serves as the primary legal source and regulates:

- the conditions for organising sports events,
- the responsibilities of the organiser,
- the duties of the event operator,
- entry procedures,
- participation in sports events,
- surveillance via cameras,
- exclusion from participation, and
- the sports policing database.

In addition to the provisions of the Sports Law, Hungary's legal system contains further laws and governmental decrees that together provide a comprehensive framework for the safe and lawful organisation of sports events. These cover a range of legal areas, such as public security, healthcare, criminal law, and public administration.

Acts

- **Act XXIX of 2025 on the promulgation of the Council of Europe Convention on an integrated safety, security and service approach at football matches and other sports events (CETS N° 218), and the termination of the Council of Europe Convention on spectator violence and misbehaviour at sports events, particularly at football matches (ETS No. 120)** [∞](#) Regulates the domestic implementation of the Convention and prescribes international cooperation.
- **Act C of 2012 on the criminal code** [∞](#) Penalises criminal offenses related to sports events (e.g. bodily harm, public endangerment, vandalism, disorderly conduct).
- **Act II of 2012 on offences, procedures for offences and the system for registering offences** [∞](#) Provides for the administrative sanctioning of violations committed at sports events (e.g. disorderly conduct).
- **Act CXXVIII of 2011 on disaster management and the amendment of related laws** [∞](#) Contains emergency protocols related to the safety of mass events.
- **Act CXXXIII of 2005 on the rules of personal and property protection and private investigation** [∞](#) Regulates the operation of private security providers responsible for event security.

Government Decrees

- **Government Decree 54/2004. (III. 31.) on the security of sports events** [∞](#) Provides detailed rules for organising sports events, classifies event security levels, and defines required safety measures. (Hereinafter referred to as: Security Government Decree)
- **Government Decree 215/2004. (VII. 13.) on the rules of sports medicine and the network of sports health care** [∞](#) Defines the operation and service standards of the sports health care system.

Ministerial Decree

- **Ministerial Decree 5/2006. (II. 7.) of the Ministry of Health on emergency services** [∞](#) Prescribes the minimum emergency medical service requirements and the presence of ambulance units at sports events.

Police Directive

- **ORFK Directive 8/2010. (OT 5.) on the classification and police protection of sports events** [∞](#) Provides guidance for risk-based classification of events and associated police presence.

Supplementary Provisions

- **Government Decree 173/2011. (VIII. 24.) on civil pyrotechnic activities** [∞](#) Pyrotechnic devices may only be used in sports facilities with proper authorisation and under the supervision of a qualified professional. Violations may result in administrative fines.
- **Government Decree 210/2009. (IX. 29.) on the conditions for conducting commercial activities** [∞](#) Prohibits the sale of alcoholic beverages with more than 5% alcohol content in sports facilities from 2 hours before the start of an event until 1 hour after its conclusion. Municipalities may impose additional restrictions.

These laws and regulations collectively ensure the comprehensive and effective legal framework for the organisation and safety of sports events in Hungary, covering all relevant areas from law enforcement to healthcare and spectator conduct.

4. National structure

In respect of the safety, security and guarantee of services concerning sports events in Hungary (including football matches) the applicable regulation is the Sports Law and the *Security Government Decree*. The Sports Law and the *Security Government Decree* impose stricter safety requirements and actions for football, handball, basketball, water polo and ice hockey matches specified in the *Security Government Decree*. In the legal regulation, the following responsible bodies are indicated for securing, safety of football matches and for services provided in the sports event:

1. The Hungarian Football Federation (HFF) develops and operates the systems of competition organised in the sport of football. It acts as an organiser in arranging the matches of the national team and the national cup matches. In the sport of football, the HFF defines the regulations, thereby ensuring the proper functioning of the sport, with special regard to the security policy containing the requirements concerning the safe conduct of sports events, the doping, the sport discipline and competition policies. The provisions of the security policy must be applied in the championships organised by the HFF, for securing the matches of professional adult teams and teams of different age groups, whether the teams play at home or as a visitor, in league, national and international cup matches, as well as in friendly matches and training matches organised by the member organisations.

The HFF maintains its own security committee and a permanent organisational unit called the Security Department to oversee the protection and safety at football matches.

2. The sports organisations operating in the sport of football (and the organising body or organiser appointed by them) are the organisers of every football match, with the exception of matches of the national team and international cup matches. The football sports organisation is required to employ a security officer holding a relevant qualification if it participates in the highest league division. The security officer maintains contact with the fans of the club,

furthermore, constantly informs the competent police unit on the organised travel of fans to matches with the team as the visitor and carrying special security risk, he arranges for the travel of stewards in a proportionate number. The visiting organiser and its team will take part in admission control of the fans and in securing the visitor sector. The security officer directs the work of the stewards and writes the security assessment of the match.

3. In order to ensure and maintain the safety of spectators at sports events, the **Ministry of Interior** performs supervisory and coordinating tasks at the governmental level. In this capacity, it coordinates and supervises the activities of the police, the agency of state administration in charge of public health, the National Directorate General for Disaster Management (hereinafter referred to as: DDM), and the National Ambulance Service.

4. The **Police (National Police Headquarters** (hereinafter referred to as: NPH), **county level police headquarters and police stations**) on the one hand, annually inspects sports facilities suitable for hosting competitions from a security technology perspective, in collaboration with the organisations¹³ named in Section 63, Article (3) of the Sports Law.

On the other hand, the police provide security service for the sports event within the sports facility as a public service, i.e. free of charge, in the case of sports events of special security risk. In sports events of normal and increased security risk, the organiser is responsible for security within the sports facility. The organiser of a sports event with increased security risk is required to request the police headquarters having powers for the location of the sports event within 15 days prior to the date of the event, to participate in the maintenance of order within the sports facility, for a fee. In a sports event with normal security risk, the organiser may request the involvement of the police for a fee. The police and the organiser will determine the police units and equipment necessary for securing the sports event with increased security risk for a fee and the amount of the fee depending on the planned number of stewards, the security technology condition of the sports facility, the duration of the sports event and the number of police required. During the matches the public areas are also secured by the police. Pursuant to the provisions of the Sports Law and the *Security Government Decree*, the Police will prohibit the conduct of the sports event with spectators present, or limit the number of spectators, furthermore, it may impose an administrative fine on the organiser or the host if the statutory security requirements are violated.

The Support Unit Department of the General Directorate of Policing of the NPH – as the entity also responsible for the direction of support unit duties and for the definition of the tasks of spotters – maintains the sports policing records, which is the registry of persons excluded from participating in the sports event by the organiser, banned from the sports event or sports facility or disqualified from visiting sports events. The Police may transmit data from the sports policing registry for the purpose of protecting public order and public safety, preventing violence and disturbances, compliance with the obligation of international police cooperation, protection of the rights of other persons and the safety of the events, furthermore, rejecting attendance in a sports event and rejecting to sell tickets.

The NPH operates the **National Football Information Point (NFIP)**, which is responsible for fulfilment of international duties related to law enforcement pursuant to 2002/348/JHA: Council Decision of 25 April 2002 concerning security in connection with football matches with an international dimension, furthermore, to Resolution 2006/C 322/01 of the Council of the European Union concerning an updated handbook with recommendations for international

police cooperation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one Member State is involved. The activities of information acquisition, surveillance of fans groups and risk assessment performed by NFIP are of special importance in prevention and in the safe organisation of events.

The Police operate a network of spotters to maintain connection with the fans of first league ice hockey, handball, basketball, football and water polo teams. The spotters collect information in the period of preparing for the matches for the success of the security activities, during the matches they are in constant contact with the fans, in order to ensure the transmission of security-related information.

5. Healthcare services in international sports events are provided by the National Ambulance Service (or by an alternative healthcare provider). The tasks of the ambulance service are laid down in specific legislations, which takes into account the number and age of participants, as well as the special characteristics of the event (e.g. outdoor, aquatic), when determining the forms, levels and methods of the provision of healthcare services for the events.

In any case, it is decisive for the manpower and equipment of the ambulance service to reach the farthest point of the event in 10 minutes from the rescue point. The ambulance service uses special units for attending to the athletes participating in the sports event.

6. The representatives of National Directorate General for Disaster Management, Ministry of the Interior (and its bodies) are involved in the security technology inspection of sports facilities suitable for the conduct of competitions organised in the system of competitions. In addition to the establishment of the legal environment, the DDM is responsible for the assessment of the fire safety documentation (fire safety policy, evacuation calculations, rescue and evacuation plans, fire alarm plans, action protocols, review documentation, training materials on fire safety). The consent issued by the DDM is a condition for organising a competition in a sports facility. The DDM delegates one member to the Committee in charge of Classifying Sports Events for Safety (hereinafter referred to as: Evaluation Committee).

7. The public health administration participates in the safety inspection of sports facilities suitable for the conduct of competitions organised in the competition system.

8. The National Office for the Judiciary participates as a member in the activities of the Evaluation Committee, it conveys to the organisation the proposals and findings of organisations participating in sports events.

9. The representative of the Prosecutor General's Office is a member of the Evaluation Committee, furthermore, it performs additional professional and scientific activities on the subject of the safe conduct of sports events (e.g. professional conferences), it informs the system of organisations on decisions and processes related to the safety of sports events.

10. The Minister in charge of sports policy (Ministry of Defence, State Secretariat for Sport) carries out the tasks related to the management, regulation and control of the sport, implements government decisions related to sports, and participates in the work of the Evaluation Committee. According to the Sports Law, in order to implement the socially beneficial aims of sports, the State ensures public safety in sports events, it contributes to the safe conduct of sports events, furthermore, it participates in sports-related international cooperation.

11. The Committee in charge of Evaluating Sports Events for Safety decides on the classification of matches organised in the sports of football, handball, basketball, water polo and ice hockey according to the security risk on the basis of the provisions of the Sports Law. The Evaluation Committee consists of professionals delegated by the National Police Headquarters, disaster management, the National Ambulance Service, the president of the National Office for the Judiciary, the Minister in charge of sports policy and the national federations of the individual sports. The Evaluation Committee classifies matches organised in the highest league division, national cup matches held with the participation of sports policing professionals of national teams, which may be classified as normal, increased or high security risk. The individual ratings according to security risk define the role of the police and the financial aspects of the role of the police.

In addition to security technology inspections, the definition of classifications according to security risk, the Evaluation Committee also participates in the processing of annual status reports and evaluations and in the training of sports policing professionals as well. The Evaluation Committee is entitled in the case of severe or recurring deficiencies, to submit proposals to the minister in charge of sports policy on the suspension or withdrawal of the state support of the sports association or a sports organisation operating as its member organisation. The Evaluation Committee can also operate of formulate proposals on legislative changes concerning issues of sports policing.

12. Owners and operators of sports facilities are involved in the security technology inspection of sports facilities suitable for the conduct of competitions organised in the system of competitions. The owners, operators of sports facilities serving the conduct of sports events defined in the *Security Government* Decree must have a four-year security technology development plan ensuring the concerted security technology development of the sports facility, adopted jointly by the organisations performing inspections, as well as a related cost budget.

5. Best practices and lessons learnt

Best practices at national level

Significant developments have been made in ticketing systems to enhance stadium security. The new generation of entry gates equipped with digital and biometric devices and ticket validation systems are already in operation at many facilities. With personalised ticket sales and real-time data integration with the police's information system, it is now possible to pre-screen individuals who may pose a security risk. This new system is included in the UEFA's 'Best Practice in Fan Management' guide.

Another key element in the security of sports events is integrated risk analysis, which is regulated by the „Code of Event”. Before each event, a complex, multi-faceted risk analysis is carried out jointly by the police, the organising club, the local government and the disaster management. The classification of events into risk categories – low, medium, or high – determines the required personnel, the provision of technical equipment, as well as the level of police presence in public areas. The analysis is documented in every case, and after the event's conclusion, an evaluation is made based on the experiences.

Solutions at regional and local level

Due to the varying sizes of cities, stadiums, and the composition of fan groups, innovative approaches at local level are important. One of the most successful practices is the regular organisation of joint preparedness exercises between different authorities and organisations. These simulations are held at the county level at least once a year, with participation from the police, the Counter Terrorism Centre, the ambulance service, the fire department, and the local government. The aim of these exercises is to develop coordination skills and align quick responses through realistic, simulated emergency situations. In 2024, for example, the 'Crowd Management '24' exercise was held in Székesfehérvár, with international experts also attending as observers.

The tangible results of the best practices introduced at the national and regional levels are also evident during specific events. Various security developments, integrated risk assessment procedures and the close cooperation between authorities and organisations enable the effective management of extraordinary situations and the consistent follow-up of incidents. The following cases illustrate well how the established security system works in practice: how it enables the swift detection of violations, holds offenders accountable, and contributes to long-term prevention and the shaping of fan attitudes.

Next, in line with the principle of consistency, we present the measures taken to reduce the problems and violations identified during the matches mentioned in Chapter 2, „Main national issues and incidents review”.

Fehérvár FC vs Újpest FC (23 November 2024)

As a result of the organised use of pyrotechnic devices during the Fehérvár FC vs Újpest FC match held on 23/11/2024, the local police responded by fully utilising the tools available under the relevant legislation. Based on the video footage of the match, measures were initiated not only against the person who set off the pyrotechnic devices but also against those who facilitated their entry into the stadium. The authorities did not stop at issuing on-site fines to the violating fans; they also made efforts to identify all those involved in the incident. As a result, not only were the fans who violated the rules subjected to police action, but both the organising body and the event organiser were also fined. Following these measures, the use of pyrotechnic devices among Fehérvár FC fans was reduced to nearly zero for the spring season. The exemplary action taken by the police, with full use of the available tools, set a strong precedent for the safety of future matches.

Hungary vs England (02 September 2021)

Following the Hungary vs England match held on 02/09/2021, the HFF successfully identified the fans who committed violations through a detailed analysis of the stadium's camera footage, cross-referenced with the ticketing system. Additionally, the HFF reported the incident to the police, who, using the camera footage, managed to identify 50 fans responsible for the violations. As a result, legal proceedings were initiated, and the court sentenced the fans to fines of 100,000 to 400,000 HUF, along with multi-year bans on attending sports events. The process that followed the mentioned match also highlights the cross-organisational nature of the integrated approach. While not all offenders have received final court rulings yet, in cases where a final verdict is in place, the HFF is pursuing civil claims for compensation against

those convicted. The process is still ongoing, so we will be able to provide more detailed information on the outcomes at a later stage. The legislation allows the HFF to seek full compensation for the damages previously mentioned. It's also worth noting another good practice in this regard. The HFF places a strong emphasis on prevention. To this end, fans who are involved in compensation claims or who have been banned for violations at other matches are always offered the opportunity to participate in a media campaign aimed at raising awareness of the consequences of rule-breaking. If they agree to take part in the campaign, helping to educate the fan community, the HFF may choose to reduce or even waive the compensation claim against them, and in some cases, a significant reduction in the duration of their ban may also be considered.

Based on Hungarian experience, several security measures and methods have been developed and implemented that are also adaptable at the international level. One of the most crucial elements is the detailed risk assessment conducted before every event, in which the police, the clubs, and the disaster management authorities work closely together. In addition, connecting the personalised ticket system with facial recognition technology is considered highly important. This integration would enable the identification and exclusion of problematic fans even before they enter the stadium. However, this capability has not yet been implemented in practice.

Preventive measures and ongoing communication are also supported by formal cooperation forums, where fans, clubs, and law enforcement agencies participate together. A further advancement is the introduction of a multi-sectoral security model, in which the police, local governments, clubs, private security companies, and healthcare services work together, planning event security based on a unified risk management concept. These measures have played a key role in ensuring that most sports events in Hungary are carried out smoothly, with either no incidents or only minimal disruptions to public safety, all while meeting international security standards.

In recent years, the Puskás Arena has hosted several major international football events, which have posed significant challenges in terms of both security and organisation. The following table summarises the key features of three such important UEFA events (the 2020 UEFA Super Cup, the 2021 UEFA EURO 2020 group stage matches, and the 2023 UEFA Europa League final), along with the security measures implemented and the international feedback received.

<i>Date</i>	<i>Participants</i>	<i>Attendance (capacity)</i>	<i>Main measures and characteristics</i>	<i>Feedback</i>
UEFA Super Cup				
September 2020	Bayern Munich vs Sevilla	15,000 people (limited)	- First UEFA event with spectators during COVID-19 - Body temperature checks, mask-wearing, QR code tickets - Seating arrangement by sectors, one-way corridors	UEFA and WHO: „ <i>exemplary organisation</i> ”
UEFA EURO 2020 (group matches)				
Summer 2021	e.g. France vs Portugal	Full capacity (60,000 people)	- 100% stadium capacity - Enhanced security, international police cooperation	Positive international feedback, incident-free

			- 4 matches, smooth execution	
UEFA Europa League Final				
31 May 2023	Sevilla vs AS Roma	Full capacity (63,000 people)	- Enhanced segregation of fans - Mobile tickets, multi-zone entry - Fan zone at Heroes' Square - Involvement of multiple international police units	UEFA and press: „organised and conflict-free”

The data presented above highlight that events organised in Hungary have met high standards, earned international recognition, and have been executed in an organised manner, free from incidents.

6. Annexes

6.1. T-S4 Rec 2021-1, Annex D – Checklist



ANNEX D

6.2. Additional information - web references

Official police website (legal background, press releases, event evaluations)

www.police.hu/sportbiztonsag

HFF security subpage (ticketing rules, club coordinators)

www.mlsz.hu/biztonsag

UEFA Best Practice Handbook (2023) (security models suitable for comparison at the European level)

www.uefa.com/bestpractice

National data protection guidelines for camera systems (data management protocols, GDPR compliance of stadium surveillance systems)

<https://www.naih.hu/kameras-adatkezelesek>

EDPD Guideline No. 3/2019 on the processing of personal data through video devices

https://www.edpb.europa.eu/sites/default/files/files/file1/edpb_guidelines_201903_video_devices_hu.pdf

6.3. Legal references

National Legal Repository (official legislation texts)

www.njt.hu

Act XXIX of 2025 on the Promulgation of the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events, and on the Termination of the Council of Europe Convention on Spectator Violence and Misbehaviour at Sports Events, Particularly at Football Matches

<https://njt.hu/jogszabaly/2025-29-00-00>

Act I of 2004 on sport

<https://njt.hu/jogszabaly/2004-1-00-00>

Act C of 2012 on the criminal code

<https://njt.hu/jogszabaly/2012-100-00-00>

Act II of 2012 on offences, procedures for offences and the system for registering offences

<https://njt.hu/jogszabaly/2012-2-00-00>

Act CXXVIII of 2011 on disaster management and the amendment of related laws

<https://njt.hu/jogszabaly/2011-128-00-00>

Act CXXXIII of 2005 on the rules of personal and property protection and private investigation activities

<https://njt.hu/jogszabaly/2005-133-00-00>

Government Decree 54/2004 (III. 31.) on the security of sports events

<https://njt.hu/jogszabaly/2004-54-20-22>

Government Decree 215/2004 (VII. 13.) on the rules of sports medicine and the network of sports health <https://njt.hu/jogszabaly/2004-215-20-22>

Ministerial Decree 5/2006 (II. 7.) of the Ministry of Health on emergency services

<https://njt.hu/jogszabaly/2006-5-20-0B>

ORFK Directive 8/2010 (OT 5.) on the classification and police protection of sports events

https://www.police.hu/sites/default/files/8_2010.pdf

Government Decree 173/2011 (VIII. 24.) on civil pyrotechnic activities

<https://njt.hu/jogszabaly/2011-173-20-22>

Government Decree 210/2009 (IX. 29.) on the conditions for conducting commercial activities

<https://njt.hu/jogszabaly/2009-210-20-22>

6.4. Endnote

¹ [Act XXIX of 2025 on the Promulgation of the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events, and on the Termination of the Council of Europe Convention on Spectator Violence and Misbehaviour at Sports Events, Particularly at Football Matches](#)

² [Act CVI of 2023 on the amendment of sport related laws](#)

³ [Act I of 2004 on sport](#)

⁴ [Act CVI of 2023 on the amendment of sport related laws 34. §](#)

⁵ [Act CVI of 2023 on the amendment of sport related laws 42. §](#)

⁶ [Act CVI of 2023 on the amendment of sport related laws 39. §](#)

⁷ [Act CVI of 2023 on the amendment of sport related laws 37. § \(1\)](#)

⁸ [Act CVI of 2023 on the amendment of sport related laws 40. §](#)

⁹ [Act CVI of 2023 on the amendment of sport related laws 40. §](#)

¹⁰ [Act CVI of 2023 on the amendment of sport related laws 38. §](#)

¹¹ [Act XXXV of 2025 on the amendment of laws supporting the efficiency of internal affairs and strengthening the fight against relationship violence 24. §](#)

¹² [Act CVI of 2023 on the amendment of sport related laws 37. § \(2\)](#)

¹³ The disaster management, the general fire safety authority, the National Ambulance Service, the agency of state administration in charge of healthcare, the sports association, the sports organisation that uses the facility, the owner, the operator, the organiser of the sports event, the healthcare provider having a contractual relationship with the organiser of the sports event, the hosting organisation and the Committee in charge of Classifying Sports Events for Safety.

PART 2 - REPORT BY THE MONITORING TEAM

SECTION A - Executive Summary

The Council of Europe monitoring visit to Hungary was undertaken by a team appointed by the Committee of the Saint-Denis Convention (T-S4), (hereafter referred to as the “team”, the “Committee” and the “Convention”, respectively).

As usual, the team comprised experts in the three pillars of the Convention - safety, security and service -, representing Parties and non-State observers like Football Supporters Europe (FSE) and UEFA. In light of a peer-to-peer evaluation approach, the team comprised representatives of the two countries that hosted the most recent visits, Greece and Bulgaria, together with representatives from the UK which will host one of the next monitoring visits in 2026.

The visit was requested by the Hungarian authorities in the framework of the preparations for the UEFA Champions League Final, to be held on 30 May 2026 in the Puskás Arena, Budapest.

The visit to Hungary was the fifth monitoring visit of the Committee, since it was established in April 2021, and was the last one to be held under the first multiannual programme of monitoring visits (2022-2025).

The visit took place in Budapest, between 10 and 11 October 2025, on the occasion of the FIFA 26 World Cup qualifying match between the national teams of Hungary and Armenia, which was held on 11 October 2025 in Puskás Arena, Budapest.

As the Convention entered into force in respect of Hungary one month prior to the visit, this visit and the consequent list of recommendations for an action plan should also constitute a catalyst and a roadmap for the effective implementation of the Convention by Hungary in the coming years.

The visit was carried out as an illustration of the willingness of the Hungarian authorities to seek assistance of the Committee in implementing reforms in the field of safety, security and service at football matches and other sports events, and improving policies and practices, to comply with the Convention.

The team praises the unprecedented initiative of the Hungarian authorities to request such a visit while Hungary had requested a visit seven years ago, while Hungary was still an Observer to the Convention; and in the context of the preparations for a UEFA Final.

From the discussions, it is obvious that some improvements and developments have been implemented since the previous visit, mainly related to the adoption of the Act CVI of 2023, which introduced a series of updates to the Act I of 2004 on Sports. The key changes included: technical safety development plan, data retention period extended, accelerated exclusion, international exclusion, invalidation of tickets and passes and clarification on event duration.

The twin goals of this monitoring exercise were, first, to ensure compatibility with and assess the level of implementation of the Convention's principles, provisions and standards and, wherever applicable, offer recommendations for incorporation into national policies, procedures and practices. This would include, dependent upon time available, a review of the legal, regulatory and institutional frameworks on safety, security and service at football and other sports events, against the provisions of the Convention; and to identify good practices and lessons learned that can be beneficial for the other Parties and Observers to the Convention. The second goal was to examine the systems and procedures in place at the Puskas Arena for the hosting of the UEFA Champions League Final which will take place in 2026.

It is important to record that the purpose of the visit is not to criticise, but rather to support the public authorities and other relevant stakeholders in Hungary to develop and implement policies, procedures and strategies designed to demonstrate compliance with the Convention and provide a safe, secure and welcoming environment at football matches and other sports events.

To assist this process, the report is presented in a thematic structure at Sections C and D below that reflect the eleven policy Articles of the Convention and provide an assessment of the action necessary to assist the authorities in Hungary to adopt and implement policies and practices that are consistent with the intent of these Articles.

The team appreciated the general organisation of the visit and the attempt to deliver an interactive programme, comprising meetings with relevant public and private stakeholders, and the visit to the Puskás Arena. During the match day, the team was able to follow the final preparations, visit the meeting point of the ultras group that supports the national Hungarian team (the Carpathian Brigade), and attend the FIFA 26 qualifiers match between the national teams of Hungary and Armenia.

There are eight positive aspects to highlight in the organisation of this visit, which can be taken as good practices for future monitoring visits, namely:

- i. The request of a visit by an Observer State;
- ii. The request of a visit in the context of the preparations of a UEFA Champions League Final (May 2026);
- iii. The request of a second visit seven years after the last carried out in 2018 which was also held in the context of the preparations for a major international tournament (UEFA EURO 2020);
- iv. The composition of the visiting team, which, for the first time, included: two observers of a future host country (United Kingdom), who are directly involved in the safety and security planning of UEFA EURO 2028 (Police and the UK Governments DCMS); and a UEFA member who is involved in the safety and security planning of UEFA Champions League Final 2026;
- v. The opportunity to revisit and review the report of the consultative visit of 2018;
- vi. The inclusion of the Checklist (Annex D of Recommendation Rec(2021)1 as an Annex to the national report;

- vii. The provision of data and information by UEFA and FSE, prior to the visit; and
- viii. The structure of the report, which covers two separate but complementary dimensions: the preparations for UEFA Champions League Final; and the overall monitoring of compliance by Hungary with the Convention.

The following six issues should be improved in the organisation of any future visits:

- i. The length of the visit, which comprised only two days, thus not enabling the team to meet some relevant public and private stakeholders, and have more time for informal discussions with the hosts;
- ii. The need to better use the time available during the match day, namely by holding meetings with other relevant public and private stakeholders;
- iii. The need to foresee separate meetings with the clubs' safety officers and representatives of supporter organisations;
- iv. The scope of the visit, which should cover other relevant sports than football;
- v. The Checklist filled out by the host country should include, where applicable, comments on measures/actions that were implemented; and
- vi. The need to have available, prior to the visit, the relevant legal acts in English version.

The report is broken down into general comments in relation to the Convention and separate recommendations relating directly to match day planning and safety operations at the Puskas Arena.

Following the team's recommendations, Hungary shall present official comments as well as a proposed Action Plan to the Committee, as a follow-up of the report, as per the T-S4 Monitoring Guidelines (paragraph 5.9).

The legislative framework in Hungary in relation to sporting events is as contained within the National Report prepared and submitted by the Hungarian authorities (part 1 of this report).

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

The team would therefore like to stress that the Committee is wholly committed to providing the governmental and football authorities, and other competent agencies, in Hungary with further support in meeting the challenges that lie ahead. The Committee will follow-up the progress made by the authorities in Hungary concerning implementation of the recommendations in this report, as established in the T-S4 Guidelines on Monitoring.

SECTION B - Visit Background and Explanation

B.1 - Structure of the Report

In addition to the foregoing Executive Summary (Part 2, Section A), this report comprises three Parts and three Annexes, which together provide the main observations and recommendations of the monitoring visit undertaken on 10-11 October 2025 by a team of the Committee.

This Section B provides essential background to, and an explanation of the visit and its purpose.

Section C is the main body of the report which outlines the intent of each policy Article of the Convention and provides recommendations on measures that Hungary can apply in order to demonstrate compliance with the principles and outcomes enshrined in the Convention.

Section D summarises the report's key conclusions in a draft Action Plan designed to assist the Hungarian authorities in submitting an Action Plan to the Committee, in accordance with the T-S4 Guidelines on Monitoring. This Draft Action plan highlights the 48 recommendations, each of which is allocated a priority status of "essential", "important" or "desirable". This terminology is used to indicate the relevance of each action in demonstrating compliance with the Convention and established international good practices. In reality, timescales are inevitably influenced by a number of factors, not least of which is the need to establish enabling legislative provisions.

This report's recommendations also take account of the good practices on safety, security and service set out in the four Recommendations adopted so far by the Committee - (2021)1, (2022)1, (2022)2, (2025)1 and (2025)2.

The report is augmented by Annexes, including:

- The Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events – (CETS No 218) - Compliance with Policy Articles;
- The meetings' attendees;
- Match visit comments.

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

B.2 - Purpose of the Visit

The purpose of the visit was to provide advice and support to Hungary in:

- demonstrating compliance with the Council of Europe Convention (T-S4, CETS No. 218) on an integrated safety, security and service approach at football matches and other sports events, and
- demonstrating compliance with established good practices set out in Council of Europe T-S4 Committee's Recommendations (2021)1, (2022)1, (2022)2, (2025)1 and (2025)2, ensuring that football stadiums (and other sports venues) provide a safe, secure and welcoming experience for spectators and other participants.

The visit was duly organised for 10-11 October 2025, as foreseen in the Committee's multi-annual programme of monitoring visits 2022-2025. This report and its recommendations set out the outcome of that visit.

This report compares the current safety, security and service arrangements in connection with football and other sports events played in Hungary with the core principles and outcomes enshrined in each of the policy articles contained in the Convention and established good practices on safety, security and service (Part 2, Section C).

At Appendix B the report records the names of members of the team together with the organisers of the visit who ensured that the delegation was able to meet with.

The team was aware from the outset that during a very short 2-day visit it would not be possible to conduct an in-depth assessment of every aspect of the safety, security and service arrangements in connection with football and other sports events in Hungary.

Following and based on the team's draft action plan, Hungary will submit an Action Plan for adoption by the Committee, as per the T-S4 Monitoring Guidelines (paragraph 5.9).

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

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

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

Moreover, the team fully acknowledges the wide variations in the constitutional, judicial, policing, cultural, and historical circumstances, and the equally varied character and severity of football-related incidents and risks, which exist among and within each national State. This

precludes universal application of definitive models of good practice. The reality is that the wide range of established good practices set out in T-S4 Recommendations (2021)¹, (2022)¹ and (2022)², invariably need to be customised to meet national imperatives and circumstances. T-S4 Recommendations - Sport (coe.int)

B.3 - Visit Itinerary

Due to the limited time available the visit was focused exclusively on Budapest. The visit did provide limited opportunity for some meetings with high level representatives as set out below. However, it is felt that with better scheduling of meetings and the limiting of travel to remote sites, better use could have been made from engagement between the Hungarian authorities and the Team.

PROGRAMME OF THE VISIT

Day 1		
9 th October 2025, Thursday		
Afternoon	Arrival to Budapest, hotel check-in	Hotel President (1054 Budapest, 5 Hold Street)
Day 2		
10 th October 2025, Friday		
Morning session 08.30-12.00	Registration and welcome speech	Ministry of Defence State Secretariat for Sport (1054 Budapest, 1 Hold Street)
	Presentations ▪ State Secretariat for Sport ▪ National Institute of Sports Development and Methodology ▪ Hungarian Football Federation ▪ National Football Information Point	
Afternoon session 13.00-18.00	Panel discussion with Valton Security	
	Presentations	National Police Headquarters (1139 Budapest, 4-6 Teve Street)

Day 3		
11 th October 2025, Saturday		
Morning session	Stadium tour, safety presentation	Puskás Ferenc Stadium (1146 Budapest, Istvánmezei út 1-3.)
9.00-11.30	UEFA match day organisational meeting	
Afternoon session	Private security supervisors briefing	
12.30-18.00	Gate opening	
Evening session	Match visit, security assessment	
18.00-21.00	HUN-ARM World Qualifier Group Match	
Day 4		
12 th October 2025, Sunday		
Morning	Transfer to the airport	

B.4 - Monitoring Team

- For this monitoring visit, and respecting the principle of a peer to peer evaluation, the team was composed of:
- National delegates to the Committee:
 - Mr. Nikos Petropoulos, Vice-Chair of the Saint-Denis Committee and team leader (Security)
 - Mr. Minko Pondev, Head of NFIP, Bulgaria (Security), previous host of a monitoring visit
 - Ms. Annie Ramage, SGSA Regional Inspector, United Kingdom (Safety), host of a future monitoring visit
- Observers to the Committee:
 - Mr. Adrian Dinca, UEFA Senior Safety and Security Expert (Safety, Security and Service)
 - Mr. Stephen Neill, UEFA Security Project Lead for the UCL Final Budapest 2026 (Safety, Security and Service)*
 - Mr. Stuart Dykes, Football Supporters Europe (FSE) (Service)
- Rapporteur:
 - Mr. Ken Scott MBE, Deputy CEO/Head of Inspectorate, SGSA, United Kingdom (Safety and Service)

- Secretariat:
 - Mr. Paulo Gomes, Head of the Saint-Denis Unit, Secretary of the Saint-Denis Convention, Council of Europe
 - Ms. Marie-Françoise Glatz, Secretary of the Saint-Denis Convention, Council of Europe.

Following the consent of the Hungarian authorities, two additional British members joined the team, with a view to preparing the monitoring visit to the United Kingdom next year.

- UK observers:
 - Chris Joughin, Dep Head of Police Planning for Euro 2028
 - Adam Friswell, DCMS Senior Project Lead (Safety and Security) Euro 2028

B.5 - Supporting Documentation

To assist the visit, the authorities of Hungary provided a national report (Part 1) containing a range of important background information. This proved to be of assistance prior to and during the visit, not least in terms of outlining the legislative, regulatory, strategic and operational framework governing the safety, security and service arrangements in connection with football matches and other sports events in Hungary.

B.6 - Status of the Report

As stressed above, the team would like to repeat the reassurance offered at every opportunity during the visit that the aim of this report is to support and assist the authorities in Hungary in providing a safe, secure and welcoming environment at football matches and other sports events, in compliance with the principles and standards set by the Convention and its Recommendations.

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

To support States in adopting and demonstrating compliance with each article, the Committee has adopted Recommendation (2021)¹, which provides a wide array of established good practices on designing and delivering an integrated approach to safety, security and service in connection with football events, along with supplementary and detailed Annexes on each of the three pillars of the Convention. Moreover, the Committee adopted in 2022 two additional recommendations on a model national strategy - Rec (2022)¹ - and on a model national legislative and regulatory framework – Rec (2022)². Finally, in 2025, the Committee adopted

a recommendation on collective bans (Rec2025)1) and another on the use and possession of pyrotechnics (Rec(2025)2).

This report, therefore, focuses on the extent to which the current legal and operating arrangements in Hungary are in compliance with the content of both the Convention and the above-mentioned recommendations.

In conclusion, this report is founded on the adoption of a multi-agency integrated approach model in Budapest and across Hungary and should be read and considered as an ongoing commitment on the part of the Committee to follow-up the implementation and provide, on request, further advice and support in respect of all aspects of this report and its recommendations. This is especially relevant for the city and the Puskas Arena's role as host and venue for the 2026 UEFA Champions League Final.

SECTION C - Saint-Denis Convention: Compliance with Policy Articles

Article 1 - Scope of the Convention

Intent

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

Compliance

To demonstrate compliance with the Convention, the legal framework should provide an enabling provision requiring the Ministry of Defence to maintain a schedule of all professional national and international football matches played in Hungary, along with any other sports events which the Ministry of Defence designate as being subject to the Convention.

- **Comments**

Integrated Approach to Safety, Security and Service

Adopting a multi-agency integrated approach to safety, security and service is imperative when hosting major tournaments and in organising the annual calendar of national and international football events. Extensive European experience and established good practice demonstrate that this approach is crucial in helping to reduce risks associated with sports events because all three pillars are inter-related and overlap. No one agency and no element of a wider strategy can prevent or tackle safety or security risks in isolation. It is imperative, therefore, that all agencies work together to ensure that the various operations are complementary.

Recommendation 1: The (proposed revised) legal framework should specify that all professional football matches and other sports played in Hungary are subject to the articles of the Convention. In addition, the Ministry of Defence should consider and clarify in law what other sports events, if any, are subject to the Convention. (status: desirable)

Article 2 - Aim of the Convention

Intent

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

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

Compliance

• Observations

The team observed that Hungarian authorities at national level, in general, are familiar with and engaged in progressively adopting an integrated, multi-agency and balanced approach towards safety, security and service, based upon partnerships between the relevant stakeholders.

During the match that the team attended at the Puskás Arena, it was clear that the safety (private security) and security (policing) tenets were balanced. It was planned to deploy a total of 1230 private security officers for this match. Hopefully, this balance should also exist in other stadiums across the country.

Nevertheless, the service element still has room for improvement at national level, even if it is already quite developed at the Puskás Arena. For instance, during the match the team attended, the fact that several volunteers and assistants of private security were involved in the safety and service arrangements is considered as recommended good practice.

Despite these good practices, in general terms, there is still a need to develop a culture of dialogue and communication with supporter organisations, as established in Article 8 of the Convention. During the visit, the team would have appreciated to hold separate meetings with supporter organisations, namely supporters of the national team and of the main clubs.

Good practice was identified during discussions with local officials when it was learned that the Hungarian Football Federation (HFF) had authorised a senior UCLF26 Project Manager to be embedded within the UCLF25 operation in Munich. There was clear intent on the part of the HFF to take as much learning in relation to an integrated approach to the UCLF as possible from this deployment. However, the exposure was limited to one event only.

- **Comments**

There is a need to further work towards a necessary balance between the safety and security elements, on one hand, and the service element, on the other hand; and to improve the multi-agency approach, by promoting a partnership approach between all relevant public and private stakeholders, from national to local level.

Recommendation 2: The legal framework should include a generic commitment to delivering an integrated multi-agency approach to safety, security and service in connection with professional football events (inside and outside of stadiums and irrespective of the timing and location). This may be achieved through the activation of existing structures, namely the Committee in charge of Classifying Security of Sports Events, or through the effective operation of a national coordination committee that may suggest the necessary legal amendments. (status: desirable)

Recommendation 3: The HFF may wish to consider expanding their engagement with fellow European Federations who have established integrated approach models on a regular basis and not only in the case of a major final. (status: desirable)

Article 3 - Definitions

Intent

The aim of Article 3 is to encourage European-wide usage of established safety, security and service terminology.

Definitions

For the purposes of this Convention, the terms:

- a. *“safety measures” shall mean any measure designed and implemented with the primary aim of protecting the health and well-being of individuals and groups who attend, or participate in, a football match or other sports event, inside or outside of the stadium, or who reside or work in the vicinity of the event;*
- b. *“security measures” shall mean any measure designed and implemented with the primary aim of preventing, reducing the risk and/or responding to any violence or other criminal activity or disorder committed in connection with a football or other sports event, inside or outside of a stadium;*
- c. *“service measures” shall mean any measure designed and implemented with the primary aim of making individuals and groups feel comfortable, appreciated and welcome when attending a football match or other sports event, inside or outside of a stadium;*

Compliance

• Observations

The team observed that the concepts of safety and security are somehow confusing and not clearly understood by most stakeholders, both in theory and in practical terms, namely due to the difficulty to distinguish them in the Hungarian language.

• Comments

In a future revision of the legal framework, the lawmaker should incorporate the definitions of safety, security and service, as referred to in the Convention, and ensure that safety and security are clearly understood and implemented as different concepts by all relevant stakeholders.

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

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

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

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

Recommendation 4: The legal framework should incorporate the definitions of safety, security and service, set out in Article 3 of the Convention. (status: desirable)

Article 4 - National Co-ordination Arrangements

Intent

- 4.1. The Parties shall ensure that national and local co-ordination arrangements are established for the purpose of developing and implementing a multi-agency integrated approach to safety, security and service at national and local level.*
- 4.2. The Parties shall ensure that co-ordination arrangements are established to identify, analyse and evaluate the risks pertaining to safety, security and services, and to allow the sharing of updated information on risk assessment.*
- 4.3 The Parties shall ensure that the co-ordination arrangements involve all key public and private agencies responsible for safety, security and service matters connected with the event, both inside and outside of the venue where the event is taking place.*
- 4.4. The Parties shall ensure that the co-ordination arrangements take full account of the safety, security and service principles set out in this Convention and that national and local strategies are developed, regularly evaluated and refined in the light of national and international experience and good practices.*
- 4.5. The Parties shall ensure that national legal, regulatory or administrative frameworks clarify the respective roles and responsibilities of the relevant agencies and that these roles are complementary, consistent with an integrated approach and widely understood at strategic and operational levels.*

The aim of Article 4 (1-4) is to oblige States to establish national and local multi-agency safety and security co-ordination arrangements to ensure the development and nationwide application of a comprehensive and integrated strategy. This should include a balanced approach towards safety, security and service, based upon an ethos of effective local, national and international partnerships and co-operation to ensure that all public and private agencies, and other relevant stakeholders, recognise that safety, security and service provision cannot be considered in isolation, and can have a direct influence on delivery of the other two components.

Moreover, Article 4.5 requires States to undertake a comprehensive legislative review aimed at ensuring legal clarity in respect of the roles and responsibilities of public and private agencies engaged in making football events safe and secure.

Compliance

• Observations

Regarding national co-ordination arrangements, the only existing national multi-agency body, called Committee in charge of Classifying Sports Events for Safety (hereinafter referred to as “Evaluation Committee”), according to the law, besides classifying the sports events in the light of safety requirements, doesn’t have other fundamental coordination tasks, such as the drafting and implementation of a national strategy and the drafting of the legal and regulatory framework.

• Comments

Currently, Hungary still doesn't have a formal national co-ordination body or arrangements that comprise all the relevant public and private stakeholders, as established in the Convention, responsible for developing and implementing a multi-agency integrated approach at national and local level. However, the roles and responsibilities of the existing Evaluation Committee could be strengthened in order to meet that purpose.

The team would very much recommend the future improvement of domestic co-ordination arrangements, through the upgrading of the current Evaluation Committee to a real national coordination committee, as the body responsible for implementing the multi-agency integrated approach, developing a national strategy and legal framework, and lead all stakeholders towards necessary improvements at major sport events.

With regards to the roles and responsibilities of the national co-ordination committee, the reconfigured body should notably consider to:

- when developing and co-ordinating the implementation of a national strategy, use the Recommendation Rec (2021) 1 of the Saint-Denis Committee, in particular Appendix A (Safety) and Appendix C (Service), aiming at incorporating the safety and service elements in a balanced manner;
- introduce educational and social prevention measures in the new legal framework as part of the integrated safety, security and service approach;
- encourage all stakeholders to consider the scope for developing preventative, social and educational projects connected with football and other sports events, at both national and local level. In particular, activities aimed at children and junior supporters should incorporate the promotion of values such as respect, tolerance, anti-violence and non-discrimination; and
- encourage sport entities and players to be involved in these social and educational campaigns and projects.

Recommendation 5: The Hungarian authorities should in due time reinforce the roles and responsibilities of the existing Evaluation Committee, as a real national co-ordination body, aiming at adopting a national strategy on safety, security and service, a multi-agency communication and media strategy and, according to the evolution of the risks and threats, updating the legal, regulatory and administrative frameworks.

The legal framework should update the composition, role and functions of this national co-ordination committee, which should include representatives from all relevant public and private stakeholders.

The Committee should be broken down into regional and local committees. The working arrangements at regional and local level should be captured in a framework or Terms of Reference document so that complete clarity in terms of agencies involved, primacy, aims and objectives, roles and responsibilities, and ranking of personnel expected to participate in the group are clearly defined.

The Committee should lead the development of a national multi-agency strategy document. This document should outline the core elements of an integrated approach to safety, security, and service, and be agreed upon by all relevant stakeholders. It should serve as a guiding framework for collaboration and coordination across agencies involved in sports event management (status: essential).

Compliance

European Standards: While specific standards like BSEN 13200-1:2024 and BSEN 13200-10:2024 provide requirements within spectator facilities and setting a safe capacity, it is essential to consult the latest European and Hungarian standards to ensure compliance with current safety regulations:

- <https://bds-bg.org/en/project/show/bds:proj:125023>
- <https://bds-bg.org/en/project/show/bds:proj:122342>

Recommendation 6: The Hungarian authorities should seek to ensure that a fully documented procedure is in place to ensure ongoing oversight of compliance with the terms of the stadium licence. This will give assurance that the stadium licence conditions are met for every event and any identified issues that could affect public safety are dealt with. (status: important)

Recommendation 7: There should be a forum that is capable of receiving information about temporary or local matters that could impact on safety in or around the stadium, and which is capable of resolving or mitigating any risks to safety, and ensuring there is a record of such actions. (status: essential)

Article 5 - Safety, Security and Service in Sports Stadiums

Intent

5.1. The Parties shall ensure that national legal, regulatory or administrative frameworks require event organisers, in consultation with all partner agencies, to provide a safe and secure environment for all participants and spectators.

Compliance

- **Observation**

The Puskás Arena is a very good example of a modern and functional sports infrastructure, besides the fact that it is easily accessible by public transport. However, new sports infrastructures *per se* will not solve all the problems. As mentioned in the SGSA's Green Guide, the physical infrastructure (P factor) must go along with the safety management (S factor). Once a new infrastructure is in place, the most important work will be to effectively

manage the stadium operation (S factor) and train the appropriate people for a good safety management.

The delegation heard of the established Classification Committee structure established for oversight of risk assessment of football matches.

- **Comments**

Whilst the Classification Committee structure is commendable, following questioning a clear vulnerability became evident. Specifically, that there is no mechanism which would require a “near miss” to be reported to the authorities. This vulnerability is of concern due to the very clear associated safety and security risks of unreported “near misses”.

The significant investment in new and renewed sports infrastructures across the country should go in parallel with quick wins, including investing in capacity building of the safety managers, private security officers, stewards and volunteers, to give them a more prominent role inside the stadiums; updating the police strategy and tactics in accordance with European and international experience; as well as investing on service measures, so as to ensure a balanced integrated approach, as advocated by the Convention.

Legislation should be improved so as to clarify the roles and responsibilities of the different types of private security and stewards – at the stadium, the team observed two categories at the gates, wearing yellow and orange vests, but the difference in their roles and responsibilities was not clear.

It is also important that legislation reinforces the need for consultation between the organiser, the operator and other relevant stakeholders, namely the police and transport operators, with regard to safety and service arrangements.

Recommendation 8: The legal framework should clearly set the roles and responsibilities of the event organisers, including their obligation to consult with partner agencies on the safety and service plans and procedures. (status: important)

Recommendation 9: The HFF may wish to consider developing processes and procedures to address the “near miss” vulnerability with a specific focus on UCLF26. (status: important)

Intent

5.2. The Parties shall ensure that the competent public authorities put in place regulations arrangements to guarantee the effectiveness of stadium licensing procedures, certification arrangements and safety regulations in general and ensure their application, monitoring and enforcement.

5.3. The Parties shall require the relevant agencies to ensure that stadium design, infrastructure and associated crowd management arrangements comply with national and international standards and good practices.

Compliance

- **Observation**

Licensing and certification procedures and the decision-making process established in legislation are not clear enough, there is not an independent and competent body responsible for this area, besides the fact that the police play a prominent role, although safety is not their area of expertise.

- **Comments**

The legislation should comprise safety and service standards in balance with security ones. Moreover, it should establish a national independent and competent structure responsible for stadium licensing, certification and inspection.

Articles 5.2 and 5.3 of the Convention place an obligation on States to ensure the effectiveness of stadium safety arrangements (stadium safety certification in particular) by ensuring that national standards in respect of stadium design, infrastructure and associated safety management arrangements are in place, applied, monitored and enforced by the competent public authorities.

Recommendation 10: The Hungarian authorities should agree upon a system of “statements of intent”, setting out clearly the roles and responsibilities of the police and the safety management staff, as well as the arrangements for transferring overall responsibility to the police in case of a relevant incident. (status: essential)

Recommendation 11: The national co-ordination committee should consider establishing an independent public authority tasked to: develop stadium safety standards, covering physical infrastructure, technical equipment and safety management arrangements; monitor application; assess effectiveness; and issue stadium safety certificates. (status: important)

Recommendation 12: The local suitability licensing authority (or such other body setting the maximum safe capacity of the stadium) should take account not merely of the number of spectators that it can physically hold, having regard to its design and condition, but also the numbers that can be safely managed, in other words, the quality of the safety management. (status: essential)

The UK Guide to Safety at Sports Grounds (Green Guide), 6th Edition, is the international recognised standard for setting a safe capacity within a stadium and detailed design criteria (see: <https://sgsa.org.uk/physical-factors/calculating-safe-capacity/>).

Recommendation 13: The Hungarian authorities should seek to ensure that a fully documented procedure for pre-match checks is in place for every event and is made readily available to whoever holds responsibility for safety at the event. This will give greater assurance that the stadium is safe to be opened to the public. (status: important)

- **Comments**

The delegation observed the stewards' coordinators briefing at the Puskas Arena, which was consistent and touched upon all the necessary elements in order for them to cascade it down to their stewards teams. The shortage of stewards is a reality as well in Hungary. The company that was delivering stewarding services for the match Hungary vs Armenia, mentioned that on the same day they needed to provide 2400 stewards for 25 events taking place in Budapest. In the light of the UEFA Champions League final 2026 this can prove to be even more challenging having in mind the resources needed for an event of such scale.

HFF consistently supports the stewards training by including a paid extra hour during the deployment dedicated to briefing on the spot.

Recommendation 14: The Hungarian authorities and the HFF should invest further in identifying and implementing solutions to expand the pool of available stewards. Strengthening this workforce is essential to ensure adequate staffing and professional standards at sports events. (status: important)

Intent

5.4. 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, and incorporate, in particular, the provision of appropriate sanitary and refreshment facilities and good viewing conditions for all spectators.

Compliance

- **Observation**

At the match that the team attended, it was observed that there was a very clear segregation strategy, with buffers separating the two opponent organised groups of supporters and the general public. The supporter group of the Hungarian national team was located in a specific area and did not represent a challenge for the other spectators.

The stadium demographic was diverse and the environment was convivial, including families, women, children, elderly people and persons with disabilities.

During the fan walk of the Hungarian group of supporters, where ultras and hooligans prevailed, they were not sufficiently segregated in the public space, as police presence was not sufficient. Although there were no visible clashes within or between these and other supporters, the intensive use of different types of pyrotechnics caused some unrest in the other users of the public space and somehow hindered the possibility for families and children to participate in this walk.

The Puskás Arena has a sufficient and qualitative offer of refreshment areas and toilets, as well as sufficient physical conditions for persons with disabilities.

- **Comments**

As mentioned above, and despite the fact that several important infrastructures are new and modern, the State and sports associations should prioritise the quick wins in the areas of safety and service, aiming at ensuring a diverse demography and enabling families to attend the match in a convivial atmosphere.

Recommendation 15: The Hungarian football authorities and clubs should follow UEFA/ AccessibAll and IPC accessibility standards listed below, as well as the T-S4 Recommendation Rec (2021)1, Annex C (Service) on recommended good practices on “Inclusiveness and Combating Discrimination and Intolerance” and “Inclusiveness and Disabled Supporters”, and ensure that all existing sports venues carry out an accessibility audit to enable development of an action plan for improvements to increase diversity and equality. (status: important)

Advice can also be found in the links to the documents set out below:

a) UEFA/CAFE Standard

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

b) IPC Standard

https://www.paralympic.org/sites/default/files/document/130902143349868_IPC+Accessibility+Guide_2nd+EDITION_FINAL.pdf

Intent

- 5.5. The Parties shall ensure that stadiums’ operating arrangements are comprehensive; make provision for effective liaison with the police, emergency services and partner agencies; and incorporate clear policies and procedures on matters that might impact on crowd management and associated safety and security risks, in particular:*
- the use of pyrotechnics;*
 - any violent or other prohibited behaviour; and*
 - any racist or other discriminatory behaviour.*

The aim of Article 5.5 is to oblige States to ensure that stadium authorities, in consultation with public authorities and other stakeholders, develop effective arrangements for identifying, preventing and tackling established and/or emerging in-stadiums safety and security risks, notably in respect of supporter behaviour.

Compliance

- **Observation**

During the match, the team observed that the security (policing) element was balanced with the safety one inside the stadium. Police units, including riot ones, deployed for the outside of the stadium adopted a rather low profile, given the risk level of the match, which is a good practice.

There was a clear balance between the police and the stewarding resources inside the stadium.

The police interacted with the stadium safety manager and officers before the match and analysed the risk assessment, in order to have a common approach. Moreover, private security officers follow periodic training, including on-site. Authorities estimate that there is a clear need for improving their training, namely on English language skills.

It was not clear for the team if there are “statements of intent” setting out the roles and responsibilities of namely the police and the safety management personnel. (see Recommendation 13 above)

The lawmaker should update provisions on the responsibilities of the event organiser and a clearer division of roles and responsibilities.

- **Comments**

It is crucial that the law sets a clear division of responsibilities between the police, the sports authorities and the event organiser, while ensuring the necessary balance between safety, security and service.

With regard to the roles and responsibilities of the different competent authorities inside the stadium and in the grey zone (between the public and private area, outside of the stadium), it is important to make sure that they are agreed upon and written, and, in particular, the transfer of responsibilities to the police in case of a public order or criminal incident, so they can be clearly understood by all parties.

Recommendation 16: The relevant authorities should identify and implement systems for ensuring the provision of adequate and appropriate training at both the theoretical and practical level for safety officers, supervisors and safety stewards, and establish, document and monitor procedures for ensuring that those who have been trained are then assessed as being competent to perform their allocated tasks. (See [Recommendation Rec\(2021\)1, Annex A, Appendix 33](#)) (status: important)

Recommendation 17: A national network should be established to enable stadium Safety Officers to share information along with sharing expertise and good practises. (ESSMA, the European Stadium & Safety Management Association is the European network for this practice <http://www.essma.eu/>.) (status: desirable)

Recommendation 18: It is recommended that all safety management procedures for events at the stadium are documented in an Operations Manual. The importance of such documented procedures is critical to achieve continuous improvement through review. (status: important)

– *the use of pyrotechnics*

Compliance

• Observation

Article 5(5) of the Convention obliges each State to develop effective arrangements for identifying, preventing and tackling established and emerging in-stadiums safety and security risks and to develop such arrangements in consultation with public authorities and stakeholders. The issue of pyrotechnic use in stadiums is cited as a key issue covered by this Article.

In Hungary, and despite the fact that the possession and use of pyrotechnics is forbidden by law, the massive use of pyrotechnics seems to be integral part of the ultra-culture. The fan walk of the national team's group of supporters to the match was clear evidence of that context. Inside the stadium, the team did not observe any incidents with pyrotechnics.

The Hungarian sports authorities apply UEFA's three steps procedure when pyrotechnic incidents occur:

1. Move Away from the pyrotechnic,
2. Leave it Alone, and
3. Let it Burn Out.

• Comments

It is important that all sports organisations apply the same policy and train their teams – safety officers, stewards, referees and players - on how to deal with pyrotechnics thrown into the pitch. It is also important that private security companies, firefighters, and other relevant stakeholders are aware and apply these safety procedures.

As regards the supporters and other spectators, there is a need to have a preventative public health approach, including the launch of a public campaign on the risks associated to the use of pyrotechnics at sports events.

On the repressive side, whenever possible, the sanctions should be applied to the individual perpetrators and not to their group of supporters or their club, in particular when the new technologies will be in place and running effectively.

Compliance

Hungary is not alone in experiencing significant problems associated with the use of pyrotechnics in and around stadiums. Confronting this issue will not be easy for any State. However, the findings of an independent scientific study of the health and safety risks associated with the use of all pyrotechnical devices in stadiums and vicinity (commissioned jointly by UEFA and FSE) are unequivocal: "There is no safe use of pyrotechnics in spectator areas or other crowded areas of football stadiums". The study also stressed that this risk is

applied to all participants at a football event including safety and security personnel and players and officials.

Recommendation 19: The Hungarian authorities should launch a public campaign to raise the awareness of the fans about the risks associated to the use of pyrotechnics at football matches and other sports events, in accordance with the recent scientific studies on this matter.

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

Recommendation 20: For major football and other sports events, all fire officers, police officers, stewards, private security, staff of the stadium authorities, referees, players and all other persons working at the stadium, especially the key decision makers, should be briefed and trained on the UEFA pyrotechnic policy and guidelines and the action required to be taken by them to ensure that the proper procedures are used and the proper action taken to ensure the safety of all persons if pyrotechnics incidents occur. (status: important)

– *any violent or other prohibited behaviour*

Compliance

- **Observation**

Hungarian authorities acknowledge that hooliganism and sport-related violence are a priority that needs to be tackled, mainly in the major football clubs.

The most recent amendments to the law focus on preventing and responding to serious incidents and disorder around major sports events and excluding troublemakers.

- **Comments**

The team salutes the fact that there is a general consensus on the need to prevent and tackle hooliganism and sport-related violence, so that families can return to the stadiums, and the overall context can improve in terms of safety and security.

Recommendation 21: The Hungarian authorities should consolidate effective policies to prevent, deter and respond to violent behaviour, namely through public campaigns, while progressing steadily towards a more balanced integration with the service pillar. (status: essential)

– *any racist or other discriminatory behaviour*

Compliance

- **Observation**

The current legislation has provisions that punish hate speech and discrimination.

- **Comments**

Hungarian authorities are conscious of the existence and potential increase of racist and discriminatory behaviour at sports events. That concern should lead to an improvement of the legal framework, which should balance preventative and repressive approaches.

Recommendation 22: The Hungarian authorities should reinforce the legal framework and draft and implement a national strategy on combating hate speech, as well as adopt or improve public campaigns aimed at preventing any racist or other discriminatory behaviour, namely benefiting from the campaign of the EU-CoE joint project on “Combating hate speech in sport”, and guidance and assistance from international organisations who are experienced in drafting and delivering such programmes (ex: FARE).

The relevant authorities should continue to apply zero tolerance in respect of any kind of discrimination inside the stadium and public spaces on the occasion of major sports events.

The relevant authorities should put measures in place to refuse entry into the venue for spectators who display or carry with them racist or other discriminatory leaflets, symbols or banners and that the relevant authorities continue to apply zero tolerance in respect of any kind of discrimination inside the stadium and public spaces on the occasion of major sports events. (status: important)

Intent

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

Compliance

- **Observation**

Like other European countries, Hungary has been facing, namely since the aftermath of the COVID-19 pandemic period, difficulties in selecting and recruiting a sufficient number of qualified private security officers for sports events.

The team was informed that private security officers for major sports events are provided by private security companies, that they are trained and qualified as private security officers, and receive additional training for working in the context of sports events.

Furthermore, the team was informed that, so far, police and stewards do not receive common training and do not hold joint exercises, although they have a complementary role during match-days.

The provision of qualified safety managers and stewards is complemented by the new technologies – namely because these technologies need to be operated by qualified people -,

which will have a preventive effect and enable identifying the perpetrators and individualising the sanctions.

- **Comments**

It is for each country to determine how it prescribes minimum national stadium safety standards, and a range of options are practiced across Europe. However, to ensure that each stadium is in compliance with national standards, some countries enshrine the standards in a generic stadium safety certificate (as detailed in the INTERPOL Guidance: [INTERPOL Guide to Stadium Safety and Security Licensing and Certification-V2.pdf](#))

Stadium safety standards should be consistent with T-S4 recommendation on this subject (See [Recommendation \(2021\)1, Annex A – Safety, Appendix 33, and Annex D - Checklist](#), which provides a checklist of measures to be taken by the organisers of professional sports events and by the public authorities). A wide range of additional sources of information on safety standards for sports stadiums is available, including UEFA and FIFA Safety Regulations and the UK Sports Grounds Safety Authority's Green Guide.

Stadium Safety Officers

European experience demonstrates that the role of stadium safety officers is integral to the development of integrated local in-stadiums safety arrangements.

Stadium safety officers should play a pivotal role in all matters concerning stadiums safety and crowd management.

It is recommended that the issue of a stadium safety certificate should be subject to the stadiums having a designated, and accredited as competent, stadium safety officer tasked with responsibility for all in-stadiums safety, security and service matters.

This will require clarification of the process for designating the training and accreditation arrangements for stadium safety officers. The content of the training will need to be linked to the development of more comprehensive and effective stadium safety management arrangements.

A parallel initiative should be pursued in terms of seeking and determining the timing and other arrangements for the provision of expert UEFA joint training for stadium safety officers and police match commanders.

In addition, it will be necessary to identify the legal changes necessary and desirable to empower and inform the roles and responsibilities of stadium safety officers. Thereafter, the role of the national co-ordination committee would be to monitor and evaluate the impact of the training on the efficacy of stadium safety management arrangements

The following good practices should be taken into account:

1. safety officers should have prime responsibility for all stadiums safety issues, including stadium maintenance and crowd management on match days;
2. safety officers should be occupationally competent for the role once they have sufficient training, experience and knowledge, to be able to implement the functions detailed in a model job description;
3. in order to effectively discharge their responsibilities, safety officers should be given a detailed job description which clearly sets out the functions of the post;
4. safety officers should have the necessary character to be able to quickly assess and deal with developing situations in a calm manner and the ability to communicate clearly to their staff;
5. on event days, the safety officer must have the authority to make immediate decisions on spectator safety without having to refer to senior management, board members or event organisers;
6. no decision which could have implications for safety should be taken without the agreement of the safety officer;
7. the safety officer must be able, and be permitted, to commit sufficient time to all events to enable thorough preparation and planning to be undertaken;
8. the safety officer needs to plan or at least participate in regular testing and exercising all emergency procedures;
9. the specific responsibilities of the safety officers could include but are not limited to:
 - pre-event planning and risk assessments;
 - pre-event inspections;
 - developing safety management systems;
 - preparing, monitoring and reviewing safety documentation and safety management systems;
 - contributing to the safe capacity assessments;
 - recruiting and organising the training of sufficient stewards;
 - interacting with external agencies including the local authority, the police and other emergency services;
 - maintaining safety records;
 - investigation and reporting of incidents and accidents;
 - pre-event planning and risk assessments;
 - pre-event inspections;
 - developing safety management systems;
 - preparing, monitoring and reviewing safety documentation and safety management systems;
 - contributing to the safe capacity assessments;
 - recruiting and organising the training of sufficient stewards;
 - interacting with external agencies including the local authority, the police and other emergency services;
 - maintaining safety records; and
 - investigation and reporting of incidents and accidents.

Recommendation 23: The Club Safety Officer/representative should be provided with a detailed job description which clearly sets out the functions of their post. The T-S4

Recommendation Rec(2021)1 (Annex A - Safety) and its good practices may be used to compile a checklist of functions necessary for the role.

The national co-ordination committee should set the minimum areas of competence to be demonstrated by such safety officers, supervisors and safety stewards, taking into account both the core functions of each group and the variety of roles that they may perform, having regard to the checklists in the T-S4 Recommendation on this subject (see **T-S4 Recommendation (2021) 1, Annex A – Safety -, Appendix 33, and Annex D - Checklist**). (status: important)

Safety officers and stewards are an essential part not only of the stadium safety management structure, but also of the safety and service arrangements in the fan zones and other similar areas.

The law should prescribe that private security officers receive additional specific training on stewarding, to work more effectively in the context of sports events.

Likewise, stadium safety managers or co-ordinators should also receive specific training to perform such important tasks.

The police, safety managers and private security officers should receive common training and do hold stadium joint exercises on a regular basis, to make more effective their complementary role during match-days.

The police should have a vested interest that the safety managers and private security officers are more qualified, better trained and equipped and that they hold common exercises, so that police can be more concentrated in their security missions.

Recommendation 24: The Hungarian authorities should improve recruitment, accreditation, training and assessment of safety managers and stewards, whenever possible complemented by regular common training and exercises with the police. (see **Appendixes 33, 36 and 41 of Recommendation Rec (2021)1, Annex A on Safety, of the Committee**) and **recommendation Rec (2022) 2 (Annex 2)** which provides a model of regulatory framework on stewarding and private security at sport events.

The Hungarian authorities should equip and train police and stewards in an appropriate manner, namely in foreign languages.

The HFF may wish to consider using the forthcoming UCLF26 as an opportunity to develop and deliver training focused on the integrated approach and service to security and stewarding staff due to be deployed to the UCLF. (status: essential)

Recommendation 25: The event organiser should develop and set out a level of service and training expected of personnel supplied by the private security company. A contract to this effect such as a service level agreement specifying the numbers, and quality of safety staff should be in place. (See **Recommendation Rec(2021)1, Annex A**). (status: important)

Recommendation 26: In the case of a safety officer and safety management team being used which are not those normally the responsible persons within the venue, a thorough review of the competence of such people should be carried out by a competent authority

and if any deficiencies are identified, appropriate amendments made to the safety management arrangements factor and, as a consequence, the maximum safe capacity level set out in the safety certificate. (status: important)

Article 6 - Safety, Security and Service in Public Places

Intent

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

- a. assessing risk and preparing appropriate preventative measures designed to minimise disruption and provide reassurances to the local community and businesses, in particular those located in the vicinity of where the event is taking place or public viewing areas;*

Compliance

- **Observations**

For most spectators travelling to, or egressing from, a stadium or arena, in order to connect with a public transport hub, a car park or local amenities, their journey will involve passing through routes or areas that lie beyond the outer perimeter of the sports venue.

This external zone, which may consist of a network of routes and areas, or in some locations a single expanse of land, is referred to as Zone Ex.

Although the routes or areas that make up external areas (Zone Ex) do not, in most locations, fall within the jurisdiction of the sports venue management, they will either be part of the public realm or under private ownership, clearly, they are key to the safe and secure arrival and departure of spectators.

It is therefore vital that planning for the movement of people through Zone Ex involves the input of all relevant external organisations, such as the police, local authorities, highway agencies and, where applicable, the owners of private property.

Within such a multi-agency approach it is important to establish which organisation or agency has the lead responsibility for co-ordinating the management of Zone Ex on an event day, and for this role to be recorded in the Transport plan and Operations Manual and in the sports venue safety management structure.

Further details can be found in the UK Guide to Safety at Sports Grounds (Green Guide):

- <https://sgsa.org.uk/document/greenguide/>
- <https://sgsa.org.uk/physical-factors/zone-ex/>

Recommendation 27: The relevant authorities should take account of the good practice contained in the Recommendation Rec (2021) 1 of the Saint-Denis Committee in developing plans for organised and spontaneous fan areas. Appropriate safety and security preparations should be developed; effective crowd management and crowd control arrangements should be in place for fan meeting points and fan walks. (status: important)

Recommendation 28: The organisers of events at stadia should develop partnerships with local community to ensure that business as usual can be maintained whenever possible on the day of the event. (status: desirable)

- b creating a safe, secure and welcoming environment in public spaces that are designated for supporters to gather before and after the event, or locations in which supporters can be expected to frequent of their own volition, and along transit routes to and from the city and/or to and from the stadium.*

Compliance

- **Observations**

See observations and comments above.

Article 7 - Contingency and Emergency Planning

Intent

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

Compliance

- **Observations**

During the match, the team visited the command-and-control room, which only comprised the police, the safety staff and a CCTV system. They seem to have the good practice of organising crisis management meetings, but it was not clear for the team if they have a crisis communication strategy in place.

In the preparation for a match, the private security company drafts a match specific safety operational plan and shares it with their supervisors one or two days before the match. They keep a record online in their platform and log all relevant actions.

- **Comments**

It is important that the safety management work with the police, emergency services and other competent local bodies, to develop comprehensive multi-agency contingency and emergency plans, in all the main stadiums and arenas, as well as in the fan zones – for instance, at international competitions -, and that they are tested and refined through joint exercises.

Moreover, the law should establish the need for emergency and contingency plans at sports venues.

Recommendation 29: A detailed command and control structure should be documented to provide details of the role of each party within the safety management operation and their specific responsibilities. This is considered to be essential to develop a clear hierarchical structure for clarity of who is in overall command of the event. See [Recommendation Rec\(2021\)1 – Annex A](#). All key decision makers should be located together in the same room. (status: important)

Recommendation 30: The safety management team should work with the police, emergency services and other competent local bodies, to develop comprehensive multi-agency contingency and emergency plans, in the sports venues and other relevant premises, and that they are tested and refined in multi-agency table-top exercises. Once developed, the contingency plans in each stadium should be tested in multi-agency table-top exercises designed to identify any gaps in the contingency arrangements. Such exercises should involve all parties involved in the delivery of the event and incorporate a selection of differing scenarios which could occur either before, during or after a match. (status: essential)

Recommendation 31: The relevant bodies should ensure that the procedures based on technologies, like ticketing and accreditation, should have a redundant system to ensure business continuity, so as mitigate the impact of technical failures of cyberattacks. Namely, regarding electronic entry systems, stadium management should develop a robust backup system for use in case of a systems failure. (status: essential)

Recommendation 32: The relevant authorities should:

- (i) review and determine the appropriate pre-entry searching regime to be applied during the matches and the measures required to mitigate entry delays (e.g., effective signage en-route to the stadiums, explanatory communications to visiting supporters, pre-match entertainment, etc.);
- (ii) consider the response to be adopted should delays on entry generate safety risks;
- (iii) once the arrangements have been reviewed, the outcome should feature in stadium contingency plans designating responsibility for determining whether

- or not to weaken security checks in the event of an emerging safety scenario;
and
(iv) as with other contingency plans, the arrangements should be subject to a multi-agency table-top exercise. (status: important).

Article 8 - Engagement with Supporters and Local Communities

Intent

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

The aim of Article 8 is to highlight the importance of encouraging all national and local agencies engaged in football-related planning and operations to communicate effectively with supporters, resident communities in host cities and territories, and other stakeholders.

Compliance

- **Observations**

Although meetings with supporter organisations are foreseen in the T-S4 Guidelines on Monitoring as part of the visits, and despite the fact that it was reminded to the host authorities, the team was not able to meet representatives of supporters.

There seems not to be an umbrella organisation of supporter groups in Hungary, while the main supporter group is the Carpathian Brigade, which supports the national team.

However, supporters should consider setting up a solid umbrella organisation, and define a strategy that enables them to resolve their differences, namely building upon existing experience (for example through the FSE network).

The HFF developed a fan app, which facilitates communication and exchange of relevant information with fans.

- **Comments**

Supporter representatives and local communities and businesses should be included in the national, regional and local coordination and cooperation instances, at least at some stage, to give them a sense of belonging and co-accountability throughout the different stages of the organisation of sports events.

Notably, local communities and businesses, in particular those in the vicinity of stadiums, should be consulted in the host cities' security and mobility plans decision-making process.

Public and sports authorities need to further invest in creating channels of communication with supporter groups.

Recommendation 33: The relevant public and football authorities should improve dialogue and communication with supporters, by developing and implementing supporter communication strategies, taking full account of established European good practices as set out in the Recommendation Rec (2021) 1 of the Saint-Denis Committee on Safety, Security and Service at Football Matches and other Sports Events.

The relevant authorities should ensure that the needs of supporters and local communities are taken into account from the planning to the delivery of sports events, namely by integrating their representatives in the national and local co-ordination committees. (status: important)

Recommendation 34: The legal framework should establish the need for national team matches and matches played in the top divisions' clubs to appoint supporter liaison officers (SLO) and disability and access officers (DAO). It is important to recognise that these roles should not normally be added to the job description of safety officers but should in fact be stand-alone roles. (see [Recommendation Rec \(2021\)1, Annex C, UEFA Practical Guide to Supporter Liaison Officer](#) and [UEFA Accessibility Guidelines](#)).

The authorities should work with UEFA and Football Supporters Europe in the development of the role and the training of the SLO and give support in their role by undertaking the UEFA Academy Education Programme.

In respect of the UCLF26, the HFF may wish to consider appointing a dedicated SLO to act as a conduit between the Finalist SLOs and UEFA SLOs. (status: important)

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

Compliance

• Observations

Prevention is a priority of the Ministries of Interior and Defence and the Football Federation. There are already several interesting initiatives in place, in the field of social-educational prevention and the overall promotion of sport throughout the community.

An example of a national project focused on community building is “Heracles Programme”, aimed at supporting the career of young athletes for development in Olympic sports.

• Comments

The Hungarian authorities should strive to strengthen the service pillar, namely through improving dialogue and communication with supporters and the local communities and implementing more widespread social-educational projects aiming at educating the new generation of supporters.

European experience demonstrates the importance of developing and implementing a range of social and preventative projects designed to lure young supporters away from negative fan behaviour, not least through promoting a culture of tolerance and respect for others irrespective of team supported and other manifestations of diversity.

Similarly, European experience evidence that the participation of professional football clubs and national federations in a range of community-based social, crime prevention, educational and other projects can assist in developing closer links between the clubs and the wider community. Such projects not only promote a very positive public image of the club but can also add value to the delivery of the project, for example, by using club facilities to encourage disaffected or alienated young people to participate in educational and other initiatives. Moreover, and importantly, community engagement can help encourage a wider, cross-section of people to attend football events, particularly if such initiatives are accompanied by the kind of high-profile improvements to stadium facilities observed by the team during the visit.

Recommendation 35: The Hungarian authorities should encourage all stakeholders to consider the scope for developing preventative, social and educational projects connected with football events at both national and local level, whenever possible using players as role models. In particular, activities aimed at children and junior supporters should incorporate the promotion of values such as respect, tolerance, anti-violence and non-discrimination (see T-S4 Recommendation (2021)1, Annex C). (status: important)

Recommendation 36: The law should integrate or reinforce the service element and ensure a balance between preventative and repressive measures. (status: important)

Recommendation 37: The national authorities should work together with all partner agencies in order to enable a large diversity of people at the stadium, including women, children, persons with disabilities, etc. (status: important)

Recommendation 38: The sports authorities should be encouraged to develop relations with all categories of supporters, to encourage inclusion for the majority in a transparent and constructive way (see Recommendation (2021)1, Annex C). (status: important)

Article 9 - Police Strategies and Operations

Intent

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

Compliance

• Observations

Based on the observations of the match, the team was not able to estimate if police strategies and tactics should be evaluated and refined, in order to, based on a dynamic risk assessment, decrease the number of police officers and balancing the number of riot units with other police units inside the stadium.

• Comments

The police should further invest in training of police officers and on updating its tactics doctrine, including regular participation in CEPOL courses on policing of major sports events and international police cooperation.

The police should also consider delivering specific training for match commanders, spotters and football intelligence officers. More specifically, a national network of spotters should be set up and trained based on European good practices.

Recommendation 39: The police should ensure regular specialised training for match commanders, spotters and football intelligence officers, in accordance with European good practice, and envisage common training and exercises with safety personnel. (status: important)

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

Compliance

• Observations

See observations above.

• Comments

Public and sports authorities acknowledge that there is a need to improve dialogue and communication between police and the supporter groups, namely through the SLO and DAO figures that should be established by law and consolidated in the future by the Hungarian sports authorities.

Recommendation 40: Police forces and other local agencies should commit to opening communication channels with SLOs and DAOs – when they are established - and supporters, in line with the guidance set out in the [T-S4 Recommendation Rec \(2021\) 1 – Annex C, Appendix M](#), and the EU Handbook on Police Liaison with Supporters (12792/16). (status: important)

Recommendation 41: The Hungarian police authorities should continue the development of intelligence gathering and dynamic risk assessment systems in order to adopt a risk-based deployment of forces. (status: essential)

Intent

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

Compliance

- **Observations**

Police liaison with supporters is of paramount importance, and extensive European experience at a number of major football tournaments over the past decade has shown that encouraging police personnel to adopt a welcoming and friendly approach to supporters can be an effective policing tactic. Adopting such a policy can be challenging and frustrating for staff, especially if it is not routine and they have to deal with a diverse range of visiting supporters from different cultures and speaking different languages.

Recommendation 42: Police units deployed at sports events should be encouraged to interact proactively with supporters and to adopt a welcoming and friendly but firm attitude towards them. (status: important).

Article 10 - Prevention and Sanctioning of Offending Behaviour

Intent

10.1. The Parties shall take all possible measures to reduce the risk of individuals or groups participating in or organising incidents of violence or disorder.

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

Compliance

The aim of Article 10 is to oblige all States to review existing arrangements for preventing and sanctioning persons who act in a violent or other unacceptable manner in connection with football events at home and abroad, notably, though not exclusively, through consideration of how to ensure that individuals committing offences receive appropriate and effective sanctions excluding them (temporarily) from the football experience.

• Observations

As said above, the Hungarian authorities set as one of the priorities the fight against violence and hooliganism.

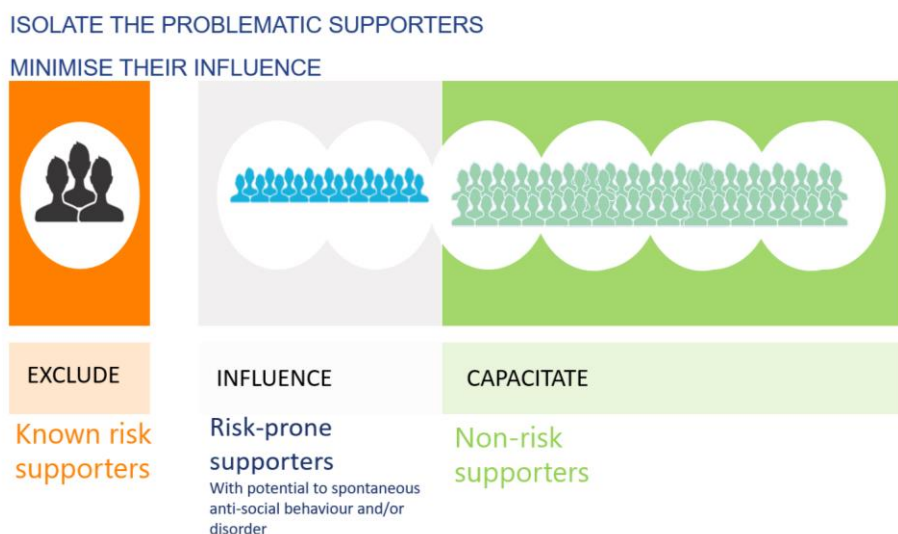
Moreover, the ticketing system needs to be enhanced, so that people can be controlled or identified through tickets.

There is a ticketing app, implemented since January 2025, called “Fan Club” App” and supporters can also buy tickets via their supporters group website.

The banning orders cover football and other sports, as well as travelling abroad to attend sports events.

The exclusion arrangements also need to be improved.

A balanced and sustainable national strategy to prevent sport-related violence should take into account the fact that there are three categories of supporters and there is a need for public and private authorities to address them with different tools: firstly, the vast majority of supporters are non-risk and it is important to empower them, in order to reinforce their positive influence on the other supporters; secondly, the risk-prone supporters are a minority that need to be influenced to become non-risk ones; and, thirdly, the tiny minority are known risk supporters, whose influence should be minimised, and they need to be isolated and excluded from sports events (see image below):



• Comments

The enhanced national co-ordination committee to be established should improve the exclusion strategies, with a view to introducing a more effective banning orders system, taking advantage of the CCTV in the main stadiums of the top league, and the future implementation of the fully digital ticketing system, as detailed in Annex B (Security) of the T-RV Recommendation Rec (2021)¹.

Moreover, the team encourages the Hungarian authorities to create a network of sport prosecutors and magistrates, to raise awareness of sport-related violence and criminality and be part of the MARS international network of prosecutors and magistrates responsible for sport, created by the Council of Europe.

Recommendation 43: The new national co-ordination committee should improve the exclusion strategies, with a view to introducing a more effective banning orders system, namely taking advantage of the CCTV and digital ticketing system, as detailed in Annex B on security of the Recommendation Rec (2021)¹ of the Saint-Denis Committee. (status: important)

Recommendation 44: The Hungarian authorities are encouraged to create a network of prosecutors and magistrates responsible for sport, to raise awareness of sport-related violence and criminality and be part of the international network of magistrates and prosecutors (MARS), of the Council of Europe. (status: important).

Article 11 - International Co-operation

Intent

- 11.1. The Parties shall co-operate closely on all matters covered by this Convention and related matters, in order to maximise collaboration in respect of international events, share experiences and participate in the development of good practices.*
- 11.2. The Parties shall, without prejudice to existing national provisions, in particular the allocation of powers among the different services and authorities, set up or designate a national football information point within the police force (NFIP). The NFIP shall:*
- a. act as the direct and single contact point for exchanging general (strategic, operational and tactical) information in connection with a football match with an international dimension;*
 - b. exchange personal data in accordance with the applicable domestic and international rules;*
 - c. facilitate, co-ordinate or organise the implementation of international police co-operation in connection with football matches with an international dimension;*
 - d. be capable of fulfilling efficiently and promptly the tasks assigned to it. (...)*
- 11.5. The Parties shall co-operate at international level in respect of sharing good practices and information on preventative, educational and informative projects and the establishment of partnerships with all agencies involved in the delivery of national and local initiatives, focused on or driven by the local community and supporters.*

Compliance

• Observations

The team highlights the fact that the composition of the Hungarian delegation to the Saint-Denis Committee is a good practice to be followed by other States Parties to the Convention, both with regard to its high-level and multiagency composition. This highly facilitates the cooperation between the Committee and the Hungarian authorities and the more effective implementation of the Convention at national level.

• Comments

The Hungarian authorities should maintain regular and long-term close co-operation with the Saint-Denis Committee in respect of international events, share experiences and participate in the development of good practices, in particular on preventative, educational and informative projects and the establishment of partnerships with all agencies involved in the delivery of national and local initiatives, focused on or driven by the local community and supporters.

The Hungarian NFIP is part of the NFIP network fulfilling its tasks under the provisions of the EU Council Decision 2002/348/JHA, of 25 April 2002, concerning security in connection with football matches with an international dimension. It is based at the level of Hungarian National Police HQ and provides service for all local police forces across the country, and it is also responsible for the international police cooperation aspects.

With only 2 full time officers staffing the NFIP, Hungary is not meeting the European average which is 4,9 full time officers per NFIP. Given the complexity and scope of responsibilities assigned to the NFIP, the current staffing levels are clearly inadequate and are negatively impacting the effectiveness of international police cooperation.

The Hungarian NFIP should be regularly resourced, trained and equipped, to effectively undertake its roles and responsibilities, as set out in Article 11.2 of the Convention.

Recommendation 45: The Hungarian authorities should ensure that all police commanders and their personnel engaged in the preparations for, and operations during major sports events keep receiving appropriate and specialist training in European policing football good practices. (status: important)

Recommendation 46: The Hungarian National Football Information Point (NFIP) should be regularly resourced, trained and equipped, to effectively undertake its roles and responsibilities.

The Hungarian police authorities should continue the investment in the development of the national police spotters network and in their training.

The Hungarian NFIP should organise annual meetings of its national network of spotters, mainly after the end of the football season in order to address the emerging challenges and the attention points. (status: important)

SECTION D - Concluding remarks and Draft Action Plan

D.1 - Concluding remarks

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

- assist and support the authorities in Hungary in developing a balanced multiagency integrated approach to safety, security and service at football matches and other sports events, based on established good practice, and customised to fit national circumstances; and
- assess the extent to which the current safety, security and service arrangements are compliant with the 11 policy articles of the convention and the good practices contained in T-S4 Recommendations (2021)1, (2022)1, (2022)2, (2025)1 and (2025)2.

The team would like to stress once more that the Committee is engaged in providing the governmental and football authorities, and other competent agencies, in Hungary with further support in meeting the challenges that lie ahead. The Committee will follow-up the progress made by the authorities in Hungary concerning implementation of the recommendations in this report, as established in the T-S4 Guidelines on Monitoring.

Finally, the team would like to thank, once again, all the hosts in Hungary who provided much appreciated help and support and demonstrated impressive levels of co-operation and patience throughout the visit.

D.2 - Draft Action Plan

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

Saint-Denis Committee

Monitoring visit to Hungary (Budapest 10-11 October 2025)

**REPORT OF THE MONITORING VISIT
DRAFT ACTION PLAN**

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

- demonstrate compliance with the principles and outcomes enshrined in the 11 policy articles of the Convention;
- reflect the established good practices on safety, security and service contained in T-S4 Recommendations (2021) 1, (2022)1, (2022)2, (2025)1 and (2025)2; and
- ensure that football stadiums (and other sports venues) provide a safe, secure and welcoming experience for all spectators and other participants.

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

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

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

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

The team stands ready to provide, on request, support and assistance in taking forward the actions recommended in this draft Action Plan.

Article 1 - Scope of the Convention

Recommendation 1: (status: desirable)

The (proposed revised) legal framework should specify that all professional football matches and other sports played in Hungary are subject to the articles of the Convention. In addition, the Ministry of Defence should consider and clarify in law what other sports events, if any, are subject to the Convention.

Milestones	Timing	Lead Agency	Progress

Article 2 - Aim of the Convention

Recommendation 2: (status: desirable)

The legal framework should include a generic commitment to delivering an integrated multi-agency approach to safety, security and service in connection with professional football events (inside and outside of stadiums and irrespective of the timing and location). This may be achieved through the activation of existing structures, namely the Committee in charge of Classifying Security of Sports Events, or through the effective operation of a national coordination committee that may suggest the necessary legal amendments.

Milestones	Timing	Lead Agency	Progress
Recommendation 3: (status: desirable) The HFF may wish to consider expanding their engagement with fellow European Federations who have established integrated approach models on a regular basis and not only in the case of a major final.			
Milestones	Timing	Lead Agency	Progress
Article 3 – Definitions			
Recommendation 4: (status: desirable) The legal framework should incorporate the definitions of safety, security and service, set out in Article 3 of the Convention.			
Milestones	Timing	Lead Agency	Progress

Article 4 - National and Local Co-ordination Arrangements

Recommendation 5: (status: essential)

The Hungarian authorities should in due time reinforce the roles and responsibilities of the existing Evaluation Committee, as a real national co-ordination body, aiming at adopting a national strategy on safety, security and service, a multi-agency communication and media strategy and, according to the evolution of the risks and threats, updating the legal, regulatory and administrative frameworks.

The legal framework should update the composition, role and functions of this national co-ordination committee, which should include representatives from all relevant public and private stakeholders.

The Committee should be broken down into regional and local committees. The working arrangements at regional and local level should be captured in a framework or Terms of Reference document so that complete clarity in terms of agencies involved, primacy, aims and objectives, roles and responsibilities, and ranking of personnel expected to participate in the group are clearly defined. The Committee should lead the development of a national multi-agency strategy document. This document should outline the core elements of an integrated approach to safety, security, and service, and be agreed upon by all relevant stakeholders. It should serve as a guiding framework for collaboration and coordination across agencies involved in sports event management.

Milestones	Timing	Lead Agency	Progress

Recommendation 6: (status: important)

The Hungarian authorities should seek to ensure that a fully documented procedure is in place to ensure ongoing oversight of compliance with the terms of the stadium licence. This will give assurance that the stadium licence conditions are met for every event and any identified issues that could affect public safety are dealt with.

Milestones	Timing	Lead Agency	Progress
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Recommendation 7: (status: essential) There should be a forum that is capable of receiving information about temporary or local matters that could impact on safety in or around the stadium, and which is capable of resolving or mitigating any risks to safety, and ensuring there is a record of such actions.			
Milestones	Timing	Lead Agency	Progress
Article 5 - Safety, Security and Service in Sports stadiums			
Recommendation 8: (status: important) The legal framework should clearly set the roles and responsibilities of the event organisers, including their obligation to consult with partner agencies on the safety and service plans and procedures.			
Milestones	Timing	Lead Agency	Progress
Recommendation 9: (status: important) The HFF may wish to consider developing processes and procedures to address the “near miss” vulnerability with a specific focus on UCLF26.			

Milestones	Timing	Lead Agency	Progress
Recommendation 10: (status: essential) The Hungarian authorities should agree upon a system of “statements of intent”, setting out clearly the roles and responsibilities of the police and the safety management staff, as well as the arrangements for transferring overall responsibility to the police in case of a relevant incident.			
Milestones	Timing	Lead Agency	Progress
Recommendation 11: (status: important) The national co-ordination committee should consider establishing an independent public authority tasked to: develop stadium safety standards, covering physical infrastructure, technical equipment and safety management arrangements; monitor application; assess effectiveness; and issue stadium safety certificates.			
Milestones	Timing	Lead Agency	Progress
Recommendation 12: (status: essential) The local suitability licensing authority (or such other body setting the maximum safe capacity of the stadium) should take account not merely of the number of spectators that it can physically hold, having regard to its design and condition, but also the numbers that can be safely managed, in other words, the quality of the safety management.			

The UK Guide to Safety at Sports Grounds 6th Edition (Green Guide) is the international recognised standard for setting a safe capacity within a stadium and detailed design criteria (see: <https://sgsa.org.uk/physical-factors/calculating-safe-capacity/>).

Milestones	Timing	Lead Agency	Progress

Recommendation 13: (status: important)

The Hungarian authorities should seek to ensure that a fully documented procedure for pre-match checks is in place for every event, and is made readily available to whoever holds responsibility for safety at the event. This will give greater assurance that the stadium is safe to be opened to the public.

Milestones	Timing	Lead Agency	Progress

Recommendation 14: (status: important)

The Hungarian authorities and the HFA should invest further in identifying and implementing solutions to expand the pool of available stewards. Strengthening this workforce is essential to ensure adequate staffing and professional standards at sports events.

Milestones	Timing	Lead Agency	Progress

Recommendation 15: (status: important)

The Hungarian Football authorities and Clubs should follow UEFA/ AccessibAll and IPC accessibility standards listed below, as well as the T-S4 Recommendation Rec (2021)1, Annex C (Service) on recommended good practices on “Inclusiveness and Combating Discrimination and Intolerance” and “Inclusiveness and Disabled Supporters”, and ensure that all existing sporting venues carry out an accessibility audit to enable development of an action plan for improvements to increase diversity and equality.

Advice can also be found in the links to the documents set out below:

a) UEFA/CAFE Standard

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

b) IPC Standard

https://www.paralympic.org/sites/default/files/document/130902143349868_IPC+Accessibility+Guide_2nd+EDITION_FINAL.pdf

Milestones	Timing	Lead Agency	Progress

Recommendation 16: (status: important)

The relevant authorities should identify and implement systems for ensuring the provision of adequate and appropriate training at both the theoretical and practical level for safety officers, supervisors and safety stewards, and establish, document and monitor procedures for ensuring that those who have been trained are then assessed as being competent to perform their allocated tasks. (See [Recommendation Rec\(2021\)1, Annex A, Appendix 33](#)).

Milestones	Timing	Lead Agency	Progress

Recommendation 17: (status: desirable) A national network should be established to enable stadium Safety Officers to share information along with sharing expertise and good practises. (ESSMA, the European Stadium & Safety Management Association is the European network for this practice http://www.essma.eu/.)			
Milestones	Timing	Lead Agency	Progress
Recommendation 18: (status: important) It is recommended that all safety management procedures for events at the stadium are documented in an Operations Manual. The importance of such documented procedures is critical to achieve continuous improvement through review.			
Milestones	Timing	Lead Agency	Progress
Recommendation 19: (status: important) The Hungarian authorities should launch a public campaign to raise the awareness of the fans about the risks associated to the use of pyrotechnics at football matches and other sports events, in accordance with the recent scientific studies on this matter. (https://www.uefa.com/MultimediaFiles/Download/uefaorg/Stadium&Security/02/48/11/68/2481168_DOWNLOAD.pdf).			
Milestones	Timing	Lead Agency	Progress

Recommendation 20: (status: important) For major football and other sports events, all fire officers, police officers, stewards, private security, staff of the stadium authorities, referees, players and all other persons working at the stadium, especially the key decision makers, should be briefed and trained on the UEFA pyrotechnic policy and guidelines and the action required to be taken by them to ensure that the proper procedures are used and the proper action taken to ensure the safety of all persons if pyrotechnics incidents occur.			
Milestones	Timing	Lead Agency	Progress
Recommendation 21: (status: essential) The Hungarian authorities should consolidate effective policies to prevent, deter and respond to violent behaviour, namely through public campaigns, while progressing steadily towards a more balanced integration with the service pillar.			
Milestones	Timing	Lead Agency	Progress
Recommendation 22: (status: important) The Hungarian authorities should reinforce the legal framework and draft and implement a national strategy on combating hate speech, as well as adopt or improve public campaigns aimed at preventing any racist or other discriminatory behaviour, namely benefiting from the campaign of the EU-CoE joint project on “Combating hate speech in sport”, and guidance and assistance from international organisations who are experienced in drafting and delivering such programmes (ex: FARE). The relevant authorities should continue to apply zero tolerance in respect of any kind of discrimination inside the stadium and public spaces on the occasion of major sports events. The relevant authorities should put measures in place to refuse entry into the venue for spectators who display or carry with them racist or other discriminatory leaflets, symbols or banners and that the relevant authorities continue to apply zero tolerance in respect of any kind of discrimination inside the stadium and public spaces on the occasion of major sports events.			

Milestones	Timing	Lead Agency	Progress
Recommendation 23: (status: important) The Club Safety Officer/representative should be provided with a detailed job description which clearly sets out the functions of their post. The <u>T-S4 Recommendation Rec(2021)1 (Annex A - Safety)</u> and its good practices may be used to compile a checklist of functions necessary for the role. The national co-ordination committee should set the minimum areas of competence to be demonstrated by such safety officers, supervisors and safety stewards, taking into account both the core functions of each group and the variety of roles that they may perform, having regard to the checklists in the T-S4 Recommendation on this subject (see <u>T-S4 Recommendation (2021) 1, Annex A – Safety -, Appendix 33</u>, and <u>Annex D - Checklist</u>).			
Milestones	Timing	Lead Agency	Progress
Recommendation 24: (status: essential) The Hungarian authorities should improve recruitment, accreditation, training and assessment of safety managers and stewards, whenever possible complemented by regular common training and exercises with the police. (see Appendixes 33, 36 and 41 of Recommendation Rec (2021)1, Annex A on Safety, of the Committee) and recommendation Rec (2022) 2 (Annex 2) which provides a model of regulatory framework on stewarding and private security at sport events. The Hungarian authorities should equip and train police and stewards in an appropriate manner, namely in foreign languages. The HFF may wish to consider using the forthcoming UCLF26 as an opportunity to develop and deliver training focused on the integrated approach and service to security and stewarding staff due to be deployed to the UCLF.			
Milestones	Timing	Lead Agency	Progress

Recommendation 25: (status: important) The event organiser should develop and set out a level of service and training expected of personnel supplied by the private security company. A contract to this effect such as a service level agreement specifying the numbers, and quality of safety staff should be in place. (See https://www.coe.int/en/web/sport/t-s4-recommendations#{%22133417550%22:[0]} , Annex A).			
Milestones	Timing	Lead Agency	Progress
Recommendation 26: (status: important) In the case of a safety officer and safety management team being used which are not those normally the responsible persons within the venue, a thorough review of the competence of such people should be carried out by a competent authority and if any deficiencies are identified, appropriate amendments made to the safety management arrangements factor and, as a consequence, the maximum safe capacity level set out in the safety certificate.			
Milestones	Timing	Lead Agency	Progress
Article 6 - Safety, Security and Service in Public Places			
Recommendation 27: (status: important) The relevant authorities should take account of the good practice contained in the Recommendation Rec (2021) 1 of the Saint-Denis Committee in developing plans for organised and spontaneous fan areas. Appropriate safety and security preparations should be developed; effective crowd management and crowd control arrangements should be in place for fan meeting points and fan walks.			

Milestones	Timing	Lead Agency	Progress
Recommendation 28: (status: desirable) The organisers of events at stadia should develop partnerships with local community to ensure that business as usual can be maintained whenever possible on the day of the event.			
Milestones	Timing	Lead Agency	Progress
Article 7 - Contingency and Emergency Planning			
Recommendation 29: (status: important) A detailed command and control structure should be documented to provide details of the role of each party within the safety management operation and their specific responsibilities. This is considered to be essential to develop a clear hierarchical structure for clarity of who is in overall command of the event. See https://www.coe.int/en/web/sport/t-s4-recommendations#{%22133417550%22:[0]} – Annex A . All key decision makers should be located together in the same room.			
Milestones	Timing	Lead Agency	Progress

Recommendation 30: (status: essential)

The safety management team should work with the police, emergency services and other competent local bodies, to develop comprehensive multi-agency contingency and emergency plans, in the sports venues and other relevant premises, and that they are tested and refined in multi-agency table-top exercises.

Once developed, the contingency plans in each stadium should be tested in multi-agency table-top exercises designed to identify any gaps in the contingency arrangements. Such exercises should involve all parties involved in the delivery of the event and incorporate a selection of differing scenarios which could occur either before, during or after a match.

Milestones	Timing	Lead Agency	Progress

Recommendation 31: (status: essential)

The relevant bodies should ensure that the procedures based on technologies, like ticketing and accreditation, should have a redundant system to ensure business continuity, so as mitigate the impact of technical failures of cyberattacks. Namely, regarding electronic entry systems, stadium management should develop a robust backup system for use in case of a systems failure.

Milestones	Timing	Lead Agency	Progress

Recommendation 32: (status: important)

The relevant authorities should:

- (i) review and determine the appropriate pre-entry searching regime to be applied during the matches and the measures required to mitigate entry delays (e.g., effective signage en-route to the stadiums, explanatory communications to visiting supporters, pre-match entertainment, etc.);
- (ii) consider the response to be adopted should delays on entry generate safety risks;
- (iii) once the arrangements have been reviewed, the outcome should feature in stadium contingency plans designating responsibility for determining whether or not to weaken security checks in the event of an emerging safety scenario; and

(iv) as with other contingency plans, the arrangements should be subject to a multi-agency table-top exercise.

Milestones	Timing	Lead Agency	Progress

Article 8 - Engagement with Supporters and Local Communities

Recommendation 33: (status: important)

The relevant public and football authorities should improve dialogue and communication with supporters, by developing and implementing supporter communication strategies, taking full account of established European good practices as set out in the Recommendation Rec (2021) 1 of the Saint-Denis Committee on Safety, Security and Service at Football Matches and other Sports Events.

The relevant authorities should ensure that the needs of supporters and local communities are taken into account from the planning to the delivery of sports events, namely by integrating their representatives in the national and local co-ordination committees.

Milestones	Timing	Lead Agency	Progress

Recommendation 34: (status: important)

The legal framework should establish the need for national team matches and matches played in the top divisions' clubs to appoint supporter liaison officers (SLO) and disability and access officers (DAO). It is important to recognise that these roles should not normally be added to the job description of safety officers but should in fact be stand-alone roles. (see [Recommendation Rec \(2021\)1](#), [Annex C, UEFA Practical Guide to Supporter Liaison Officer](#) and [UEFA Accessibility Guidelines](#)).

The Hungarian authorities should work with UEFA and Football Supporters Europe in the development of the role and the training of the SLO and give support in their role by undertaking the UEFA Academy Education Programme.

In respect of the UCLF26, the HFF may wish to consider appointing a dedicated SLO to act as a conduit between the Finalist SLOs and UEFA SLOs.			
Milestones	Timing	Lead Agency	Progress
Recommendation 35: (status: important) The authorities should encourage all stakeholders to consider the scope for developing preventative, social and educational projects connected with football events at both national and local level, whenever possible using players as role models. In particular, activities aimed at children and junior supporters should incorporate the promotion of values such as respect, tolerance, anti-violence and non-discrimination (see <u>T-S4 Recommendation (2021)1, Annex C</u>).			
Milestones	Timing	Lead Agency	Progress
Recommendation 36: (status: important) The law should integrate or reinforce the service element and ensure a balance between preventative and repressive measures.			
Milestones	Timing	Lead Agency	Progress
Recommendation 37: (status: important) The national authorities should work together with all partner agencies in order to enable a large diversity of people at the stadium, including women, children, persons with disabilities, etc.			

Milestones	Timing	Lead Agency	Progress
Recommendation 38: (status: important) The sports authorities should be encouraged to develop relations with all categories of supporters, to encourage inclusion for the majority in a transparent and constructive way (see <u>T-S4 Recommendation (2021)1, Annex C</u>).			
Milestones	Timing	Lead Agency	Progress
Article 9 - Police strategies and operations			
Recommendation 39: (status: important) The police should ensure regular specialised training for match commanders, spotters and football intelligence officers, in accordance with European good practice, and envisage common training and exercises with safety personnel			
Milestones	Timing	Lead Agency	Progress

Recommendation 40: (status: important) Police forces and other local agencies should commit to opening communication channels with SLOs and DAOs – when they are established - and supporters, in line with the guidance set out in the T-S4 Recommendation Rec (2021) 1 – Annex C, Appendix M, and the EU Handbook on Police Liaison with Supporters (12792/16).			
Milestones	Timing	Lead Agency	Progress
Recommendation 41: (status: essential) The Hungarian police authorities should continue the development of intelligence gathering and dynamic risk assessment systems in order to adopt a risk-based deployment of forces.			
Milestones	Timing	Lead Agency	Progress
Recommendation 42: (status: important). Police units deployed at sports events should be encouraged to interact proactively with supporters and to adopt a welcoming and friendly but firm attitude towards them.			
Milestones	Timing	Lead Agency	Progress

Article 10 - Prevention and Sanctioning of Offending Behaviour			
Recommendation 43: (status: important) The new national co-ordination committee should improve the exclusion strategies, with a view to introducing a more effective banning orders system, namely taking advantage of the CCTV and digital ticketing system, as detailed in Annex B on security of the Recommendation Rec (2021)1 of the Saint-Denis Committee.			
Milestones	Timing	Lead Agency	Progress
Recommendation 44: (status: important) The Hungarian authorities are encouraged to create a network of prosecutors and magistrates responsible for sport, to raise awareness of sport-related violence and criminality and be part of the international network of magistrates and prosecutors (MARS), of the Council of Europe.			
Milestones	Timing	Lead Agency	Progress
Article 11 - International Co-operation			
Recommendation 45: (status: important) The Hungarian authorities should ensure that all police commanders and their personnel engaged in the preparations for, and operations during major sports events keep receiving appropriate and specialist training in European policing football good practices.			

Milestones	Timing	Lead Agency	Progress
Recommendation 46: (status: essential) The Hungarian National Football Information Point (NFIP) should be regularly resourced, trained and equipped, to effectively undertake its roles and responsibilities. The Hungarian police authorities should continue the investment in the development of the national police spotters network and in their training. The Hungarian NFIP should organise annual meetings of its national network of spotters, mainly after the end of the football season in order to address the emerging challenges and the attention points.			
Milestones	Timing	Lead Agency	Progress
Match visit			
Recommendation 47: (status: essential) The Hungarian authorities should ensure that all venues with a dependency of electronic systems within their respective stadia have procedures in place to deal with a systems failure which could be either genuine or with criminal intent.			
Milestones	Timing	Lead agency	Progress

Recommendation 48: (status: essential)

The level of searching to be deployed and rate of flow through searching lanes should be calculated prior to the opening match. As the impact will be to slow the normal speed of entry through a conventional turnstile, additional searching lanes should be provided, which exceed the number of turnstiles in a ratio which reflects the degree of slowdown by searching. Advice and guidance can be found in the Guide to Safety at Sports Grounds (Green Guide), 6th Edition.

All searching lanes should be served with sufficient numbers of female stewards to reflect the expected demographic of the crowd, to help ensure that any delays in the queuing at female or family screening and searching lanes are kept to a minimum.

Milestones	Timing	Lead agency	Progress

ANNEXES

ANNEX A - Saint-Denis Convention: Policy Articles

ARTICLE 1 – Scope

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

ARTICLE 2 – Aim

1. The aim of this Convention is to provide a safe, secure and welcoming environment at football matches and other sports events. To that end, the Parties shall:
2. adopt an integrated, multi-agency and balanced approach towards safety, security and service, based upon an ethos of effective local, national and international partnerships and co-operation;
3. ensure that all public and private agencies, and other stakeholders, recognise that safety, security and service provision cannot be considered in isolation, and can have a direct influence on delivery of the other two components; and
4. take account of good practices in developing an integrated approach to safety, security and service.

ARTICLE 3 – Definitions

For the purposes of this Convention, the terms:

- a. “safety measures” shall mean any measure designed and implemented with the primary aim of protecting the health and wellbeing of individuals and groups who attend, or participate in, a football or other sports related event, inside or outside of stadiums, or who reside or work in the vicinity of the event;
- b. “security measures” shall mean any measure designed and implemented with the primary aim of preventing, reducing the risk and/or responding to any violence or other criminal

activity or disorder committed in connection with a football or other sports related event, inside or outside of stadiums;

- c. “service measures” shall mean any measure designed and implemented with the primary aim of making individuals and groups feel comfortable, appreciated, and welcome in connection with a football or other sports related event, inside or outside of stadiums;
- d. "agency" shall mean any public or private body with a constitutional, legislative, regulatory or other responsibility in respect of the preparation and implementation of any safety, security or service measure in connection with a football or other sports related event, inside or outside of stadiums;
- e. "stakeholder" shall mean spectators, local communities or other interested parties who do not have legislative or regulatory responsibilities but who can play an important role in helping to make football or other sports events safe, secure and welcoming, inside and outside of stadiums;
- f. "integrated approach" shall mean recognition that, irrespective of their primary purpose, football and other sports related safety, security and service measures invariably overlap, are inter-related in terms of impact, need to be balanced, and cannot be designed or implemented in isolation;
- g. “multi-agency integrated approach” shall mean recognition that the roles and actions of each agency involved in football or other sports related planning and operational activity should be co-ordinated, complementary, proportionate, and designed and implemented as part of a comprehensive safety, security and service strategy;
- h. "good practices" shall mean measures applied in one or more countries that have proven to be very effective in meeting the stated aim or objective;
- i. "relevant agency" shall mean a body (public or private) involved in the organisation and/or management of a football or other sports related event held inside or outside of sports stadiums.

ARTICLE 4 – Domestic co-ordination arrangements

1. The Parties shall ensure that national and local co-ordination arrangements are established for the purpose of developing and implementing a multi-agency integrated approach to safety, security and service at national and local level.
2. The Parties shall ensure that co-ordination arrangements are established to identify, analyse and evaluate the risks pertaining to safety, security and service, and allow the sharing of updated information on risk assessment.

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

ARTICLE 5 – Safety, security and service in stadiums

1. The Parties shall ensure that national legal, regulatory or administrative frameworks require event organisers, in consultation with all partner agencies, to provide a safe and secure environment for all participants and spectators.
2. The Parties shall ensure that the competent public authorities put in place regulations or arrangements to guarantee the effectiveness of stadium licensing procedures, certification arrangements and safety regulations in general and ensure their application, monitoring and enforcement.
3. The Parties shall require the relevant agencies to ensure that stadium design, infrastructure and associated crowd management arrangements comply with national and international standards and good practices.
4. The Parties shall encourage the relevant agencies to ensure that stadiums provide an inclusive and welcoming environment for all sections of society, including children, the elderly and those with disabilities, and incorporate, in particular, the provision of appropriate sanitary and refreshment facilities and good viewing conditions for all spectators.
5. The Parties shall ensure that stadiums operating arrangements are comprehensive; make provision for effective liaison with the police, emergency services, and partner agencies; and incorporate clear policies and procedures on matters that might impact on crowd management and associated safety and security risks, including:
 - use of pyrotechnics;
 - any violent or other prohibited behaviour; and
 - any racist or other discriminatory behaviour.
6. The Parties shall require the relevant agencies to ensure that all public and private personnel involved in making football and other sports events safe, secure and welcoming are equipped and trained to deliver their functions effectively and in an appropriate manner.

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

ARTICLE 6 – Safety, security and service in public places

1. The Parties shall encourage all agencies and stakeholders involved in organising football and other sports related events in public spaces, including the municipal authorities, police, local communities and businesses, supporter representatives, football clubs and national associations, to work together, notably in respect of:
 - a) assessing risk and preparing appropriate preventative measures designed to minimise disruption and provide reassurance to local communities and businesses, in particular those located in the vicinity of where the event is taking place or public viewing areas; and
 - b) creating a safe, secure and welcoming environment in public spaces that are designated for supporters to gather before and after the event, or locations in which supporters can be expected to frequent of their own volition, and along transit routes to and from the city and/or to and from the stadium.
2. The Parties shall ensure that risk assessment and safety and security measures take account of the journey to and from the stadium.

ARTICLE 7 – Contingency and emergency planning

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

ARTICLE 8 – Engagement with supporters and local communities

1. The Parties shall encourage all agencies to develop and pursue a policy of pro-active and regular communication with key stakeholders, including supporter representatives and local communities, based on the principles of dialogue, and with aim of generating a partnership ethos and positive co-operation as well as identifying solutions to potential problems.
2. The Parties shall encourage all public and private agencies and other stakeholders, including local communities and supporter representatives, to initiate or participate in multi-agency social, educational, crime prevention and other community projects designed to foster mutual

respect and understanding, especially amongst supporters, sports clubs and associations as well as agencies responsible for safety and security.

ARTICLE 9 – Police strategies and operations

1. The Parties shall ensure that policing strategies are developed, regularly evaluated and refined in the light of national and international experience and good practice, and are consistent with the wider, integrated approach to safety, security and service.
2. The Parties shall ensure that policing strategies take account of good practice including, inter-alia: intelligence gathering; ongoing risk assessment; risk-based deployment; proportionate intervention to prevent escalation of risk or disorder; effective dialogue with supporters and the wider community; and evidence gathering of criminal activity as well as the sharing of such evidence with the competent authorities responsible for prosecution.
3. The Parties shall ensure that the police work in partnership with organisers, supporters, local communities and other stakeholders in making football and other sports events safe, secure and welcoming for all concerned.

ARTICLE 10 – Prevention and sanctioning of offending behaviour

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

ARTICLE 11 – International co-operation

1. The Parties shall co-operate closely on all, and associated, matters covered by this Convention in order to maximise collaboration in respect of international events, share experiences and participate in the development of good practices.
2. The Parties shall, without prejudice to existing national provisions, in particular the allocation of powers among the different services and authorities, set up or designate a national football information point of a police nature (NFIP). The NFIP shall:

- a) act as the direct and single contact point for exchanging general (strategic, operational and tactical) information in connection with a football match with an international dimension;
 - b) exchange personal data in accordance with the domestic and international rules;
 - c) facilitate, coordinate or organise the implementation of international police cooperation in connection with football matches with an international dimension.
 - d) be capable of fulfilling efficiently and promptly the tasks assigned to it.
3. The Parties shall further ensure that the NFIP provides a national source of expertise regarding football policing operations, supporter dynamics and associated safety and security risks.
 4. Each State Party shall notify the Committee on Safety and Security at Sports Events, created by this Convention, in writing, of the name and contact details of its NFIP, and any subsequent changes with regard to it.
 5. The Parties shall co-operate at international level in respect of sharing good practices and information on preventative, educational and informative projects and the establishment of partnerships with all agencies involved in the delivery of national and local initiatives, focused on or driven by the local community or supporters.

ANNEX B - Meetings attendees

All meetings were attended by:

- National delegates to the Committee:
 - Mr. Nikos Petropoulos, Vice-Chair of the Saint-Denis Committee and team leader (Security)
 - Mr. Minko Pondev, Head of NFIP, Bulgaria (Security), previous host of a monitoring visit
 - Ms. Annie Ramage, SGSA Regional Inspector, United Kingdom (Safety), host of a future monitoring visit
- Observers to the Committee:
 - Mr. Adrian Dinca, UEFA Senior Safety and Security Expert (Safety and Service)
 - Mr. Stephen Neill, UEFA Security Project Lead for the UCL Final Budapest 2026 (Safety and Service)
 - Mr. Stuart Dykes Football Supporters Europe (FSE) (Service)
- Rapporteur:
 - Mr. Ken Scott MBE, Deputy CEO/Head of Inspectorate, SGSA, United Kingdom (Safety and Service)
- Secretariat:
 - Mr. Paulo Gomes, Head of the Saint-Denis Unit, Secretary of the Saint-Denis Convention, Council of Europe
 - Ms. Marie-Françoise Glatz, Secretary of the Saint-Denis Convention, Council of Europe.

Following the consent of the Hungarian authorities, two additional British colleagues joined the team, with a view to preparing the monitoring visit to the United Kingdom next year.

- UK observers:
 - Mr. Chris Joughin, Dep Head of Police Planning for Euro 2028
 - Mr. Adam Friswell, DCMS Senior Project Lead (Safety and Security) Euro 2028
- Hungarian delegation:
 - Mr. Roland Liskai, Head of Cabinet, State Secretariat for Sport, Ministry of Defence
 - Mr. Ákos Reinhardt, Head of Department, Department of Sport Governance, State Secretariat for Sport, Ministry of Defence
 - Mr. István Domokos, Head of Unit, International Sport Relations, State Secretariat for Sport, Ministry of Defence
 - Mr. Botond Papp, Desk Officer, International Sport Relations, State Secretariat for Sport, Ministry of Defence
 - Mr. Benjamin Berki, Senior Security Advisor, Hungarian Football Federation

ANNEX C - Match visit comments

- **Comments**

In most modern stadia, a heavy reliance on technology, particularly around entry and e-ticketing at turnstiles, is common. As with all forms of technological dependence, a backup in the event of a systems failure can cause serious crowd safety issues to those outside awaiting entry to the stadium.

Recommendation 47: The Hungarian authorities should ensure that all venues with a dependency of electronic systems within their respective stadia have procedures in place to deal with a systems failure which could be either genuine or with criminal intent. (status: essential)

In relation to dependence upon technology at key points within the stadium, e.g., at the turnstiles, a Plan B must be in place to ensure that in the event of a systems failure, which could be genuine or by cyber-attack, robust methods are in place to return to business as usual within the shortest period of time, to ensure that unsafe spectator conditions are not allowed to develop.

Moreover, maximum use of the space outside of stadia should be promoted to create multi-channel queuing lanes with dispute resolution areas, and areas for bag searching away from turnstiles, to avoid disruption to the flow of spectators into the stadium.

Recommendation 48: The level of searching to be deployed and rate of flow through searching lanes should be calculated prior to the opening match. As the impact will be to slow the normal speed of entry through a conventional turnstile, additional searching lanes should be provided, which exceed the number of turnstiles in a ratio which reflects the degree of slowdown by searching. Advice and guidance can be found in the Guide to Safety at Sports Grounds (Green Guide), 6th Edition.

All searching lanes should be served with sufficient numbers of female stewards to reflect the expected demographic of the crowd, to help ensure that any delays in the queuing at female or family screening and searching lanes are kept to a minimum. (status: essential)

PART 3 - COMMENTS BY HUNGARY ON THE REPORT BY THE MONITORING TEAM

The Hungarian authorities hereby express their gratitude to the Saint-Denis Convention (T-S4) Monitoring Team for their visit to Hungary and for the preparation of the detailed and comprehensive report. In our assessment, the visit provided an excellent opportunity for the participants to review relevant issues in the framework of direct professional dialogue and to exchange experiences. Overall, the report presents a balanced and well-founded assessment of the current state of implementation of the Saint-Denis Convention in Hungary. It contains a number of useful findings and forward-looking recommendations. The Hungarian side particularly values the positive assessments as important feedback.

The recommendations formulated by the Monitoring Team are generally interpreted by the Hungarian authorities as constructive guidance, and their objectives are largely supported. At the same time, it should be emphasised that, with regard to a significant proportion of the recommendations, concrete progress has already been made in recent years. In this context, it is also worth noting that Hungary previously hosted a monitoring visit seven years earlier, in 2018, in connection with the preparations for UEFA EURO 2020, at that time in the capacity of an observer state to the Convention, whereas the present visit took place as a full member to the Convention, with the aim of demonstrating the developments and modifications introduced in the intervening period. Several of the proposed measures have therefore already been partially or fully implemented within the existing legal and institutional framework. This is particularly true for the integrated approach based on the “safety”, “security” and “service” pillars, which is already reflected in Hungarian regulatory and operational practice.

With regard to the observations concerning the organisation of the visit, the Hungarian authorities agree that the effectiveness of future monitoring processes could be further enhanced. To this end, it may be justified to extend the duration of visits — potentially to 3-4 days — and to involve a broader range of relevant public and non-public stakeholders. In particular, the active participation of club safety officers and representatives of supporter organisations could be beneficial, as well as increasing the proportion of informal professional exchanges. The Hungarian side also agrees that, where relevant, extending monitoring activities to other sports could provide additional value. In recent years, Hungary has made significant efforts to ensure that the system of safety, security and service at sports events is fully aligned with the principles of the Convention. In order to maintain a balance between the three pillars — safety, security and service — an integrated approach is applied both in strategic planning and in operational implementation. The findings of the monitoring report, particularly in relation to the preparations for the 2026 UEFA Champions League Final, confirm the validity of this approach, while also highlighting opportunities for further development.

With regard to the legal and institutional framework, it should be noted that the current Hungarian regulatory system already incorporates the core elements of the integrated approach. Act I of 2004 on Sport, together with the relevant Government Decrees — particularly Government Decree 54/2004 (III. 31.) on the security of sports events — clearly establish the requirement for the coordinated management of safety, security and service, and precisely define the responsibilities of the stakeholders and the mechanisms for cooperation. In line with the Monitoring Team’s observations, the Hungarian authorities agree that the availability of official English versions of key legislation — especially prior to monitoring visits — would significantly contribute to the effectiveness of joint work and to a common understanding.

The inter-institutional coordination is ensured by the Committee in charge of Classifying Sports Events for Safety (hereinafter: Evaluation Committee), which, through its regular meetings, provides a forum for discussing emerging safety issues and sharing relevant information. Following the evaluation of the Monitoring Team recommendations, it will be examined whether

it is necessary, and if so, in which areas and to what extent, to expand or modify the tasks of the Evaluation Committee. Although these meetings already offer an opportunity to address local or temporary safety-related matters arising in and around the stadium, mitigate risks, and maintain records of the measures taken, thereby supporting effective cooperation among the involved organisations.

Regarding stadium safety and licensing systems, the Hungarian authorities emphasise that compliance is not a one-off act but the result of continuous supervisory activity. Competent authorities conduct regular — annual and ad hoc — inspections, during which not only the physical conditions of the facilities are assessed, but also the full and permitted capacities are determined. A key consideration in this process is the assurance of safe operation. The practical implementation of safety management is monitored by the Police through on-site presence during matches, while the Hungarian Football Federation continuously oversees compliance with safety requirements through its own control system. This multi-layered monitoring mechanism ensures that stadium operations comply with applicable regulations for every event.

In the field of coordination and operational cooperation, Hungary has significant practical experience, particularly in the organisation of major international sports events. Cooperation between different organisations is stable and based on established practices, effectively supporting the coordinated implementation of safety, security and organisational tasks.

Infrastructure and service development has also been a key focus in recent years. Hungary has carried out substantial investments, as a result of which sports facilities meet international standards and are capable of hosting large-scale events in a safe and high-quality manner.

With regard to the training of stewards and security personnel, it is important to note that, under Hungarian legislation, all stewards must hold an official personal and property protection licence. Following this, they obtain the required professional qualification, and then receive sport-specific training provided by the HFF. Only upon successful completion of this training are they authorised to work as stewards at football matches. Steward licences issued by the HFF are valid for five years, and sport-specific training must be renewed every five years. In the case of national team matches, additional venue-specific training is also provided. The training system has been further strengthened in recent years through the involvement of higher education institutions, with specialised sports security programmes being introduced. Completion of such programmes is now required for safety officers and chief stewards at higher-level clubs.

In the area of prevention and awareness-raising, Hungary has already introduced a number of measures. These include awareness campaigns regarding the use of pyrotechnic devices, as well as programmes aimed at combating discrimination and hate speech, which have been present in Hungarian sport for some time. The principle of zero tolerance towards any violent or discriminatory behaviour remains a guiding principle and will continue to be a priority in the future.

The Hungarian authorities consider the recommendations of the Monitoring Team to be useful and forward-looking guidance. In implementing these recommendations, due account will be taken of national legal and institutional specificities, as well as of several proposed measures that have already been partially or fully implemented. Hungary remains committed to continuous improvement and is open to professional dialogue and the strengthening of international cooperation, in order to ensure the most effective practical implementation of the principles of the Convention.