

**COMMITTEE ON SAFETY AND SECURITY
AT SPORTS EVENTS (T-S4)**

COUNCIL OF EUROPE CONVENTION ON AN INTEGRATED
SAFETY, SECURITY AND SERVICE APPROACH AT
FOOTBALL MATCHES AND OTHER SPORTS EVENTS



Strasbourg, 5 October 2022

Rec (2022) 1

**RECOMMENDATION REC (2022) 1
OF THE SAINT-DENIS COMMITTEE**

**on a Model Structure of a National Strategy on Safety,
Security and Service
at Football Matches and other Sports Events**

Adopted by the Committee by written procedure on 1 September 2022

The Committee on Safety and Security at Sports Events (T-S4 or Saint-Denis Committee), of the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events (T-S4 or Saint-Denis Convention, CETS No. 218, 2016),

Having regard to the need for Parties to adopt an integrated, multi-agency and balanced approach towards safety, security and service at football matches and other sports events, at national and local level, both inside and outside of the venues, as enshrined in Article 2.a of the Convention and developed by the Recommendation Rec(2021)1, adopted by the Saint-Denis Committee on 15 April 2021;

Considering the obligation for Parties to develop national and local strategies, to be regularly evaluated and refined in the light of national and international experience and good practices (Article 4.4 of the Convention);

Acknowledging that all States Parties to the Convention have full authority to determine their national strategies and legal, regulatory and administrative frameworks;

Having identified certain principles, which are valid in all States Parties to the Convention, notwithstanding their different background, history, culture and legal systems,

Recommends that Governments of Parties to the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events, adopt or refine a national strategy on safety, security and service at football matches and other sports events, based on the following model structure:

Model structure of a National Strategy on Safety, Security and Service at Football Matches and other Sports Events

Introduction

1. As set forth in Article 4.4 of the Saint-Denis Convention, “the Parties shall ensure (...) that national and local strategies are developed, regularly evaluated and refined in the light of national and international experience and good practices”.
2. The monitoring activities carried out by the Council of Europe in States Parties to the Saint-Denis Convention include assessing the existence, level of implementation and effectiveness of the national strategy, as well as other specific and regional/local strategies.
3. This document provides a model structure with the aim of facilitating the work of the Parties in drafting such national, regional and local strategies, by presenting them a recommended model structure for a national strategy, which can then be broken-down into regional or local strategies.
4. Although this model is presented in ten different chapters, it is recalled that the recommended measures are interdependent and overlap and, therefore, need to be developed and implemented as part of a comprehensive approach.
5. As a recommended model, it needs to be customised to meet national needs and circumstances.
6. The national strategy should comprise the following issues:
 - I. Main Principles and legal framework
 - II. National Co-ordination
 - III. Arrangements inside Sports Venues
 - IV. Arrangements in Public Places
 - V. Policing
 - VI. Supporters and the Community
 - VII. Prevention and Sanctioning
 - VIII. Capabilities
 - IX. Communication and Media
 - X. Implementation.

Summary of the Model Structure

I. Main Principles and legal framework

The strategy should:

- 1) Include measures designed to enforce the principles and standards enshrined in the Saint-Denis Convention and the Recommendation Rec(2021)1. These include:
 - a. the protection and respect human rights enshrined in the European Convention on Human Rights - namely the right to life, the right to security and liberty, freedom of expression, freedom of assembly and association, prohibition of discrimination and right to a fair trial - and in the European Social Charter - notably the right to safe and healthy working conditions, the right to vocational training and the right of persons with disabilities to participation in the life of the community -, for all participants in sports events;
 - b. an integrated, multi-agency and balanced approach towards safety, security and service at sport events, based on partnerships and co-operation, from local to international level;
 - c. the recognition, by all relevant stakeholders, that their collective safety, security and service measures are interrelated and overlap; and
 - d. the importance of international co-operation, namely to exchange experience and good practices.
- 2) Be government-led; and
- 3) Be regularly evaluated and refined, namely in the light of international recommended good practices and lessons learned.

II. National Co-ordination

- 1) To demonstrate high-level political leadership and sustainable commitment and facilitate effective multi-agency co-ordination, the development, implementation and evaluation of the strategy should be ensured by a government-led national body/structure;
- 2) The leading national body/structure should:
 - a. comprise all relevant public and private agencies and other stakeholders in the field of safety, security and service at sports events, including representatives from regional/local authorities and supporter organisations;
 - b. draft, implement, evaluate and review the national strategy on safety, security and service at sports events, based on identified challenges, resources and priorities;
 - c. coordinate the drafting, evaluation and review of the respective legal and regulatory framework, namely the national law on safety, security and service at sports events; and

- d. ensure coordination and foster cooperation and communication between all relevant stakeholders, from national to local levels, and the coherence and complementarity of their different policies and procedures.
- 3) The strategy should:
- a. clearly identify the roles and responsibilities of each public and private agency engaged in sports events safety and security management and operations;
 - b. empower, encourage and, when needed and possible, oblige all the relevant public and private authorities to cooperate in assessing, mitigating and responding to the safety and security risks inside and outside sports venues;
 - c. ensure that safety and security measures are balanced;
 - d. ensure that (customer) service is key and transversal to safety and security arrangements;
 - e. be developed and complemented by dedicated strategies that address specific risks like, for instance, racism and other discriminations, pyrotechnics or violent behaviour; and
 - f. be broken down into regional and/or local strategies, customising national principles and standards to the regional/local specificities.

III. Arrangements inside Sports Venues

The strategy should:

- a. ensure a consistent approach between public and private authorities to preventing and countering safety and security risks inside sports venues in respect of both domestic and international events;
- b. ensure the existence of a legal and regulatory framework that establishes the roles and responsibilities of stewarding and/or private security, as an essential part of the overall sports venue safety management;
- c. establish a national system of stadium safety certification and stadium licensing and inspection procedures, to be managed and enforced by an independent competent body;
- d. ensure the balance between physical infrastructure condition (P factor) and safety management (S factor) arrangements at sports venues and that they comply with European standards;
- e. encourage event organisers to adopt policies that promote inclusiveness and diversity of spectators, namely those with disabilities; and
- f. require relevant public and private agencies to ensure drafting, supervision, implementation and certification of both the contingency and emergency plans, as well as the holding of regular simulation exercises.

IV. Arrangements in Public Places

The strategy should:

- a. ensure that management and operations inside and outside sports venues are planned and implemented in a collaborative and interdependent manner;
- b. encourage municipalities, sports authorities and supporters organisations to create a welcoming environment in public places, so as to enrich the event experience;
- c. require relevant public and private stakeholders to ensure the necessary safety, security and service standards in public viewing areas, fan parks and other public places where fans massively gather; and
- d. encourage municipal and transport authorities to cooperate with relevant stakeholders in the planning and implementation of transport, mobility and crowd management policies.

V. Policing

The strategy should:

- a. require policing policy-makers, strategists and practitioners to ensure that policing sports operations are planned and delivered in full recognition of the safety and security risks associated with sports events and on the specific roles and responsibilities of the police;
- b. encourage the police to adopt a specific strategy comprising the recognised European-wide good practices, namely: intelligence-led; evidence-based; dynamic risk-assessment; risk-based deployment; targeted, graded, proportionate and legitimate intervention; and community policing;
- c. ensure that the national football information points (NFIPs) and other relevant international police cooperation structures are provided with sufficient and qualified personnel and sufficient resources; and
- d. take into account the relevance of the existing international police cooperation mechanisms, namely the added-value of hosting and visiting policing delegations.

VI. Supporters and the Community

The strategy should:

- a. encourage the participation of supporter organisations, where applicable, in the safety and security coordination instances, from local to national level;
- b. encourage relevant public and private agencies to establish mechanisms that ensure regular dialogue and communication with supporter organisations, local communities and businesses, with a view to informing them and engaging them in the overall planning and operation of the sporting event;
- c. encourage sports authorities to appoint supporter liaison officers and disabled liaison officers, in cooperation with supporter organisations; and

- d. encourage relevant public and private stakeholders to develop preventative social and educational projects aimed at empowering supporters, improving their sense of belonging and enabling them to participate in informative and inclusive initiatives.

VII. Prevention and Sanctioning

The strategy should:

- a. include arrangements for ensuring that prosecution agencies and judicial, administrative and sports adjudication authorities fully understand the safety and security risks associated with sports venues and events;
- b. ensure the existence, complementarity and application of procedures and sanctions of different natures – judicial, administrative and private law;
- c. ensure that it is a criminal or administrative offence for any person to engage in violent or antisocial behaviour inside a sports venue, or outside if sport event-related;
- d. ensure that sanctions target individuals, are proportionate and applied within a reasonable time;
- e. ensure an effective exclusion policy, which has a preventative aim and enables rehabilitation; and
- f. ensure that persons convicted have access to justice, the right to a fair trial and the right to appeal.

VIII. Capabilities

The strategy should:

- a. ensure appropriate training and equipment for all sports venues safety and security personnel, irrespective of whether such staff are directly employed by the organisers of the event or contracted;
- b. ensure joint national safety and security training events, so as to foster an integrated multiagency approach; and
- c. encourage the sports authorities and clubs to raise awareness among athletes and match officials regarding the safety and security risks that can occur at sports events.

IX. Communication and Media Policy

- 1) The strategy should be underpinned by a proactive multi-agency communication and media handling strategy, customised to meet national needs and circumstances, designed to:
 - a. highlight the importance of the Council of Europe Conventions and Standards in the field of human rights and safety, security and service at sports events;
 - b. stress the added-value of a national strategy, broken down into regional and/or local strategies, so as to promote a multi-agency integrated approach and ensure common standards and procedures across the country;

- c. explain the crucial role of all relevant parties, from the national coordination body to practitioners, in the effective implementation and regular evaluation of the strategy; and
- 2) The communication and media strategy should make full use of high-quality educational and explanatory video material to maximise the impact of national, multi-agency, communication, educational and preventative campaigns.

X. Implementation

The strategy should:

- a. foresee the obligation for public and private relevant agencies to allocate the necessary human, financial, administrative and technical resources to implement it effectively;
- b. be regularly evaluated and refined, namely in the light of national and international experience and good practices;
- c. foresee the possibility to request, through the Committee on Safety and Security at Sports Events, the support and technical assistance of the Council of Europe to facilitate the implementation of the Saint-Denis Convention; and
- d. be updated following the recommendations made by the Council of Europe in the context of its monitoring activities.