

**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) 2

**RECOMMENDATION REC (2022) 2
OF THE SAINT-DENIS COMMITTEE**

**on a Model national legislative and regulatory framework
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),

Having regard to the need for Parties to adopt an integrated, multi-agency and balanced approach towards safety, security and safety 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 Recommendation Rec(2021)1, adopted by the Saint-Denis Committee at its 1st meeting (15 April 2021);

Recalling the requirement for Parties to ensure that national legal, regulatory or administrative frameworks clarify the roles of the relevant agencies (Article 4.5 of the Convention);

Bearing in mind the need for Parties to ensure that national legal, regulatory or administrative frameworks require event organisers to provide a safe, secure and welcoming environment for all participants, and that all personnel are properly equipped and trained (Article 5, paragraphs 1 and 6);

Drawing on the experience gained from various recent national competitions and international major tournaments such as World Cups and European Championships, which have demonstrated the importance of having effective strategies and legal, regulatory and administrative frameworks;

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:

1. Adopt or refine a national law on safety, security and service at football matches and other sports events, based on the model national legislative framework provided for in Annex 1; and
2. Adopt or refine a national regulation on stewarding at football matches and other sports events, based on the model national regulation guidelines laid down in Annex 2.

Annex 1

Model national legislative framework on safety, security and service at football matches and other sports events

Table of Contents

Part I	General part		
	Section I	Subject, scope, aim and definitions	
		Article 1	Subject
		Article 2	Scope
		Article 3	Aim
		Article 4	Definitions
	Section II	General provisions	
		Article 5	National coordination
		Article 6	Regional and local coordination
		Article 7	National strategy
Part II	Safety		
	Section I	General principles	
		Article 8	Safety philosophy
		Article 9	Responsibilities
		Article 10	Safety requirements
	Section II	Safety certification	
		Article 11	Scope
		Article 12	Certifying authority
		Article 13	Certificate holder
		Article 14	Safety certificate
		Article 15	Safe capacity
		Article 16	Consultation
		Article 17	Contents of the safety certificate
		Article 18	Inspection
		Article 19	Enforcement
		Article 20	Offences
	Section III	Sports venue	
		Article 21	Physical infrastructure
		Article 22	Seated areas and segregation
		Article 23	CCTV surveillance system
		Article 24	Parking areas
	Section IV	Disaster management	
		Article 25	Planning
		Article 26	Emergency plan
		Article 27	Contingency plan
		Article 28	Contingency plan implications
		Article 29	Emergency evacuation
	Section V	Venue safety	
		Article 30	Regulations to prevent and combat violence
		Article 31	Venue safety regulation
		Article 32	Venue operator
		Article 33	Obligations of the venue operator
		Article 34	Safety service
		Article 35	Safety officer
		Article 36	Stewarding
		Article 37	Volunteers

	Section VI	Access to the venue	
		Article 38	Inclusiveness
		Article 39	Access of persons with disabilities
		Article 40	Ticket issuing and sale
		Article 41	Conditions of ingress
		Article 42	Prohibited items
		Article 43	Conditions to be observed within the venue
		Article 44	Inspections
		Article 45	Expulsion order from the sports venue
		Article 46	Cases of expulsion order due to offending behaviour
		Article 47	Refusal to leave the venue or attempted re-entrance
Part III	Security		
	Section I	General provisions	
		Article 48	Security philosophy
		Article 49	Police authorities
		Article 50	Police coordination and training
		Article 51	Risk categorisation of supporters
		Article 52	Exclusion strategy
	Section II	Crimes and misdemeanours	
		Article 53	Criminal offences
		Article 54	Misdemeanours for spectators
		Article 55	Misdemeanours committed by certificate holders, organisers and venue owners or operators
		Article 56	Penalties
		Article 57	Subsidiary law
		Article 58	Determination of the amount of fines
		Article 59	Initiation of proceedings and application of fines
		Article 60	Banning orders
		Article 61	Banning order as an ancillary penalty
		Article 62	Database
	Section III	Disciplinary offences	
		Article 63	Offences and penalties for acts of violence
		Article 64	Disciplinary procedure
		Article 65	Conclusion of competitions
	Section IV	International police co-operation	
		Article 66	Establishment of a national football information point
		Article 67	Tasks of the NFIP
		Article 68	Police information exchange arrangements
Part IV	Service		
		Article 69	General principles
		Article 70	Principles of dialogue and communication
		Article 71	Supporter dialogue strategy
		Article 72	Supporters' Charters
		Article 73	Supporter liaison officer
		Article 74	Disability access officer
		Article 75	Prevention of hate speech and discrimination
		Article 76	Inclusion policy
		Article 77	Community engagement
		Article 78	Communication and media strategy

		Article 79	Fan embassies
		Article 80	Fan coaching and fan projects
Part V	Final provisions		
		Article 81	Period for achieving specific measures
Appendix	Examples of provisions on legal types of crimes and sanctions		
		Article XX	Distribution and sale of fake or counterfeit entry documents
		Article XX	Irregular distribution and sale of entry documents
		Article XX	Qualified damage at sports event or public place
		Article XX	Participation in brawl in the way to or from a sports event
		Article XX	Disturbances
		Article XX	Missile throwing
		Article XX	Pitch invasion
		Article XX	Offence to physical integrity acting in collaboration with another person
		Article XX	Crimes against sports agents, safety or media staff
		Article XX	Repeat offenders
		Article XX	Banning orders
		Article XX	Banning order as a coercion measure
		Article XX	Community work

Model National Legislative Framework on Safety, Security and Service at Football Matches and Other Sports Events

Introduction

1. This model legislative framework, based on extensive European experience, is designed to be taken into account by each State when developing, refining and delivering a customised multi-agency integrated strategy on safety, security and service at professional football matches and other sports events, based on comprehensive national and local coordination arrangements and effective local, national and international partnerships.
2. It is acknowledged that it is neither possible nor desirable to provide a definitive cross-European model of legislative framework in this field, in view of wide variations in the constitutional, judicial, administrative, policing, cultural, and historical circumstances, and the equally varied character and severity of football-related incidents, among and within each State.
3. Moreover, it is recognised the need to take full account of national and international legislation on matters such as data protection, rehabilitation of offenders and human rights.
4. Criminal law - in particular the set of legal types of crimes - is the branch of national law that better reflects the hierarchy of fundamental values that shape a given society and the way that society responds to those who infringe those values. Therefore, in this model legislative framework, the “recommended” provisions on legal types of crimes and respective sanctions, based on some national legal frameworks, are mentioned separately in a specific Appendix to this document, and should be solely taken as illustrative examples for national legislators to use them *à la carte*.
5. In accordance with Article 1 of the Saint-Denis Convention, any reference, in this model legislative framework, to football matches also refers to other sports or sports events hosted in their territory, including non-professional football matches, where applicable, especially in circumstances where safety or security risks are involved.

**PART I
GENERAL PART**

**Section I
Subject, scope, aim and definitions**

**Article 1
Subject**

This model legislative framework provides for possible safety, security and service measures to be adopted at national level during professional football matches and other sports events, with a view to guaranteeing high safety, security and service standards, both inside and outside sports venues, as well as making it possible for sports events to take place in accordance with the inherent values and ethical principles of the practice of sport.

**Article 2
Scope**

- 1 – The provisions of this model legislative framework apply to professional sports events taking place at football stadia and other sports venues.
- 2 – The principles and provisions of this model legislative framework can also be applied, where appropriate, to non-professional sports events and non-sporting events.

**Article 3
Aim**

- 1 – The aim of this model legislative framework is to provide a safe, secure and welcoming environment at professional football matches and other sports events.
- 2 – To that end, the relevant national bodies are recommended to take into account the following principles enshrined in the Saint-Denis Convention and developed by the Recommendation Rec(2021)1:
 - a) Adopt a balanced multi-agency integrated approach towards safety, security and service at sports events, based upon an ethos of effective local, regional, national and international partnerships and co-operation;
 - b) Ensure that all relevant public and private agencies, and other stakeholders, recognise that safety, security and service measures overlap, are interrelated in terms of impact, cannot be considered in isolation, and can have a direct influence on delivery of the other two components; and
 - c) Take account of internationally recommended good practices in developing an integrated approach to safety, security and service at sports events.

**Article 4
Definitions**

In the application of the provisions of this model legislative framework, the following words and expressions shall have the meanings indicated below, unless the context requires another meaning:

- a) **Accreditation:** approvals under which persons and their motorists are granted access to a specific area within the sports event area or traffic on the public road near the site, which is subject to assessment and inspection within the standards set by the safety and security operations authorities for the event and issued with an exception allowing the holder to enter the designated area;
- b) **Authorised officer:** a police officer or any person with safety or security legal powers provided by the national law / standards;
- c) **Authorised person:** a qualified competent person with specialist knowledge of sports venues structures, safety systems and safety management arrangements;
- d) **Banning order:** sanction applicable by a judicial, administrative or sporting authority, of temporary ban on a citizen from visiting the venues of official sports competitions on the days of their holding, following the violation, respectively, of the criminal, administrative or sporting rules relating to the behavior of spectators during these competitions;
- e) **Certificate holder:** a person who is likely to be in a position to prevent any contravention of the terms and conditions of the safety certificate. The certificate holder shall be in a position of authority within the management of the designated sports venue and can include the owner, operator, organiser, chairman, chief executive, club secretary, safety officer or a director, depending on the sports venue/club. The certificate holder may also be the corporate body of the sports venue management, in which case the Board of Directors, or other similar entity, takes responsibility for compliance with the terms and conditions of the safety certificate;
- f) **Command and control room:** a sports venue command and control room where the entire safety and security operation in respect of an event at a sports venue or along a route is coordinated;
- g) **Commander of the command and control room:** the officer authorised by the competent national security authority to manage the command and control room;
- h) **Competent authority:** an authority nominated to exercise power of approval, sanction and acceptance concerning safety, security and service at sports events (Minister of Interior, Justice or similar, where applicable).
- i) **Competent person:** a person shall be regarded as competent in an identified role where he/she has sufficient training and experience to meet the national occupational standards relevant to the tasks within that role. Competency includes an awareness of the limits of one's personal knowledge, skills or experience;
- j) **Conducting sports events behind closed doors:** the obligation for the organiser of the sports event to conduct, in the sports venue in question, official sports events of the type of sport, age range and category equivalent to that in which failures occurred, without public attendance and, where applicable, with prohibition of television broadcasting;
- k) **Contingency plan:** a plan which has been prepared by the sports venue safety officer, in conjunction with the emergency services and other expert agencies, in order to assess the risk of any incident occurring at the sports venue which might prejudice safety and security or disrupt normal operations and sets out the specific actions to be taken in the event of a major or significant incident and/or the mobilisation of specialist emergency or other additional resources;
- l) **Designated area:** an area or zone designated by the event safety and security planning authority in the prescribed manner and in respect of which access is limited to a person

- specifically accredited to enter such area or zone;
- m) **Designated Sport Venue:** the National Committee for Safety, Security and Service at Sports Events, or other relevant bodies with assigned authority, as appropriate, may designate any sports venue which in their opinion has accommodation for more than 5,000 spectators;
 - n) **Disability access officer (DAO):** person appointed by the sport federation and/or clubs to advise and support on the provision of inclusive, accessible facilities and services;
 - o) **Disaster management:** a process of planning and implementation of the disaster preventative and reactive measures;
 - p) **Emergency plan:** a plan, which may be described as a major incident plan, and which has been prepared and is owned by the national or municipal authorities for dealing with a major incident occurring at the sports venue or in its vicinity (for example, an explosion, toxic release or large fire);
 - q) **Emergency services:** means, in relation to a sports event, all public and private sector medical services, including emergency medical services and health services, the fire department, the disaster management department and local authority traffic or by-law enforcement department;
 - r) **Entry documents:** includes tickets, cards, invitations and other documents of whatever medium which allow entry into sports venues;
 - s) **Good practices:** measures applied in one or more countries that have proven to be very effective in meeting the stated aim or objective;
 - t) **Hospitality:** includes the provision of food, liquid refreshments and entertainment, to members of the public or invited guests, within a permanent or temporary demarcated hospitality area which may be located within a sports venue or avenue or along a route, or within the immediate or outer precincts thereof;
 - u) **Integrated approach:** means recognition that, irrespective of their primary purpose, safety, security and service measures at sports events invariably overlap, are interrelated in terms of impact, need to be balanced and cannot be designed or implemented in isolation;
 - v) **Multi-agency integrated approach:** means recognition that the roles and actions of each agency involved in sports events planning and operational activities must be coordinated, complementary, proportionate and designed and implemented as part of a comprehensive safety, security and service strategy;
 - w) **National Committee for Safety, Security and Service at Sports Events,** or other relevant bodies with assigned authority, as appropriate: the body that coordinates and oversees, at national level, the relevant public and private bodies with legislative, regulatory or administrative responsibilities for the preparation and implementation of any safety, security or service measures in connection with sports events, inside and/or outside of the sports venues;
 - x) **National Football (or Sport) Information Point (NFIP or NSIP):** means the national police single contact point for the exchange of general (strategic, operational and tactical) information in connection with a football (and other sports, where applicable) event with an international dimension and is abbreviated as NFIP (or NSIP, where applicable);
 - y) **Operational plans:** a set of plans or manual which sets out the way a venue operates on a daily basis. It shall include, but not be limited to, the Event Safety Policy, Stewarding

- Plan, Medical Plan, planned preventative maintenance schedule, fire risk assessment, communications plan, event day procedures, contingency plans, capacity calculations, site plans and details of safety equipment;
- z) **Operator of the sports venue:** the person who is responsible, whether fully or substantially, for the organisation and use of the sports venue or the receipt of revenue from the sports venue;
 - aa) **Organised group of supporters:** a group of supporters, usually known as fans, constituting an association under the general terms of the national law, having the objective of supporting clubs, associations or sports societies in sports competitions in which the latter participate;
 - bb) **Organiser of sports events:** the body or person who is responsible, whether fully or substantially, for the organisation and holding of a sports event and the receipt of revenue from the sports event;
 - cc) **Owner of the venue:** the actual owner or entity that owns, manages or is entitled to exercise the rights of the owner or operator of the venue;
 - dd) **Persons with disabilities:** persons who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others;
 - ee) **Prohibition of using sports venues:** the temporary prohibition of conducting official sports events at a sports venue, in principle, for the type of sport, age range and category equivalent to that in which failings occurred;
 - ff) **Related bodies/agencies:** Public or private bodies or agencies that are involved in the organisation or management of a sports event within or outside the venue;
 - gg) **Restricted zone:** The area designated by the safety and security authorities for the event, and which is restricted to persons specifically;
 - hh) **Safety and security plan:** the plan referred to in this model legislative framework providing for the coordination of the functions of the role-players involved in the provision of safety and security at an event;
 - ii) **Safety certificate:** a certificate referred to in this model legislative framework regarding the safety of a sports venue for holding an event or determining the safe spectator capacity of a sports venue and the level of risk of the event that may be hosted at a sports venue or issued in respect of a high-risk event;
 - jj) **Safety measures:** 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 sports event, inside or outside of the sports venue, or who reside or work in the vicinity of the event;
 - kk) **Safety officer:** an appropriately-trained person appointed by the sports venue certificate holder as the operational safety manager for that venue and the area within the security rings, acting in cooperation with the security authorities, health authorities, fire-fighting and civil protection agencies and organiser of sports competitions, to coordinate the activities of the sports venue stewards, private security companies and oversee safety and security during sports events;
 - ll) **Screening equipment:** a metal detector, X-ray machine, or similar device for detecting objects or particular substances;
 - mm) **Security measures:** any measure designed and implemented with a view to preventing and reducing risk and response mechanisms for any violence, criminal activity or other

- disturbance committed in connection with a sports event, inside or outside the venue of the event;
- nn) **Security ring or perimeter:** an area defined by the relevant security authorities and/or organiser/operator of the event adjacent or exterior to the sports venue but within the external limits of the venue or construction, with either permanent or temporary fencing or passageways with control of entry and exit, intended to guarantee the security of the sports event;
 - oo) **Senior steward:** an experienced steward who has been promoted to a more senior and responsible role and who, in addition to overseeing stewards, is responsible for performing a range of specific and important functions that are crucial to providing all participants with a safe, secure and welcoming environment;
 - pp) **Service measures:** any measure designed and implemented with the primary objective of making individuals and groups feel comfortable, appreciative and welcoming when attending a sports event, in or out of the event venue;
 - qq) **Spectator:** a member of the public who is an attendee or part of an audience at an event held at a sports venue, or along a route or within the respective perimeters;
 - rr) **Sports club:** The body established in accordance with the national law, and which serves the community in sports branches for amateur and professional, and has facilities and equipment for the performance of sport for all age groups with the aim of refining the athletes;
 - ss) **Sports event:** a type of match, game or other event, a series of matches, games or other events, or a tournament, involving the playing of sport (whether or not for competition) at a venue or other place (whether indoors or outdoors) to which persons are admitted on payment of a fee or charge, or after making a donation, to view the playing of the sport or to enter or remain at the venue or place and, in the case of a sports event that consists of a series of matches, games or other events or a tournament, includes any opening or closing ceremonies connected with the series or tournament;
 - tt) **Sports pitch:** the playing area upon which a sports event takes place, including protection zones defined in accordance with the regulations of the specific sport;
 - uu) **Sports venue:** an enclosed or semi-enclosed structure which consists of seating for spectators and a field of play or a permanent or temporary podium or other area within the structure reserved for the purposes of hosting events, which has a safe seated and/or standing spectator capacity of at least 2.000 persons (or as provided by the national law), as certified by a national or local authority;
 - vv) **Stakeholder:** includes spectators, local communities or other interested parties who play an important role in making sports events safe, secure and welcoming, inside and outside of sports venues;
 - ww) **Steward:** an employee, directly or indirectly contracted by the organiser of the sports event, with the functions, obligations and training defined by Orders approved by the Minister of the Interior and the Minister of Sports;
 - xx) **Supporters' charter:** an agreement between the sports club or association and the supporters about what each party can expect from the other and how to improve communication between them;
 - yy) **Supporters' liaison officer (SLO):** the person acting as a bridge between football or other clubs or associations and supporters by providing a two-way flow of information around key topical issues;

- zz) **Volunteer:** a person appointed and accredited by a controlling body, event organiser or venue owner to supervise arrangements or provide any function or service in support of an event.

Section II General provisions

Article 5 National coordination

- 1 – The National Committee, or other relevant bodies with assigned authority, as appropriate, for Safety, Security and Service at Sports Events (hereafter referred to as “the National Committee”) is recommended to be set up with the aim to oversee safety, security and service preparations and operations in connection with football and other high-profile sports events at national level.
- 2 – The competent authority is responsible for overseeing the establishment of the Committee, and shall appoint its chair.
- 3 – The National Committee is recommended to include representatives of the Ministry of the Interior, Ministry of Justice, Ministry of Sport, Ministry of Education, Ministry of Health, Ministry of Transport and Communications, and other relevant Ministries where applicable, Judicial Authority, Office of the Public Prosecutor, relevant policing and security agencies, safety authorities, medical services, fire and rescue services, transport authorities, national football and other sports authorities, sports media, national supporters’ associations and other agencies with logistical, safety, security and service responsibilities and functions in connection with football and other major sports events.
- 4 – The National Committee develops a national strategy based on nationally and internationally established safety, security and service good practices, which sets out the arrangements for:
- a) Ensuring a multi-agency integrated approach to safety, security and service in connection with sports events;
 - b) Promoting and assigning public and private agencies engaged in sports events to develop national, regional and local multi-agency partnerships;
 - c) Policing sports events, inside and outside of venues, including the journey to and from the venue;
 - d) Training public and private safety and security personnel;
 - e) Sports venue safety management;
 - f) Sports venue safety certification, licencing and inspection;
 - g) Promoting spectator and community dialogue and inclusion;
 - h) Preventing and tackling hate speech, racism and all other forms of discrimination in connection with sports events; and
 - i) Responding to safety and security emergencies in connection with sports events.
- 5 – The functions of the National Committee may include, but not be limited to:
- a) Draft proposals for periodical revision of the national legal, regulatory and administrative framework, to ensure that it provides clarity on the roles and responsibilities of public and private agencies engaged in safety, security and service at sports events;
 - b) Monitor incidents and trends in sports and sport-related misbehaviour, violence and other criminality;

- c) Evaluate the need for and content of sport-related exclusion measures;
- d) Review the effectiveness of sports venue safety certification, licensing, inspection and venue safety management arrangements;
- e) Review the effectiveness of the national training arrangements for public and private safety and security personnel; and
- f) Develop a media and communication strategy designed to ensure that communities and spectators, both resident and visiting, are kept pro-actively informed of the measures pursued in delivery of the integrated approach.

6 – The National Committee establishes a certifying authority for the purpose of issuing safety certificates to designated sports venues, as specified in Article 12.

Article 6

Regional and local coordination

1 – The National Committee, or other relevant bodies with assigned authority, as appropriate, establishes regional (or provincial, where appropriate) and local multi-agency safety and security committees in cities and towns hosting sports events.

2 – The regional safety and security committee, established in each region or province, is chaired by the regional or local authorities, and comprises the Mayors of the most important cities, the relevant policing and security agencies, safety authorities, medical services, fire and rescue services, transport agencies, the relevant sports association and authorised persons from sports clubs, representatives from the media and relevant public bodies whose presence is deemed relevant.

3 – A committee, or other relevant body with assigned authority, as appropriate, may be further established at local level, chaired by the regional or local authority, where appropriate, and consisting of the local representatives of all the bodies and organisations included in the regional or provincial safety and security committee.

4 – The National Committee may assign the regional (or provincial) and local coordination committees to ensure that:

- a) Planning and operational arrangements for sports events in their locality are comprehensive and take full account of the principles set out in the national strategy;
- b) Operational strategies of local stakeholders are complementary;
- c) Local operational strategies are reviewed and updated, where necessary, to reflect any refinements to the national integrated strategy and analysis of operations and incidents in connection with previous sports events;
- d) The respective roles and responsibilities of all personnel engaged in delivery of sports-related operations are clear, concise and widely understood;
- e) Resident and business communities located in the vicinity of sports venues and public areas where spectators gather before and after sports events are consulted and kept informed of operational arrangements in public and private spaces; and
- f) Consideration is given to promoting the active engagement of local clubs and partner agencies within local communities.

Article 7 National strategy

1 – Based on the recommended model of a national strategy [Recommendation Rec(2022)1], the national strategy on safety, security and service at sports events shall include principles and guidelines for relevant agencies and stakeholders, aiming at ensuring a safe, secure and welcoming environment for all participants at sports events, in particular the following:

- a) Ensure a multi-agency integrated approach to targeted safety, security and service operations;
- b) Encourage and oblige public and private bodies involved in football and other sports events to develop national, regional and local partnerships as appropriate;
- c) Training for public and private security personnel;
- d) Safety management in sports venues;
- e) The mechanism for the issuance of certificates and licenses for sports venues and their inspection;
- f) Develop measures to prevent hate speech, racism and other forms of discrimination in relation to football and other sports events; and
- g) Emergency response to safety and security in relation to football and other sports events.

2 – Based on the national strategy, a specific plan should be approved for each sports venue where professional sports events take place and should be reviewed, as necessary.

3 – Based on each sports venue plan, and prior to each sport event, the plan for safety, security and service of the sport event should be developed in the procedure established by the national law, providing for proper technical standards, medical service, evacuation procedure, allocation of responsibilities between the venue operators, match organisers and special entities responsible for the maintenance of public order as well as safety, security and service.

PART II SAFETY

Section I General principles

Article 8 Safety philosophy

1 – In the overall safety, security and service planning and operations for a sports event, safety measures are to be considered as paramount.

2 – The safety philosophy is based upon the following principles:

- a) The safety approach, to be developed by venue owners and/or organisers, clubs, sport's governing bodies and appropriate public authorities, shall centre on protecting the health and wellbeing of individuals, in their capacity as spectators, participants or employees at sports events, or members of the wider resident and business communities;
- b) In order to achieve this objective, the event operator shall identify all potential safety risks, implementing measures designed to eliminate or reduce those risks, and having contingency arrangements in place for dealing with any incidents or emergencies;

- c) A multi-agency integrated approach to safety shall be developed by relevant public and private stakeholders, applied, monitored and reviewed to ensure that all fully understand their roles and responsibilities;
- d) All on-site safety, security and service measures shall be interrelated and integrated into comprehensive safety management arrangements at the venue, and public safety should not be compromised by inadequate security measures and service failures;
- e) Spectators should never be exposed to unsafe physical structures or inoperable safety systems and equipment, namely through licensing of venues and effective safety certification arrangements, ensuring that all structural and equipment components meet national and international standards and are subject to regular inspection by qualified and competent persons;
- f) Spectators should never be put at risk by ineffective safety measures, the venue safety officer being responsible for developing and implementing comprehensive sports venue safety management arrangements, which balance physical and dynamic safety provision and which are regularly tested and refined on the basis of on-going dynamic risk assessments;
- g) Spectator safety should never be compromised by inadequate security measures and/or service failings, which means that the impact of all venue safety, security and service measures should be recognised as overlapping and inter-related and be integrated in comprehensive venue safety management arrangements;
- h) Spectators should never be exposed to overcrowding or crushing, being the responsibility of the sports venue safety officer to calculate the maximum safe capacity of a sports venue and each of its sectors, have that calculation verified, and ensure that sports venue safety management arrangements prevent that capacity being exceeded; and
- i) The risk to spectator safety posed by a major incident or emergency should be minimised, the sports venue safety officer being responsible, in co-operation with the police and emergency services, for developing and testing on a regular basis comprehensive contingency plans for responding effectively to in-venue incidents and emergencies, including establishing emergency evacuation arrangements.

Article 9

Responsibilities

1 – The organiser or operator of the event, as the case may be, is primarily responsible for safety and security within the sports venues and related security environment in accordance with the approved operational plans.

2 – On the basis of continuous risk assessment, the organising entities shall appoint a sufficient number of persons responsible for the safety and security of the event, including a safety officer.

3 – The organiser may ask the competent security authorities, if necessary, to intervene to maintain public order within the sports venues and related security perimeter.

4 – The bodies and entities below have the following strategic responsibilities for safety:

- a) The regional and local coordination committee, or other relevant bodies with assigned authority, as appropriate, established in Article 6 is responsible for the arrangements and coordination of pre-event multi-agency meeting to address all considered safety issue for the event;

- b) The regional and local coordination committee, or other relevant bodies with assigned authority, as appropriate, shall ensure the administrative framework to ensure that this meeting is comprehensive and provides the measures necessary to enable all agencies to undertake their safety, security and service functions effectively;
- c) The regional and local coordination committee, or other relevant bodies with assigned authority, as appropriate, shall ensure that the police, medical services, fire authority, certifying authority and the event safety operations management are present at each meeting; and
- d) The certifying authority established in Article 12 is responsible for considering all safety implications for a sports venue and specified activities, and issuing the conditions which must be adopted by the specified activity before spectators are permitted entrance to the sports venue.

Article 10

Safety requirements

- 1 – Safety requirements shall be provided by the relevant national legislation and comply with international standards.
- 2 – The sports events shall be held in the designated sports venues intended for the sport.
- 3 – During the design, construction, reconstruction, maintenance and operation of sports venues intended for the sports events, corresponding safety requirements established by national legislation shall be observed.
- 4 – The sports venues safety requirements shall include, but not be limited to:
 - a) Compliance with technical standards and condition of the designated sports venue with its purpose;
 - b) Availability of infrastructure required for safety and security maintenance, along with public order and including first aid facilities;
 - c) Compliance of the designated sports venue with other standards, in particular, fire safety standards, video surveillance, building and architectural, sanitary and hygienic and environmental standards;
 - d) Appointment of a safety officer responsible for all on-site safety and security arrangements;
 - e) Capacity of the designated sports venue referring to the maximum safe capacity of the said sports venue, specified in the safety certificate;
 - f) Development of operational plans for sports events and take into account the principles set out in the integrated national strategy;
 - g) Possession of developed and legislatively approved strategy on safety, security and service, as well as maintenance of public order, including spectator behaviour rules;
 - h) Avoidance of any ambiguity in respect of roles and responsibilities, namely by designating a sports venue safety officer, responsible for all in-venue private safety and security arrangements;
 - i) Incorporate provision of appropriate sanitary and refreshment facilities along with good viewing arrangements for all spectators, including children, the elderly and disabled persons;
 - j) Provision of adequate and comprehensive safety risk assessment policies and operating processes on which to base sports venue safety management arrangements;

- k) Command and control room provision which comply with national and international standards and good practice in terms of technical capability and operating arrangements;
- l) Comprehensive emergency and contingency plans, policies and operating arrangements for dealing effectively with in-venue safety, security and other incidents and emergency scenarios;
- m) Emergency and contingency plans prepared, tested and refined in consultation with the police and other emergency services and tested in multi-agency exercises on a regular basis;
- n) Football authorities, venue operators and venue safety officers liaise with the relevant police or other security authorities regarding counter-terrorism threats and risk mitigation measures;
- o) Fire safety plans which comply with national and international standards and good practice in terms of technical capability and operating arrangements;
- p) Medical plans which comply with national and international standards and good practice in terms of technical capability and operating arrangements;
- q) Public address and visual communication systems which comply with national and international standards and good practice in terms of technical capability and operating arrangements;
- r) Signage arrangements which comply with national and international standards and good practice and meet the needs of disabled persons;
- s) Traffic management plans which comply with national and international standards and good practice;
- t) Lighting arrangements which comply with national and international standards and good practice in terms of technical capability and operating arrangements;
- u) Adequate pre-event and post-event human and infrastructural checks and steward briefing arrangements;
- v) Entry policies and arrangements which comply with national and international standards and good practice in terms of technical capability and operating arrangements;
- w) Adequate and proportionate spectator searching policies and operating arrangements undertaken on the basis of a dynamic risk assessment;
- x) Arrangements for protecting the playing area which comply with national and international standards and good practice, in terms of technical character and operating arrangements;
- y) Temporary (mobile) and telescopic stands which comply with national and international technical and operating standards;
- z) Assigning the necessary number of service personnel - security, volunteers, stewards, ticket inspectors - for the maintenance of public order, safety and service in the area of the sports venue, and provision of assistance to the spectators;
- aa) Involvement of service personnel - security, volunteers, stewards, ticket inspectors - in the smooth running of the event, as well as safety and security, in particular search of spectators, in order to prevent the carrying of prohibited items and substances to the area of the sports venue;
- bb) Communication of information to spectators before the start of an event about possible restrictions in the sports venue in case of wrongful acts or other breach of behavioural rules and fire safety rules as well as about the procedure of exit from the sports venue, the obligation to keep public order and observe fire safety rules;

- cc) Details of the prohibition of the sale of alcoholic drinks, narcotics and psychotropic substances within the sports venue;
- dd) Provision of a CCTV system for the venue and the surrounding area;
- ee) Availability of equipment necessary for electronic ticket use, including turnstile system;
- ff) Availability of storage rooms or depots for items prohibited from being carried into the area of the venue, in case of their removal;
- gg) Availability of rooms for police activities - and magistrates, if applicable - and a separate room for the temporary detention of offenders during the sport event;
- hh) Availability of medical emergency rooms and/or a first-aid centre with the necessary equipment;
- ii) Definition of the working conditions and access arrangements for the media;
- jj) Provision for separate access ways for special vehicles, including police vehicles and ambulance and their parking spaces; and
- kk) Auxiliary power generator for emergency devices, namely the emergency lighting and public address system.

Section II Safety certification

Article 11 Scope

The sports venues identified by the competent authority are hereby designated as sports venues requiring a safety certificate.

Article 12 Certifying authority

- 1 – The certifying authority is responsible for:
 - a) Resourcing and administering the certification process detailed in this Section; and
 - b) Identifying within the designated sports venue operation a responsible person, to become the holder of the safety certificate for the designated sports venue.
- 2 – The certifying authority shall:
 - a) Be competent to assess and certify that a sports venue’s physical infrastructure and safety management arrangements are sufficient to enable the venue to safely host an event and have access to qualified competent persons with specialist knowledge of sports venues structures and safety systems and safety management arrangements;
 - b) Apply national and international standards, in determining whether or not a sports venue meets these safety standards; and
 - c) Ensure that the design, physical infrastructure and associated technical facilities of a sports venue comply with national and international standards.

Article 13 Certificate holder

- 1 – The designated certificate holder is primarily responsible for safety and security inside the

sports venue and its security perimeter.

2 – For that purpose, and based on a dynamic risk assessment, the certificate holder must appoint a suitable and sufficient numbers of persons to be responsible for safety and security at an event, including the safety officer, private security officers and/or stewards, volunteers and ticket inspectors, if applicable.

3 – The certificate holder may request the police force, whenever necessary, for maintaining public order inside the sports venue and the security perimeter.

4 – The certificate holder shall also have the following operational responsibilities for safety:

- a) The holder is responsible for complying with all conditions of the safety certificate mentioned in Article 14;
- b) The holder shall retain control over the whole and each part of the sports venue and shall take all necessary precautions for the reasonable safety of all people admitted to the sports venue. The responsibility for the safety of all people at the sports venue lies at all times with the holder;
- c) The holder shall inform the certifying authority mentioned in Article 12, of the name of the person at senior level in the organisation who is responsible for the safety policy and its implementation, together with those of the safety officer mentioned in Article 35, who shall be of sufficient competence, status and authority to take responsibility for safety at the venue and be able to authorise and supervise safety measures. Either the safety officer or a nominated deputy shall be present at any event during which all people are admitted to the venue;
- d) The holder shall produce and comply with a written statement of event safety policy for all relevant people and employees, outlining the chain of command, and covering the safety objectives and the means of achieving them and take steps to ensure that it is known and understood by all staff and voluntary workers who may be involved in venue operations. The holder shall also ensure that the policy is reviewed and revised as necessary. A copy shall be included in the operations manual and a copy of the policy shall be forwarded to the certifying authority;
- e) The holder is responsible for the pre-consultation of all events to the regional and local coordination committee, police, medical provider, fire authority and national and local transport agencies;
- f) The holder may delegate all, some or part of the safety certificate conditions to a third part, namely the organiser of the event, only if there is a documented multi-lateral agreement detailing the timeframe, extent, quality, quantity and significance of the condition; and
- g) The holder must inform the certifying authority of any delegation mentioned in the previous subparagraph.

Article 14 **Safety certificate**

1 – The safety certificate may be either:

- a) A certificate issued by the certifying authority for the place in which a sports venue is situated in respect of the use of the sports venue for an activity or a number of activities specified on the certificate during an indefinite period commencing with a date so specified; or

- b) A certificate issued by that certifying authority in respect of the use of the sports venue for an activity or a number of activities specified on the certificate on an occasion or series of occasions so specified.
 - c) A special safety certificate, used to cover one-off events or a series of occasions, for example, a cultural event being held at a designated sports venue.
- 2 – The safety certificate will be issued by the certifying authority and shall include such conditions that are necessary to ensure the safety of all participants at the designated sports venue.
- 3 – The designated certificate holder is responsible for ensuring all conditions contained within the safety certificate are implemented in full and supplying the certifying authority with all the requested information to determine compliance with the safety certificate.

Article 15 **Safe capacity**

- 1 – The certifying authority shall estimate, by any means which it considers appropriate, for how many spectators a sports venue has accommodation.
- 2 – The certifying authority may require any person concerned with the management of a sports venue to provide that authority within such reasonable time as it may specify with such information as it considers necessary for the purpose of making such an estimate.
- 3 – The designated maximum safe capacity is determined by the number of spectators based on a predetermined calculation for the holding, ingress, egress and emergency egress of spectators.
- 4 – The designated maximum safe capacity shall take into account the effectiveness of the sports venue safety management arrangements and deficiencies in the infrastructure.

Article 16 **Consultation**

The certifying authority shall send a copy of an application for a safety certificate to the police, ambulance service and the fire service, and may consult each of them about the terms and conditions to be included in the certificate.

Article 17 **Contents of the safety certificate**

- 1 – The safety certificate shall contain such terms and conditions as the certifying authority considers necessary or expedient to secure reasonable safety at the sports venue when it is in use for the specified activity or activities, and the terms and conditions may be such as to involve alterations or additions to the sports venue.
- 2 – No condition of a safety certificate shall require the provision of the services at the venue of any police officers unless the extent of the provision of their services is reserved for the determination by the head of police.
- 3 – Without prejudice to paragraph 1, a safety certificate may include a condition that an operations manual shall be kept along with records of the attendance of spectators at the sports venue and a planned preventative maintenance programme of safety at the sports venue.

4 – A safety certificate shall contain or have attached to it a plan of the sports venue and the terms and conditions of the certificate or of any special safety certificate issued for the sports venue shall be framed, where appropriate, by reference to that plan.

5 – A safety certificate may include different terms and conditions in relation to different activities.

Article 18 Inspection

1 – The certifying authority reserves the right of entry to the designated sports venue to inspect the infrastructure and safety documentation to ensure compliance with the conditions of the safety certificate.

2 – An authorised person may, if so required and proof of his authority, enter a sports venue at any reasonable time and make such inspections of it and such inquiries relating to it as he/she considers necessary for the purposes of safety certificate compliance.

3 – In particular, an authorised person may examine records of attendance at the sports venue and records relating to the maintenance of safety at the venue and take copies of such records.

4 – An authorised person may make such inspection of the venue and such inquiries relating to them as he/she considers necessary for the purposes of safety certificate compliance, and in particular may examine records of the number of spectators accommodated, and the maintenance of safety, at the venue, and take copies of such records.

5 – The certifying authority may determine an appropriate period of time between each inspection for the purpose of this Article.

Article 19 Enforcement

1 – The competent authority may serve a prohibition notice if it considers that the admission of spectators to a sports venue or any part of a sports venue involves or will involve a risk to them so serious that, until steps have been taken to reduce it to a reasonable level, admission of spectators to the venue or that part of the venue ought to be prohibited or restricted.

2 – A prohibition notice may prohibit or restrict the admission of spectators either generally or on a specified occasion.

3 – A prohibition notice shall, *inter alia*, specify those matters which have given rise to the competent Ministry's concerns, and shall either prohibit or restrict to a specified number the admission of spectators to either the whole venue or a specified part of the venue.

4 – A prohibition notice may also include directions setting out the steps which the venue management must take to reduce the risks to a reasonable level.

Article 20 Offences

1 – Offences and sanctions shall be provided by the national law¹ and may include, but not limited to:

¹ These model provisions have to be adapted to the national criminal and criminal procedure legislation. For model provisions on legal types of crimes and respective sanctions, see the Appendix to this document.

- a) Spectator admission to a designated sports venue after the date on which the designation order relating to it comes into operation but at a time when no application for a safety certificate in respect of it has been made or such an application has been made but has been withdrawn or is deemed to have been withdrawn;
 - b) When a safety certificate is in operation in respect of a sports venue, spectators are admitted to the sports venue on an occasion when it is used for an activity to which neither the general certificate nor a special safety certificate relates;
 - c) Spectator admission to a designated sports venue on an occasion when, following the surrender or cancellation of a safety certificate, no safety certificate is in operation in respect of that sports venue;
 - d) Any term or condition of a safety certificate is contravened otherwise than in pursuance of a prohibition notice; or
 - e) Spectator admission to a sports venue in contravention of a prohibition notice.
- 2 – The liability for offences established in the previous paragraph shall be provided by the national law.

Section III Sports venue

Article 21 Physical infrastructure

The certifying authority shall ensure that the sports venue design and infrastructure, and associated safety management arrangements, comply with national and international safety standards.

Article 22 Seated areas and segregation

- 1 – Sports venues at which professional competitions are held, whether national or international, which are considered to present high risk, shall be provided with seated areas equipped with individual, numbered seats.
- 2 – The provisions of the previous paragraph shall not prejudice the introduction of properly-identified sectors allowing the physical separation of spectators and the rapid and effective evacuation of the sports venue.

Article 23 CCTV surveillance system

- 1 – The organiser or operator of the sports event, in coordination with the owner or operator of the sports venue, shall install a video surveillance system allowing the entire venue and outside perimeter to be checked visually, comprising fixed and movable cameras recording image and sound, which shall, while respecting rights and constitutionally-protected interests, facilitate the protection of persons and property.
- 2 – The recording of image and sound shall be obligatory when a sporting event takes place, from the opening of the sports venue until it is closed; the respective recordings shall be kept for the time foreseen in the national law on data protection, at the end of which time they shall be

destroyed if not used under the terms of applicable criminal legislation or proceedings.

3 – In places which are subject to surveillance, the following notice shall be displayed: "For your protection, this area is subject to close-circuit television surveillance with the recording of image and sound."

4 – The system may be used for security purposes by the competent security or investigative authorities.

5 – As a derogation to the data protection principle of purpose limitation, the organiser may access the images recorded by the video surveillance system for disciplinary purposes². Without prejudice to paragraph 2 above, the recordings obtained shall be kept strictly confidential

Article 24

Parking areas

The sports venues in which competitions are held in accordance with the provisions of Article 2 of this model legislative framework shall be provided with parking spaces at distances commensurate with the venue's safe capacity and the public's ability to reach and exit the venue easily.

Section IV

Disaster management

Article 25

Planning

1 – Relevant safety and security agencies shall develop contingency and emergency plans for each sports venue.

2 – The above mentioned agencies shall ensure that these plans are tested and refined in regular joint exercises.

3 – Legal, regulatory or administrative frameworks shall make clear which agency is responsible for initiating, supervising and certifying the exercises.

Article 26

Emergency plan

1 – The emergency plan shall incorporate different types of incidents and action within or impacting on the venue, set out the specific roles and tasks of the various relevant safety and security agencies.

2 – The emergency plan may comprise the following actions to be taken:

- a) Organisation and structure of the emergency arrangements;
- b) Procedures for alerts and activation of the emergency plan;
- c) Procedures for the deployment of venue personnel and summoning of external resources and support;
- d) Procedures aimed namely at the safety of plans and facilities;
- e) Procedures for activating protection systems and equipment;
- f) Procedures for partial or total evacuation and in-vacuation;

² This will have to be checked at national level with the data protection authority.

- g) Particular procedures for the disabled or vulnerable people and other target groups;
- h) Restoration of ordinary condition, if possible;
- i) The designated route and assembly location for emergency service vehicles;
- j) Procedures for managing the external area of the venue to facilitate quick evacuation;
and
- k) General internal and external communication plans and procedures in cases of emergency.

Article 27 **Contingency plan**

1 – The contingency plan shall be prepared in conjunction with the emergency services and other expert agencies, assess the risk of all foreseeable incidents occurring at the sports venue which might prejudice safety and security or disrupt normal operations, and determine specific actions and/or the mobilisation of specialist or additional resources to respond to identified risks and other unforeseen scenarios.

2 – The contingency plan identifies with clarity and sufficient detail the issues and the extent to which all stewards, partner agencies and other participants are aware of, namely:

- a) The command and control structure;
- b) The role and responsibilities of each agency and designated venue personnel (including switchboard operators and public address announcers); and
- c) Pre-determined communications strategy (including designated operational communication arrangements and wider communications with spectators and participants, and other venue personnel).

Article 28 **Contingency plan implications**

1 – The contingency plan shall take into account various incidents that may occur on site or affect it and other unforeseen scenarios, specifying the specific procedural roles and tasks of the various relevant safety and security actors.

2 – The contingency plan includes the following actions:

- a) Organising and structuring emergency arrangements;
- b) Alerts and activation of the contingency plan;
- c) Deploying the venue staff and recalling partners and supporters;
- d) Measures aimed at the safety of facilities;
- e) Procedures for activating protection systems and equipment;
- f) Partial or total evacuation procedures;
- g) Special procedures for persons with disabilities or vulnerable groups and other target groups;
- h) Restoring the normal situation, if possible;
- i) Tracks specified for emergency service vehicles and assembly sites;
- j) Procedures for managing the outdoor area of the venue to facilitate rapid evacuation;
and
- k) General plans and procedures for internal and external communication in emergency situations.

Article 29
Emergency evacuation

The final decision shall be made to evacuate the venue from the competent authority in accordance with the emergency plan for the venue, in consultation with the venue safety officer, venue operator and other relevant safety and security authorities.

Section V
Venue safety

Article 30
Regulation to prevent and combat violence

1 – The organiser/operator of sports events shall issue an internal regulation to prevent and control violence in the venue.

2 – In addition to any measures provided for in any other national legislation in force, this regulation may cover the following measures:

- a) Measures to prevent and control public violence to be observed in the organisation of sports competitions;
- b) Cases of violence and corresponding penalties applied by the competent sports authority;
- c) Legal treatment of the application of sanctions; and
- d) To identify the prohibited items in the sports event site.

Article 31
Venue safety regulation

1 – The owner of the sports venue shall issue a regulation on the venue safety and the use of public access routes.

2 – This regulation may include the measures described below, among others. The achievement of these measures shall be subject to prior consultation and achieved with the security authorities, fire and civil protection agencies, medical emergency services and the organiser of the sports competition:

- a) Physical separation of supporters, allocating distinct zones to them;
- b) Control of the sale of entry documents, with recourse to mechanical, electronic or electromechanical resources, in order to ensure the proper flow of entering spectators, preventing the re-use of entry documents and allowing the detection of false entry documents;
- c) Surveillance and checks in order to prevent excessive crowding in any zone of the venue and to ensure that access ways are not blocked;
- d) Obligatory adoption of access control systems in order to prevent the introduction of prohibited items or substances or those liable to cause, or make possible, acts of violence under the terms of the national law;
- e) Details of the prohibition of the sale of alcoholic drinks, narcotics and psychotropic substances within the sports venue;
- f) The monitoring and surveillance of groups of supporters, namely in respect of travel to

attend sporting events taking place away from the venue of the promoter of the sporting event;

- g) Definition of the working conditions and access arrangements for the media;
- h) Drawing up an internal emergency plan, in particular setting out and defining the activities of sports venue stewards, if applicable; and
- i) Reaction to situations of violence in respect of the corresponding penalties to be imposed on associates as provided for by the national law and the sports regulations.

3 – The regulation described by this Article is subject to registration with the National Committee, or other relevant bodies with assigned authority, as appropriate.

Article 32 Venue operator

The sports venues operator, employed by the venue owner, shall be responsible for facilitating the event day safety and security operation, including:

- a) Developing an operations manual;
- b) Employing a match day safety management team, led by the safety officer;
- c) Procuring and coordination of stewards and security staff, cleaning and concession staff;
- d) Liaising with police, emergency services, national and local regulators and transport providers; and
- e) Ensuring that the venue structures and safety systems are functional and operation before, during and after the event.

Article 33 Obligations of the venue operator

The sports venues operator is recommended the following obligations:

- a) Taking measures on request of event organisers for:
 - i. Providing free access for transport vehicles to the area of sports venue, in particular, vehicles belonging to bodies of the Ministry of Interior and access to the playing area for ambulances, vehicles belonging to units of the firefighting, and vehicles for the technical support of the sports venue;
 - ii. Creating an infrastructure in the area of sports venue, ensuring safety and best location of transport vehicles, which allows safety and security staff to prevent offences and provide timely response to emergency situations and fires;
 - iii. Ensuring operational reliability and stability of building structures of sports venue; smooth operation of engineering and utility networks, fire control systems and fire extinguishing equipment; fulfilment of industrial safety requirements and observance of fire safety rules, sanitary and hygienic, environmental and other requirements; and proper training of personnel;
 - iv. Allocating of premises for the activities of safety, security and service entities during the event;
 - v. Equipping the sports venue with video cameras having recording function, covering the inside of the venue and the outer perimeters; and
 - vi. Assigning the necessary number of staff for safety, security and service;

- b) Involvement of staff in safety, security and service, in particular, search of spectators in order to prevent from carrying prohibited items and substances into the venue;
- c) Timely (as determined by the competent authority, but no later than a week before match-day) communication of information to relevant public bodies about the date and time of the event, number of sold tickets and expected number of spectators, in particular, related to visiting team;
- d) Publication of newsletters, arrangement of meetings with players and coaches, and other events for promoting dialogue and communication between club members, spectators and staff;
- e) Ensuring safety, security and service for all participants, in coordination with relevant public bodies and stakeholders;
- f) Communication of information to spectators before the competition kick-off about possible restrictions in the sports venue in case of wrongful acts or other breach of behaviour rules and fire safety rules, as well as about the procedure of exit from the sports venue, obligation to keep public order and observe fire safety rules;
- g) Taking measures for:
 - i. Refusal of entry for the persons under alcohol or drug intoxication, as well as those who were ejected from the sports venue during the competition; and
 - ii. Responding to wrongful acts of spectators, in particular, directly at the stands;
- h) Requesting spectators to observe parking rules and fire safety rules;
- i) Handover of persons who committed wrongful acts to the police;
- j) Implementation of measures, in coordination with relevant bodies, regarding the organised transportation of spectators from/to transport hubs; and
- k) Urgent communication of information to relevant public bodies about the state of affairs in case of unforeseen circumstances that may result in the change of conditions for hosting the competition.

Article 34 **Safety service**

1 – The certificate holder shall establish the safety service for the performance of functions aimed at ensuring safety, security and service in the preparation and staging of sports events.

2 – The following tasks are recommended to be imposed on the sports venue safety service:

- a) Ensure safety and service to all participants at the sports venue and its outer perimeter;
- b) Provide assistance to the relevant public safety and security bodies;
- c) Take preventative measures and communicate information to the competent bodies about committed or planned crimes and administrative offences, and delivery emergency aid to victims of accidents or offences;
- d) Participate in the rescue and evacuation of people, salvage of property, and crowd management in case of emergency or fire;
- e) Familiarise relevant safety and security bodies, stakeholders and spectators with the regulations and plans of the sports venue and the procedure of actions and evacuation of spectators in case of emergency or fire; and
- f) Provide a collaborative approach to the areas outside the designated sports venue (Zone Ex) by coordinating meetings with the Police, local communities, transport providers, land and property owners where access to and from the venue is gained and the local

authority responsible for highway and public space to determine appropriate safety, security and service measures.

- 3 – During, before and after the sports event, the safety service members should be entitled to:
- a) Search spectators at the entrance to the sports venue with the involvement of stewards in the procedure established by legislation; and
 - b) Take measures to prevent and respond to wrongful acts by spectators.

Article 35 Safety officer

- 1 – The certificate holder shall be responsible for appointing a safety officer, who shall enforce safety measures listed in this Part, within the sports venue and its outer perimeter.
- 2 – The safety officer shall be responsible for coordinating the activities of the sports venue stewards with a view to overseeing the problem-free observance of the sports event in cooperation with the organiser of the sports competition and the security, fire and civil protection and health authorities.
- 3 – The safety officer is required to develop and implement comprehensive sports venue safety management arrangements, which balance physical and dynamic safety provision, and which are regularly tested and refined on the basis of ongoing dynamic risk assessments.
- 4 – The safety officer is recommended to meet with the entities described in paragraph 2, before and after each sports event, and shall draw up a final report to be delivered to the organiser of the sports competition, with a copy to the National Committee, or other relevant bodies with assigned authority, as appropriate.
- 5 – The procedures for the appointment and training of the safety officer shall be approved by a joint regulation of the competent authorities.

Article 36 Stewarding

- 1 – Under the direct responsibility of the safety officer, the senior stewards shall oversee stewards, provide information necessary for determining the appropriate actions and thereafter the conduit for ensuring effective delivery of those actions within the sports venue or a particular sector.
- 2 – Under the direct responsibility of senior stewards, stewards shall ensure the safety, security and wellbeing of participants in the sports venue and its outer perimeter.
- 3 – Visiting stewards shall be deployed in away sports events to accompany visiting supporters and support host safety and security operations inside, outside and en-route to the sports venue.
- 4 – The roles and responsibilities, recruitment and training of senior stewards, stewards and visiting stewards shall be established in a specific regulation.

Article 37 Volunteers

The certificate holder may appoint and accredit, as part of the service strategy for a specific event, a sufficient number of persons to supervise arrangements or provide any function or service in support of the event, but shall not perform any safety and security function.

Section VI
Access to the venue

Article 38
Inclusiveness

Certificate holders, organisers and operators of sports venues must provide an inclusive and welcoming experience for everyone irrespective of their nationality, ethnicity, religion, gender, age, sexual orientation or of any disability.

Article 39
Access of persons with disabilities

Sports venues shall have special means of access, circulation and seating for persons with disabilities, including the colour-blind.

Article 40
Ticket issuing and sale

1 – The organiser shall be responsible for the use of a unified system for the issuance and sale of entry documents in the places where the competitions specified in Article 2 of this model legislative framework are held, the techniques of which can be used to control them through electronic systems.

2 – The event organiser shall be responsible for the tickets and entry documents and shall specify at the beginning of each season the characteristics of the entry documents and the maximum and minimum prices.

3 – The entry documents bear the following information:

- a) Serial numbering of tickets and entry cards;
- b) Define the competition venue;
- c) Determine the entry gate to the venue, sector, grade and seat;
- d) Named sports competition;
- e) Determine the type of sport subject of the ticket;
- f) Determine the organiser of the sport event;
- g) Detail the conditions in which the spectators will be denied access to the venue;
- h) A map of the venue and access routes; and
- i) Detail the consequences of non-compliance with regulations relating to security and the use of public access routes.

4 – The number of documents allocated for entering the venue shall not exceed its maximum safe capacity.

5 – In case of violation of the previous paragraph, the sports competition in question shall be suspended.

Article 41
Conditions of ingress

1 – The spectators have a right to attend sports events provided that the legislation and venue

regulations are observed in the area of the sports venue and its outer perimeter.

2 – The conditions of access of spectators to the sports venue are the following:

- a) Possession of a valid entry document;
- b) Observance of the provisions of the venue regulation concerning security and use of public access areas;
- c) Allowing a screening by authorised officers in the established procedure, with the objective of detecting and preventing the entry of prohibited items or substances or those liable to cause, or make possible, acts of violence;
- d) Allowing the recording of image and sound, strictly in accordance with the terms of the national law;
- e) For children below the age of 14, to be accompanied by an adult;
- f) Not being under the influence of alcohol, narcotics, psychotropic substances or products with a similar effect, accepting the administration of control and screening tests, to be conducted under the supervision of the competent police authorities;
- g) Not carrying beverages in glass containers or as determined by the competent authority, narcotics, psychotropic substances or products with a similar effect, into the area of sports venue and/or consuming them in such areas; and
- h) Not carrying and/or using fire, cold and other arms, cutting and bladed items and items which can be used for infliction of bodily harm, ammunition, explosive substances, pyrotechnic products, flammable substances, caustic substances, other items, agents and substances whose circulation is restricted by legislation and defined by internal regulations in the area of sports venues.

3 – For the purposes of subparagraph f) of the previous paragraph, individuals shall be considered to be under the influence of alcohol if presenting a blood alcohol level equal to or in excess of 0.5 g/l (or as provided by national law) on the application, with due adaptations, of the procedures, tests, instruments and methods of measurement specified by the road traffic regulations for cases of drivers acting under the influence of alcohol, narcotics or psychotropic substances.

4 – Spectators shall be prohibited from entering the sports venue if they do not comply with the provisions of paragraph 2 of this Article, except in respect of the conditions referred to in subparagraphs b), c), f), g) and h) of the previous paragraph when concerning objects used for the assistance of disabled persons.

Article 42

Prohibited items

The following items are prohibited inside the sports venue:

- a) An animal other than assistance animals used by the blind, deaf or persons otherwise suffering a disability; or a police dog or a police horse; or an animal competing or participating in a sports event; a laser pointer; a distress signal; or dangerous goods;
- b) A prohibited weapon within the meaning of the national legislation on weapons;
- c) A controlled weapon within the meaning of the national legislation on weapons, the possession of which would constitute an offence under that legislation;
- d) A firearm within the meaning of the national legislation on weapons;
- e) A bicycle other than a police bicycle or a bicycle for use in competing or participating in a sports event, scooter, skateboard, roller skates, roller blades or similar vehicles;
- f) A firework, smoke canister or pellet;

- g) A horn or bugle;
- h) A whistle or loud hailer;
- i) Any items which are in such a quantity that a reasonable person could infer that those items are to be used for commercial purposes;
- j) A public address system, electronic equipment, broadcast equipment or similar device which may interfere with broadcast equipment or similar devices being used by the event organiser or a person authorised by the event organiser or otherwise under the national law to use such equipment or devices; and
- k) Other items as provided by national legislation.

Article 43

Conditions to be observed within the venue

- 1 – The following conditions shall be observed by spectators within the sports venue:
- a) Follow regulations on preventing and combatting violence in the area of sports facilities, as well as other safety, security and service requirements;
 - b) Comply with the safety regulations of the sports venue;
 - c) Fulfil legal requirements of stewards, volunteers, employees of the sports venue and public authorities for compliance with legislation and an evacuation plan in case of emergency or fire;
 - d) Inform stewards, volunteers, employees of the sports venue and public authorities about identified public security and safety threats for their immediate removal;
 - e) Not displaying placards, flags, symbols or other signs with messages, direct or indirect, that are offensive, discriminatory, racist or xenophobic;
 - f) Not obstructing access and evacuation ways, especially emergency access ways, without prejudice to their use by persons with disabilities;
 - g) Not conducting violent acts which incite violence, discrimination, racism or xenophobia;
 - h) Not singing hateful, racist or xenophobic chants or songs;
 - i) Not entering reserved access areas or areas not designated for public use;
 - j) Not moving from one sector to another;
 - k) Not throwing any objects within the sports venue, in particular on the pitch; and
 - l) Not using any materials to produce flames or any other pyrotechnic device or item producing similar effects.
- 2 – The non-fulfilment of the conditions described by the paragraph above, as well as subparagraphs f) to h) of paragraph 2 of Article 41, shall incur immediate reaction, as provided by national legislation and sports regulations.

Article 44

Inspections

- 1 – An authorised officer may:
- a) Request a person to produce and open for inspection and search any bag, basket, or other receptacle that the person:
 - i. intends to take into a sports venue; or
 - ii. has in a sports venue;

- b) Request a person to produce and empty of its contents any bag, basket or other receptacle that the person:
 - i. Intends to take into a sports venue; or
 - ii. Has inside a sports venue;
 - c) Request a person who intends to enter, or has entered, a sports venue to turn out that person's pockets; and
 - d) Request a person who intends to enter a sports venue:
 - i. To walk through screening equipment;
 - ii. To allow an officer to pass hand-held screening equipment over or around the person or around things in the person's possession; and
 - iii. To allow things in the person's possession to pass through screening equipment or to be examined by x-ray.
- 2 – If a request under the national law is made of a person by an authorised officer:
- a) The person may request that the inspection be conducted in private; and
 - b) The authorised officer must conduct the inspection in a private area set aside by the event organiser for that purpose.
- 3 – For the purposes of inspection and search under this Section, an authorised officer may:
- a) Search through any bag, basket or other receptacle;
 - b) Search through and move the contents of that bag, basket or other receptacle; and
 - c) Search through and move the contents of a person's pockets turned out in accordance with the national law.
- 4 – An authorised officer may direct a person who is in a sports venue and who refuses to comply with a request under the national law to leave the venue.
- 5 – An authorised officer who is a member of the police force may require a person who has been given direction under the national law to give his or her name and address to the officer.

Article 45

Expulsion order from the sports venue

- 1 – The competent safety or security officer shall have the right to remove any person from the area of the event if there is reasonable doubt that the person has committed or attempted to commit any conduct that is contrary to the conditions of safety and security.
- 2 – In the cases mentioned by paragraph above, the safety officer must, before taking any other procedure, inform the officer in charge of the incident to order the person to leave the venue and not to return or not to enter the area of the event.
- 3 – The competent sports authority may apply a banning order for violation of the sports regulations, being applicable, when appropriate, the provisions of Article 60³.
- 4 - Banning orders applied under this article shall be communicated to the Ministry of Interior and to the National Football Information Point (NFIP)⁴.

Article 46

Cases of expulsion order due to offending behaviour

³ There are three types of banning orders: sporting (Article 45.3), administrative (Article 60) and judicial (Articles 11X and 12X of the Appendix).

⁴ Or National Sport Information Point (NSIP), where applicable.

1 – The competent safety or security officer may direct the offending person to leave the venue or area of the event if he reasonably believes that the person has committed one of the following acts:

- a) Disable or interrupt the game or sports event;
- b) Participate in conduct that poses a danger to the safety of him/herself or others; or
- c) Causing a riot or unlawful interference with the public or an individual involved in the management of the event.

2 – The person must leave the area of the event immediately, and the authorised safety or security officer may request the person who has been ordered under paragraph above to give his/her name and address and any other information deemed reasonable by the safety or security officer.

Article 47

Refusal to leave the venue or attempted re-entrance

Any person who has been excluded under the previous Article or any other provision of this legislative framework and /or national law or sports regulations shall not enter or attempt to enter the venue or area of the event before the expiry of a period provided by national legislation and/or defined by the competent judicial, administrative or sport authority.

PART III SECURITY

Section I General provisions

Article 48 Security philosophy

1 – The security approach is considered as a key element in the quest for a safe, secure and welcoming environment at sports events, aiming at preventing, reducing the risk and/or responding to violence or other criminal activity or disorder.

2 – Sophisticated policing strategies include:

- a) Intelligence gathering;
- b) Dynamic risk assessment;
- c) Risk-based deployment;
- d) Proportionate and targeted intervention to prevent the escalation of risk or disorder;
- e) Effective dialogue with supporters and the wider community; and
- f) Evidence gathering of criminal activity, and the sharing of such evidence with the competent prosecution authorities.

3 – The principal role of the police in connection with sports events may be focused on assistance in crowd management and on preventing and responding to public disorder and criminality in public and private spaces, including sports venues.

4 – Police commanders, intelligence officers, spotters and uniformed operational units undertake important roles in meeting the objectives mentioned in the previous paragraphs.

5 – An effective exclusion strategy is recommended to be put in place to deal with risk supporters, held by robust evidence gathering arrangements for prosecution and rapid sanctioning and withdrawal of offenders.

Article 49
Police authorities

- 1 – The responsibilities and obligations of police authorities shall be provided by the national law.
- 2 – Police information and risk assessments shall be taken into account by relevant stakeholders in multi-agency preparations for international and domestic sports events.
- 3 – High level key partner agencies shall participate for a coordinated and a multi-agency approach in assisting the police and facilitating the delivery of an effective policing strategy.
- 4 – The police shall be consulted at an appropriate level on all aspects of the wider integrated approach which may impact on the delivery of the policing strategy. This consultation should cover sports venue licensing, ticketing, stewarding and other in-venue operating arrangements, local hospitality and related activities - including community and supporter liaison -, transport and other logistical arrangements, and crisis planning for emergency scenarios, inside and outside of sports venues.
- 5 – Key police messages shall be communicated to the host as well as to visiting supporters about designated and recommended areas for pre and post sport event recreation and police tolerance levels - offering clear advice on what constitutes unacceptable behaviour -, highlighting any additional or exceptional measures planned for high risk sports events.

Article 50
Police coordination and training

- 1 – Without prejudice to their respective roles, remits and competencies, the police commander and sports venue safety officer shall work closely in order to specify the role of the police in a range of crowd management related scenarios, including:
 - a) Pre-entry cordons and searching;
 - b) Monitoring and managing crowd movements;
 - c) Opening and closure of entry gate and turnstiles;
 - d) Supporting stewards in preventing and dealing with any public disorder or other criminality;
 - e) Delaying the start of a match;
 - f) Abandonment of a match and liaison with the referee;
 - g) Supervising evacuation to the outside of the venue or into the competition area (invacuation); and
 - h) Activation of the organiser's emergency procedures.
- 2 – The liaison process shall include determining the procedures to be applied in circumstances such as an emergency or major incident, when it is appropriate for the police to take control of all or part of the sports venue and for the eventual return of control to the organiser.
- 3 – Once agreed, the arrangements shall be set out in a written agreement between the organiser and the police.
- 4 – The police shall identify the training necessary to ensure that their personnel are able to deliver their tasks effectively and proportionately.
- 5 – In view of the interaction between the police and sports venue personnel, the co-ordination

arrangements shall explore the scope for organising integrated joint training of key policing and sports venue personnel.

Article 51

Risk categorisation of supporters

In view of difficulties in predicting the behaviour of supporters, the following supporter risk categorisations may be applied in respect of all professional sports events:

- a) Risk supporter: a person, known or not, who can be regarded as posing a possible risk to public order or having anti-social behaviour, whether planned or spontaneous, at or in connection with a sports event; and
- b) Non-risk supporter: a person, known or not, who can be regarded as posing little or no risk to public disorder and other criminality, whether planned or spontaneous, at or in connection with a sports event.

Article 52

Exclusion strategy

1 – The sports policing strategy are recommended to be supported by effective means for undermining and isolating the influence of supporters seeking confrontation and for excluding supporters who have caused or contributed to violence and disorder from sports events.

2 – An exclusion strategy, such as banning orders and restrictions on travel to sports events held in another country (exit bans) might be applied according to the provisions of the Convention and national legislation.

Section II

Crimes and misdemeanours

Article 53

Criminal offences

1 – The types of criminal offences shall be provided by national legislation/law⁵, including in the part concerning the organisation and conduct of sports events, as well as the behaviour of spectators and participants of sports competitions inside sports venues and in adjacent areas.

2 – Those who have violated public order, caused damage to property and/or to third parties, bear administrative or criminal liability in accordance with the procedure provided for by national legislation.

3 – Penalties for committing offences described in this Section are provided solely by the national legislation.

Article 54

Misdemeanours for spectators

For the purposes of the national law, spectator misdemeanours may include, but are not limited to:

⁵ For examples of provisions on legal types and crimes and respective sanctions, see the Appendix to this document.

- a) Introduce, sale and consume alcoholic beverages within the security perimeter and inside the sports venues, except in areas created for that purpose, if applicable;
- b) Practice acts or incite violence, hate crime, racism, xenophobia and intolerance in sports events, if more severe sanctions don't apply;
- c) Use horns or noise producers powered by batteries, electricity or other forms of energy, with the exception of the sound system of the sports venue management;
- d) Use bright laser devices, which, by their intensity, are able to cause physical damage or disturb the concentration and performance of the athletes or other persons;
- e) Introduce, possess, use or throw explosive substances or pyrotechnics or other objects that produce similar effects, if more severe sanctions don't apply;
- f) Throwing missiles, outside the cases referred to in Article 43;
- g) Use unmanned aerial vehicles (drones) over the sports venue and its security perimeter; and
- h) Violation of safety standards required to comply with, at the stadium and adjacent areas, used for its operation, in accordance with the national legislation and safety standards.

Article 55

Misdemeanours committed by certificate holders, organisers and venue owners or operators

1 – Misdemeanours by the certificate holders, organisers or venue owners or operators of the sports event may include:

- a) The failure to comply with the duty of taking responsibility for the safety of sports venues safety requirements, contrary to the provisions of paragraph 3 of Article 10;
- b) The failure to comply with the conditions of the safety certificate established in Article 14; and
- c) The offences established in Article 20.

2 – The sanctions should be applied to safety entities as provided by the national law in case of:

- a) Evasion of approval of venue safety regulations and contingency plans;
- b) Failure to place behaviour rules and fire safety rules in the places established by the national law;
- c) Failure to equip the sports venue with the control room along with safety equipment, namely CCTV, public address system, turnstile monitoring, fire alarm, radio systems, according to the requirements established by; model legislative framework;
- d) Untimely communication of information of the date and time of an event, number of sold tickets and expected number of spectators to the bodies defined by model legislative framework;
- e) Failure to provide the spectators with the appropriate information, established by the national law, before the competition kick-off;
- f) Failure to provide the appropriate information to the bodies established by the national law in case of unforeseen circumstances that may result in a change in the conditions for hosting the competition;
- g) Failure to conduct briefing for service personnel in the procedure established by the national law;
- h) Failure to comply with the conditions of the safety certificate established in Article 14;

- i) Failure to comply with the duty of taking responsibility for the safety of sports venues safety requirements contrary to the provisions of paragraph 3 of Article 10; and
- j) The offences established in Article 20.

Article 56
Penalties

- 1 – Acts described in Articles 53, 54 and 55 shall be penalised according to national legislation.
- 2 – Sports agents who, in any form, practise or incite the practice of the acts described in Articles 53, 54 and 55 shall be penalised according to the national law.

Article 57
Subsidiary law

The processing of infringements of provisions on misdemeanours and the application of corresponding penalties, shall be subject to national legislation on misdemeanours.

Article 58
Determination of the amount of fines

The determination of the amount of a fine, within the relevant limits, shall be enshrined in the national law.

Article 59
Initiation of proceedings and application of fines

- 1 – The initiation of proceedings for an infringement of legislation on misdemeanours described by this Section shall be the responsibility of the competent authority which ascertains occurrence.
- 2 – The application of fines shall be the competence of the Ministry of the Interior competent authority.

Article 60
Banning orders

- 1 – An administrative ban on visiting the venues of official sports competitions on the days of their holding consists in a temporary ban on a citizen from visiting such places on the days of official sports competitions and is established for violating the rules of behaviour of spectators during official sports competitions.
- 2 – An administrative ban on visiting the venues of official sports competitions on the days of their holding is appointed by the competent administrative authority.
- 3 – A banning order specifies:
 - a) The event venue and event area in respect of which the banning order is made;
 - b) The event or events to which this Section applies in respect of which the banning order is made; and
 - c) The period for which the banning order is in force.

4 – A person to whom a banning order applies must not enter an event venue or event area in contravention of that order.

5 – Banning orders applied under this article shall be communicated to the Ministry of Interior and to the National Football Information Point (NFIP)⁶.

Article 61

Banning order as an ancillary penalty

The conviction for misdemeanours mentioned in Article 54 may determine, in the light of the seriousness of the infringement and the guilt of the offender, the application of a banning order as described in the relevant national law.

Article 62

Database

1 – The Ministry of the Interior (or other competent Ministry, according to the national law) is recommended to establish, and keep up-to-date, a national database of persons subject to banning orders as indicated in the previous Articles.

2 – The definition of the purposes and conditions of access and use of the database described in the paragraph above is the subject of a separate legislation.

Section III

Disciplinary offences

Article 63

Offences and penalties for acts of violence

1 – The organisers of sports competitions shall prepare regulations and apply sanctions in line with the principles of the relevant national law.

2 – Offences and penalties may be introduced for the following acts of violence:

- a) Assault against sports officials, on-duty members of the security authorities, safety officers, stewards or volunteers, as well as any persons authorised by the national law or regulations to be present at the pitch, which causes the referee to justifiably refuse to start or restart the match or to terminate it before the end of regulation time;
- b) A pitch invasion which justifiably impedes the start or conclusion of the match;
- c) The occurrence, before, during or after the sports event, of assaults against the persons described in subparagraph a) at the sports venue, causing serious injury, whether considered in respect of the injury itself or the period and degree of incapacity;
- d) Assault against spectators or media staff at the sports venue, before, during or after the sports event, causing serious injury, whether considered the injury itself or the period and degree of incapacity; and
- e) The occurrence of disturbances which cause a justified delay to the start or restart of the match or causes temporary interruption of it.

3 – If, as a result of the situations described above, sports infrastructures are damaged, thus jeopardising safety, the use of the sports venue may be prohibited for the period required to repair

⁶ Or National Sport Information Point (NSIP), where applicable.

such damage, unless otherwise provided by the national law.

Article 64

Disciplinary procedure

1 – The penalties of requiring a sports event to be held "behind closed doors" and the prohibition of using the sports venue may only be imposed by means of the initiation of a disciplinary procedure to be conducted by the respective association or league.

2 – The disciplinary procedure described by the paragraph above shall commence by considering the reports presented by the referee, security authorities, safety officer and the representative of the association or league.

3 – The entity competent to impose the penalties of prohibition of using the sports venue or requiring sports events to be held "behind closed doors" shall establish the duration of the penalty to be applied for a reasonable period, with re-occurrence during the same sports season implying an increase in the penalty by an additional sports event.

Article 65

Conclusion of competitions

In the case of the prohibition of using sports venues, the competitions for which the prohibited organiser of sports events is responsible for shall take place at a venue designated by the association or league, in accordance with the respective regulations.

Section IV

International police co-operation

Article 66

Establishment of a national football information point

1 – The Ministry of Interior shall set up a National Football Information Point (NFIP)⁷ within the competent police force, to act as the direct and single contact point for exchanging relevant information, and for facilitating international police cooperation in connection with football and other sport events with an international dimension.

2 – The police shall extend the remit of the NFIP to cover other sports events if considered appropriate or in accordance with the designated level of risk.

3 – The NFIP shall be the sole and direct channel for the exchange of information, associated with public safety and public order in connection with football events with an international dimension - and other sports events where appropriate -, with the NFIP, or designated contact point, in other States.

4 – The police shall make arrangements for establishing a national network of designated police information liaison officers to ensure that its NFIP is provided with all relevant information - from national and local police and other sources - to enable the NFIP to fulfil its tasks efficiently and in a timely manner.

⁷ Or National Sport Information Point (NSIP), where applicable.

5 – The police shall ensure its NFIP personnel are trained and equipped to provide a national source of expertise regarding policing in connection with football events - and other sports events where appropriate -, and associated safety and security matters.

Article 67 **Tasks of the NFIP**

1 – The police shall ensure that its NFIP has the staff and other resources necessary to analyse and exchange relevant information in a timely manner, co-ordinate and facilitate international co-operation in connection with football events with an international dimension - and other sports events where appropriate -, and deliver all of its other designated tasks effectively, including:

- a) Providing a national strategic overview of policing football - and other sports events where appropriate;
- b) Liaise with external stakeholders;
- c) Coordination and training of the national network of football - and other sports where appropriate - intelligence officers and spotters;
- d) Oversight, monitoring, and, where appropriate, management of football - and other sports where appropriate - exclusion arrangements;
- e) Participation in the work of the international network of NFIPs;
- f) Delivery of NFIP website responsibilities; and
- g) Where appropriate, acting as the head or a member of visiting police delegations deployed abroad in respect of football events - and other sports events where appropriate.

2 – The NFIP shall be responsible for exchanging information with the NFIP or designated contact point in host, transit and other States, as appropriate, in connection with football events with an international dimension - and other sports events where appropriate.

3 – This information shall be exchanged in a timely manner in accordance with the arrangements set out by the international NFIP network.

4 – The NFIP shall be responsible for assessing and quality controlling information provided by its national to local policing and other law enforcement agencies in connection with national and international professional football events - and other sports events where appropriate.

5 – The NFIP shall ensure that the police and other agencies involved in the planning and operations for professional football events with an international dimension - and other sports events where appropriate -, played in the country, receive relevant information and an assessment of risk in a prompt and appropriate manner.

6 – The NFIP shall be responsible for facilitating, coordinating or organising the implementation of international police cooperation, including the arrangements for the deployment and hosting of visiting police delegations in connection with football events with an international dimension - and other sports events where appropriate.

7 – The NFIP shall be responsible for supporting the competent national authorities in the country to develop and implement an integrated multi-agency safety, security and service strategy in connection with football - and other sports where appropriate.

8 – The NFIP shall collect and/or have access to data on the number and character of incidents, inside and outside of sports venues, the number and disposal of all arrests and detentions, and the number and type of bans imposed in connection with national and international football events

involving professional football clubs - and other sports clubs where appropriate -, and national teams in the country.

9 – The NFIP shall, in accordance with the applicable domestic and international rules, have access to appropriate personal data which is relevant for its tasks.

10 – The NFIP shall be responsible for producing regular generic and/or thematic national football - and other sports, where considered appropriate - disorder assessments for sharing with other NFIPs and other national and international agencies as appropriate.

Article 68

Police information exchange arrangements

1 – The NFIP shall be responsible for the exchange of generic information relevant to a football event with an international dimension - and other sports events, where appropriate -, at the request of a NFIP concerned or on its own initiative, with other NFIPs, national and international law enforcement agencies and other agencies, in accordance with bilateral information sharing protocols.

2 – The NFIP shall only exchange personal information in respect of individuals known to pose a potential public order risk, in accordance with national and international legislation or regulations on data protection, rehabilitation of offenders and human rights, and/or in accordance with a bilateral informational sharing protocol.

3 – Personal information exchange arrangements shall stipulate the intended use and the period of retention of the personal information concerned.

4 – The NFIP shall provide, on request, the NFIP or designated contact point in the host, transit, or other State, as appropriate, with updated risk assessments in connection with professional football events with an international dimension - and other sports events where appropriate.

5 – Information shall be exchanged using the designated procedures set out in the European handbook for international police cooperation in connection with football events with an international dimension - and other sports events where appropriate -, or in accordance with bilateral arrangements agreed by the designated authorities in the host and visiting countries.

6 – The NFIP shall communicate information in such a way so as to preserve the confidentiality of the information and, provided that personal data is not concerned, to enable other NFIPs to access the information, on condition that the NFIP from which the information originates is in agreement.

PART IV

SERVICE

Article 69

General principles

1 – All relevant public and private agencies involved in managing sports events are recommended to work closely together to promote service principles, including:

- a) Recognise the importance of a customer-oriented approach, taking account, and welcoming the diversity, of fan culture in multi-agency planning for the event;

- b) Recognise that well-informed, well-cared-for, supporters feel comfortable and that people who feel comfortable remain relaxed;
- c) Arrange for a high-level of spectator hospitality both during matches and during free time before or after matches;
- d) Ensure that visiting supporters are treated in the same way as home supporters, including with regard to the use of banners, flags; and
- e) Make full use of measures which have proved to be successful and effective in previous sports events and which provide supporters with sufficient information and facilities, for example fan embassies, fan parks, public viewing areas, and other facilities designed for supporters.

2 – Sport authorities and other relevant bodies, public or private, are recommended to acknowledge and promote service principles, including:

- a) Recognise the social and festive nature of sports events;
- b) Recognise that the vast majority of spectators want to enjoy the sports events freely in a good-natured and peaceful manner;
- c) Acknowledge that supporters also expect adequate services, decent sanitary facilities, hygienic catering, and clear information;
- d) Recognise that the distribution and pricing of match tickets must be fair, equitable and transparent, within the constraints of the security and safety requirements;
- e) Use all appropriate means to inform spectators about the match/tournament, safety and security requirements, including information on the route to the sports venue, guidance within the sports venue and the rules applied there;
- f) Arrange for well-trained stewards and/or volunteers to welcome supporters in a friendly manner and to cater for them; and
- g) Pay proper attention to the special needs of families, women, children, elderly people and the disabled when planning sports events.

3 – Municipalities are recommended to participate actively in the preparation and management of sports events, in particular to:

- a) Ensure the co-ordinated planning and collaboration between different agencies responsible for different aspects of the organisation of the event;
- b) Organise side events for supporters between matches or for those who could not attend the event, making sure that these events are intercultural and bring people from different backgrounds together;
- c) Ensure that local inhabitants and communities are involved in the event;
- d) Ensure the support and involvement of local communities in the event by providing information and proactively encouraging participation;
- e) Make proper arrangements, in close co-ordination with the organising committee and police, for local transport to facilitate the influx of supporters;
- f) Provide for adequate accommodation to meet the needs of different income groups;
- g) Provide sufficient information for visitors and, in this connection, make the necessary arrangements with tourist offices and fan experts; and
- h) Encourage local businesses to take part in the event.

Article 70
Principles of dialogue and communication

1 – All relevant public and private agencies responsible for safety, security and service at sports events are recommended 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 partnership and positive co-operation as well as identifying common solutions to potential problems.

2 – The above-mentioned agencies and other stakeholders, including local communities and supporter representatives, should 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.

Article 71

Supporter dialogue strategy

Relevant public authorities are recommended to develop and implement an effective supporter dialogue strategy, aimed at providing guidance on:

- a) Ensuring an open and transparent dialogue between supporters, clubs, associations, police and authorities on a short-term (match preparation) and long-term basis (problem-solving);
- b) Creating opportunities for regular discussion;
- c) Setting-up a thorough engagement with representatives of supporter groups, supporter-focused initiatives and experts in supporter dynamics;
- d) Fostering good behaviour and the role-model of a good supporter; and
- e) Ensuring that the principles of fairness and respect in dealing with supporters are practiced.

Article 72

Supporters' Charters

1 – Football and other sports authorities are recommended to agree with supporters the development of supporters' charters, aimed at taking into consideration the interests of supporters in the overall policy of football and other sports.

2 – It is encouraged that the charters cover a wide range of issues that impact on the supporters' match day experience, including:

- a) Merchandising;
- b) Combating violence, hate crime, racism and other forms of discrimination;
- c) Transparent, uniform, fair and socially inclusive ticketing system;
- d) Supporters' activities to create a positive atmosphere inside and outside of the sports venue;
- e) Consumption of drinks and snacks in and around the sports venue; and
- f) Supporters with disabilities.

Article 73

Supporter liaison officer

1 – Each football club and the football association – and other sports where appropriate - is recommended to appoint a supporter liaison officer (SLO).

2 – The SLO acts as a bridge between the club or national association and its supporters with the following aims:

- a) Help improve dialogue and communication between both parties;
- b) Provide a link with other public and private parties involved in football - or other sports where appropriate -, including the police;
- c) Encourage self-regulation by supporters; and
- d) Promote respect and tolerance for other supporters and for minorities who attend sports events.

3 – The SLO performs the following duties:

- a) Work with a club’s disability access officer to help improve access to sports venues for disabled supporters;
- b) Work to ensure that their sports venue is welcoming to all communities and that all forms of discriminatory or intolerant behaviour are prohibited; and
- c) Work to ensure that their sports venue incorporates provision for families and that junior supporters or kids’ clubs are established and used to provide a means for fostering respect and tolerance.

Article 74 **Disability access officer**

1 – Each club/venue, league and the national association – for the national team competitions - is recommended to appoint a disability access officer (DAO).

2 – The DAO advises and supports on the provision of inclusive, accessible facilities and services for all staff, volunteers, supporters, players and visitors, with the following aims:

- a) Encourage an inclusive and welcoming environment on matchdays and non-matchdays; and
- b) Promote respect and tolerance for other disabled persons who attend sports events.

3 – The DAO performs the following duties:

- a) Report to senior management and establish an access strategy or business plan in order to evaluate and improve access to the club / venue’s facilities and services each season;
- b) Provide regular advice to the club / venue on accessibility matters, including improvements to infrastructure, website material and staff training;
- c) Be the recognised and dedicated point of contact for disabled fans;
- d) Establish a network of contacts with relevant agencies and stakeholders, namely disability NGOs, communities and experts;
- e) Support the employment of disabled people within the club / venue;
- f) Ensure equal-opportunity ticketing policy for disabled fans, as well as the allocation of a complimentary companion ticket where required; and
- g) Oversee accessible services and amenities and ensure that disabled fans and guests are enjoying a fully inclusive environment.

Article 75 **Prevention of hate speech and discrimination**

1 – The National Committee, or other relevant bodies with assigned authority, as appropriate - or, if applicable, an anti-discrimination multi-agency co-ordinating body - is recommended to co-ordinate and oversee delivery of an action plan comprising measures for preventing and responding to hate speech, racism and all other forms of discriminatory behaviour in connection with football or other sports events.

2 – The National Committee, or other relevant bodies with assigned authority, as appropriate - or, if applicable, an anti-discrimination multi-agency co-ordinating body - shall is recommended to organise awareness-raising campaigns and develop an effective and targeted communications and media handling strategy, by focusing in particular on encouraging supporter-driven anti-discrimination initiatives.

3 – The National Committee, or other relevant bodies with assigned authority, as appropriate - or, if applicable, an anti-discrimination multi-agency co-ordinating body - is recommended to ensure that specialist training is provided for the police, prosecutors, stewards and other safety and security personnel on the prevention of and response to discrimination and intolerance.

4 – The following types of discriminatory and intolerant behaviour may be foreseen, where appropriate, by the Criminal Code as criminal offences according to the national legislation.:

- a) Public incitement to violence, hatred or discrimination;
- b) Public insults and defamation;
- c) Threats against a person or a grouping of persons;
- d) Public expression of an ideology which claims the superiority of, or which depreciates or denigrates, another group of persons based on any ground, such as race, colour, language, religion, gender or sexual orientation, political or other opinion, national or social origin, association with a national minority, property, birth, disability, age, or other status;
- e) Public denial, trivialisation, justification or condoning of discrimination or intolerance; and
- f) Public dissemination or public distribution, or the production or storage with the intention of public dissemination or public distribution, of written, pictorial or other material containing manifestations of discrimination or intolerance covered under the legislation.

5 – When these types of behaviour take place inside a sports venue or outside of it, but in the context of a sports event, notably in the form of insults and chanting, flaunting of racist or political extremist banners and symbols and wearing, distribution and selling of racist and other discriminatory banners, symbols, flags, leaflets or images, the offender may be subject, besides the criminal penalty, to a judicial banning order.

6 – It is recommended that criminal sanctions and penalties, if applicable, imposed as a result of racist and other discriminatory behaviour, include an educational dimension, where appropriate.

7 – Sports authorities are also recommended to implement measures to prevent discriminatory and intolerant behaviour, namely by developing a communication strategy and, in liaison with the police, preventing and refusing entry into the sports venue persons who display or carry with them racist or other discriminatory leaflets, symbols or banners.

Article 76 **Inclusion policy**

Public agencies and sports authorities are recommended to take appropriate measures to ensure that sports venues and its environs are accessible to disabled persons.

Article 77
Community engagement

1 – Public agencies and sports authorities are recommended to take appropriate measures, namely by assessing risk and preparing appropriate and proportionate preventative arrangements, on the occasion of sports events, to minimise disruption to local communities and businesses, in particular those located in the vicinity of venues, as well as to promote engagement with, and provide reassurance to, local communities.

2 – Sports clubs and associations are recommended to support broader social policies, promoting sport, encouraging the learning process for young people, and supporting good citizenship, customised to meet national and local needs and circumstances.

Article 78
Communication and media strategy

Public agencies and sports authorities are recommended to develop a multi-agency communication and media handling strategy, aimed at disseminating information to supporters and local communities, while committing to engage with supporter groups in order to provide clear messages and incorporate their perspective.

Article 79
Fan embassies

Sports authorities are recommended to implement fan embassies, or support their implementation by supporters, in the host cities of sports events, to function as a focal point for visiting supporters, namely by providing information and assistance and being a channel of communication between them and the local police and other authorities.

Article 80
Fan coaching and fan projects

National and local relevant authorities are recommended to appoint social workers to, through an active social and educational action in the field, co-ordinate socio-preventative activity designed to help prevent football related violence, discriminatory or anti-social behaviour and through educational activities targeted specifically at supporters and by promoting a positive fan culture.

PART V
FINAL PROVISIONS

Article 81
Period for achieving specific measures

Measures established in this model legislative framework are recommended to be implemented within a reasonable period of time as determined by the competent national authority.

APPENDIX

Examples of provisions on legal types of crimes and sanctions

Section IX

Criminal offences

Article 1X

Distribution and sale of fake or counterfeit entry documents unless otherwise provided by law

1 – A person who distributes for sale or sells a fake or counterfeit entry document for a sports event in violation of the authorised ticketing system provided for in Article 40 or without explicit prior permission of the organiser of the sport competition or event, shall be punished by up to 3 years imprisonment or a fine⁸.

2 – Any attempt is punishable.

Article 2X

Irregular distribution and sale of entry documents

1 – A person who distributes for sale or sells entry documents for a sports event causing possible overcrowding of the sports venue, in part or in total, or with the intention to obtain, for him/herself or a third person, a financial advantage without due authorisation, shall be punished by up to 3 years of imprisonment or a fine.

2 – Any attempt is punishable.

Article 3X

Qualified damage at sports event or public place

1 – A person who, within a group of supporters, organised or not, with the collaboration of at least one other member of the group, destroys, in its whole or in part, causes damage or renders inoperative any public transportation, installation or equipment of public usage, as well as any other property, of high value, be it at the sports venue or in the way to or from the sports event and in the context of the event, shall be punished by 1 to 5 years of imprisonment, or a fine, if a more severe penalty is not applicable by other legal provision.

2 – A person who, practicing the acts referred to in the preceding paragraph, causes alarm or anxiety among the population shall be punished with 2 to 8 years of imprisonment, if a more serious penalty is not foreseen by another legal provision.

⁸ The levels of penalties foreseen in this Appendix are just for illustrative purposes.

Article 4X
Participation in brawl on the way to or from a sports event

1 – A person who, when heading to or coming from a sports event, takes part in a brawl between two or more persons resulting in:

- a) Death or offence to the physical integrity of the participants;
- b) Risk of offence to the physical integrity or danger to third parties; or
- c) Alarm or anxiety among the population,

shall be punished by up to 3 years of imprisonment or a fine.

2 – Participation in a brawl is not punishable when it occurs for an unobjectionable reason, particularly in reaction to an attack, defending a third person or separating the participants.

Article 5X
Disturbances

A person who, during a sports event at a sports venue, at any time from the opening until the closing of such venue, within a group and attacking the physical integrity of third parties, in this way provoking reaction from other spectators and endangering the safety and security of the crowd, shall be punished with between six months to three years of imprisonment or a fine.

Article 6X
Missile throwing

A person who, while attending a sports event, throws objects or liquid products, thus creating a danger to the life or physical integrity of a third person, shall be punished by up to 3 years' imprisonment or a fine.

Article 7X
Pitch invasion

1 – A person who, while attending a sports event, invades the competition area or accesses restricted areas, shall be punished by up to 1 year of imprisonment or a fine.

2 – If the conduct referred to in the preceding paragraph results in disruption of the normal course of the event involving its suspension, interruption or cancellation, the author shall be punished by up to 2 years of imprisonment or a fine.

Article 8X
Offence to the physical integrity acting in collaboration with another person

A person who, in a sports venue, during a sports event, with the collaboration of at least one other person, offends the physical integrity of a third person shall be punished by 6 months to 4 years of imprisonment or a fine, if a more serious penalty is not foreseen by another legal provision.

Article 9X
Crimes against sports agents, safety or media staff

1 – If the acts described in this Section are committed in such a way as to endanger the life, health, physical integrity or safety of the athletes, coaches, referees and other sports agents within the area of the sports event, as well as the media staff on duty, the penalties shall be increased, in their minimum and maximum limits, by up to one-third.

2 – If the acts described in this Section are committed in such a way as to endanger the life, health, physical integrity or safety of police officers, stewards or any other safety officer, in the performance of their duties or because of them, the penalties shall be increased, in their minimum and maximum limits, by a half.

3 – Any attempt is punishable.

Article 10X
Repeat offenders

1 – This Section applies to a person who has been convicted or found guilty of a criminal offence established in the national law on two or more occasions within the period of 5 years immediately before the date on which an application under the national law is made.

2 – If a member of the police force suspects, on reasonable grounds, that a person to whom this Section applies is likely to disrupt an event or a series of events to which this Section applies, the member of the police force may apply to the competent judge for an order prohibiting the person from entering any event venue or any event area at which the event to which this Section applies or series of such events is to take place, either wholly or in part, during a crowd management period for that event.

3 – A member of the police force making an application under the national law must serve notice of that application on the person in respect of whom the application is made.

Article 11X
Banning orders

1 – The criminal offences established in this Section are offences for which a court may issue a banning order.

2 – If a court finds a person guilty of a criminal offence specified in this Section, the court may make any one, or a combination, of the following orders in respect of the offender:

- a) An order banning the offender from entering the event venue and event area where the offence was committed;
- b) An order banning the offender from attending:
 - i. A specified event to which this part applies at the event venue and event area where the offence was committed; or
 - ii. Two or more specified events to which this part applies at the event venue and event area where the offence was committed; and/or

- c) An order banning the offender from attending a specified category of event to which this part applies at any event venue where those events take place.
- 3 – A court may impose a banning order on an offender or a repeat offender for a reasonable period.
- 4 – In addition to a banning order applied to a person, the court may impose the obligation to report to a judicial or police authority on specific days and times, according to the established calendar of national and international sports competitions, taking into account the address of the person to whom a banning order is applied.
- 5 – In addition to the banning order, restrictions may be imposed on travel to sports events held in another country (exit ban).
- 6 – Banning orders applied under this article shall be communicated to the Ministry of Interior and to the National Football Information Point (NFIP)⁹.

Article 12X

Banning order as a coercion measure

- 1 – If there is strong evidence of a crime as referred to in this Section, the court issues a banning order to sports venues if it is satisfied that there are reasonable grounds to believe that it will help to prevent violence or disorder at, or in connection with, sports events.
- 2 – The court can also impose the following measures:
- a) Banning order for a specific sports venue; and/or
 - b) Prohibition of approaching any sports venue, during the 30 days prior to the date of completion of any sports event until the day of completion.
- 3 – The maximum deadlines foreseen for pre-trial detention provided for in the Code of Criminal Procedure shall be applied to the measure of coercion referred to in subparagraph a) of the preceding paragraph.
- 4 – The measures of coercion provided for in paragraph 1 may be cumulated with the obligation of the defendant to report to a judicial or police authority, at specific days and hours, according to the established calendar of the national and international sports competitions, taking into account the address of the person to whom a banning order is applied.
- 5 – In addition to the banning order, restrictions may be imposed on travel to sports events held in another country (exit ban).
- 6 – Banning orders applied under this article shall be communicated by the court to the Ministry of Interior and to the National Football Information Point.

Article 13X

Community work

If the person is sentenced to a penalty of imprisonment not exceeding 1 year, the court may commute this sentence to providing community work, unless the person opposes or the court concludes that this alternative penalty does not sufficiently and adequately meet the purposes of punishment, as established in criminal law.

⁹Or National Sport Information Point (NSIP), where applicable.

ANNEX 2

Model National Regulation Guidelines on Stewarding at Football Matches and other Sports Events

Draft
**Model National Regulation Guidelines on Stewarding at Football Matches
and other Sports Events**

These Model Regulation Guidelines (hereinafter “Guidelines”) establish the possibility that, through a joint Regulation from the relevant competent national authorities (e.g., Ministers of Interior and/or Sport), the staging of events at sports venues be dependent also on a private security system which includes safety staff, also known as stewards.

The evolution of the sports phenomenon and the inherent security and social reality, reflected in the Council of Europe Saint-Denis Convention (CETS No. 218, 2016) and the related Recommendation Rec(2021)1 adopted by the Saint-Denis Committee on 15 April 2021, calls for the implementation of measures which contribute to improve the levels of safety, security and service of all participants at sports venues.

Against this background, the organisers of sports events may hire duly trained and qualified personnel who, operationally depending upon the security structure, co-operate and support the organisation of sports events, ensuring that they take place in a safe, secure and comfortable environment, in perfectly normal and orderly conditions.

These Guidelines thus introduce the stewarding as a specialised private security activity that is part of the sports venues safety service, aimed at ensuring a safe, secure and welcoming environment at sports events.

They establish the specific duties, obligations, Code of Conduct and competences of the stewards, as well as their identification, documentation and records.

Additionally to the above, it is recommended that appropriate regular background screening (also known as vetting) to be conducted by the employer to ensure only persons of a good character are providing safety and security services in the venue.

They further foresee the duration and contents of the training course and of the evaluation system of the candidates to steward, as well as the specific training modules focused on the knowledge adequate to the particular features and requirements of the tasks to perform.

Finally, these Guidelines are based on the experience gained in several countries at national competitions and at recent international major sporting events, addressing new issues like counter-terrorism awareness and biosecurity.

It is recommended that the national relevant competent authority takes the following Guidelines as a reference to adopt or refine a regulation on stewarding at sports events:

Article 1 Steward

1 – A steward is a person who has obtained a stewarding qualification within the relevant qualifications framework, or is undergoing training and assessment for such a qualification, and who is employed or contracted by the sports venue organiser to act in accordance with the general recommendations of these Guidelines, and, where appropriate, the specific requirements of the safety certificate or the premise licence.

2 – Under the direct responsibility of the sports venue safety officer, the senior stewards should oversee stewards, provide information necessary for determining the appropriate actions and thereafter the conduit for ensuring effective delivery of those actions within the stadium complex or a particular sector.

3 – Under the direct responsibility of the sports venue safety officer, all stewards ensure the safety and comfort of all participants at sports events.

4 – Adequate number of visiting stewards should be deployed in away matches to steward visiting supporters and support host safety and security operations inside, outside and en-route to stadia.

5 – The organiser, through the sports venue safety officer and/or appropriate person/organisation, is responsible for providing the following services to stewards:

- a) Adequate safe system of work;
- b) Food and beverages;
- c) Uniforms, protection equipment and communication systems;
- d) Sufficient stewarding facilities;
- e) Transportation; and
- f) Regular trainings and exercises.

6 – The organiser may have its own stewarding structure or contract a private security provider to fulfil the turn-key stewarding solution for the event.

7 – The in-house stewarding structure or the contracted private security provider should obtain a licence from the competent national authority to recruit, train, vetting and manage stewards for sports events.

Article 2 Roles and responsibilities

1 – Where a sports event requires the presence of police officers, the duties and responsibilities of stewards should be agreed between the safety officer and the police. This agreement should form part of the written Statement of Intent, if applicable.

2 – These basic roles of stewards can be expanded and summarised as the duties detailed in Article 3 to:

- a) Assist with, and be aware of the safety, security and service needs of all;
- b) Ensure compliance with the conditions of entry as set out in the ground regulations and, where a safety certificate is in place, any other conditions that may apply;
- c) Control or direct spectators who are entering or leaving the ground, to help achieve a safe, even flow of people in, to and from the viewing areas;
- d) Monitor crowd movements and density within viewing areas, so as to prevent overcrowding;

- e) Control entrances, exits and other strategic points (for example, the pitch or area of activity), and any exit doors or gates that are not continuously secured in the open position while the ground is in use;
 - f) Identify and report any potential hazards; for example trip hazards, defective services or fire hazards;
 - g) Respond to conflict and, where appropriate, alert the safety officer;
 - h) Respond to incidents (such as the early stages of a fire, a medical incident, or structural defect); communicate with safety management and take the necessary immediate action;
 - i) Undertake specific duties in an emergency or as directed by the Safety Officer or the appropriate emergency service officer;
 - j) Assist the emergency services as required;
 - k) Have the ability and resources to describe accurately and record incidents that they have witnessed or experienced, for future reference; and
 - l) Be confident and competent in the use of technology and aids supplied by the management, such as radios, tablets and megaphones.
- 3 – Senior stewards should perform the following specific roles and responsibilities:
- a) Prepare stewards and the sport venue for the event;
 - b) Ensure effective stewarding in designated areas and deal with spectator problems and emergencies;
 - c) Act as escalation point for stewards;
 - d) Deal with accidents and emergencies;
 - e) Develop productive working relationships with colleagues;
 - f) Support the efficient use of resources;
 - g) Manage own resources and professional development;
 - h) Manage information for action;
 - i) Help to manage conflict;
 - j) Control and detain people at the venue for action by the police; and
 - k) Work with others to improve customer service.

Article 3 Duties

- 1 – All stewards should be able to understand verbal and written instructions and communicate clearly with spectators in their mother language and, if possible, a foreign language, preferably English.
- 2 – Applicants should be interviewed and, where necessary, assessed before appointment to ascertain that they meet these requirements.
- 3 – Stewards should perform the following duties:
- a) Understand their general responsibilities towards the health and safety and welfare of all spectators, other stewards, stadium staff, all participants and themselves;
 - b) Inspect the facilities, before and after the event, in accordance with the safety and security rules and regulations;
 - c) Carry out safety checks;
 - d) Direct spectators who are entering or leaving the ground, to help achieve an even flow of people to and from the viewing areas;
 - e) Assist in the delivery of the safety management arrangements, not to view the event;

- f) Control tickets and the proper functioning of turnstiles;
- g) Control entrances, exits and other strategic points;
- h) Survey and accompany spectators in the different sectors inside the venue, as well as inform spectators on the organisation, infra-structures and emergency exits;
- i) Prevent spectators from circulating between sectors inside the venue;
- j) Prevent spectators from leaving their places during the match, thus preventing them from blocking or obstructing access or emergency routes;
- k) Monitor the crowd dynamic in order to ensure the safe dispersal of spectators and the prevention of overcrowding;
- l) Assist the emergency services as required;
- m) Provide basic emergency first aid;
- n) Respond to emergencies, namely raise the alarm and take the necessary immediate action;
- o) Undertake specific duties in an emergency or as directed by the safety officer or the appropriate emergency service officer;
- p) Be a contact person for supporters, including in cases of discriminatory behaviour by other spectators;
- q) Take an active part in the service and good hosting strategies of clubs and event management; and
- r) Accompany fans travelling to another sports venue, thus co-operating in the overall security of the match.

Article 4 Obligations

- 1 – Stewards are subject to those obligations foreseen in the legal regime governing the exercise of private security activity.
- 2 – Stewards are subject to the following specific obligations:
 - a) Welcome, guide and care for participants, regardless of their age, race, gender or team they are supporting;
 - b) Receive, with attention and diligence, every complaint submitted by any spectator;
 - c) Help in the safe use of venues, dedicating their effort to the spectators' well-being, safety and security and to the smooth running of the event;
 - d) Co-operate with police and emergency services, including in providing basic first-aid, whenever necessary;
 - e) Comply with and enforce the security regulations of the location in which he/she works;
 - f) Comply with the guidelines received from the safety officer and the senior stewards;
 - g) Keep a completely neutral attitude towards the running of the match as well as to its result; and
 - h) Not to disclose any information obtained during the course of their duties or the exercise of a power under the law.

Article 5 Code of Conduct

- 1 – In every sports venue, the safety officer should design and implement a Code of Conduct for stewards, including obligations that contribute for a polite, professional, ethical and reassuring attitude and behavior.
- 2 – A copy of the Code of Conduct should be given to every steward.
- 3 – The stewards' Code of Conduct should include the following points:
 - a) Stewards should at all times be polite, courteous and helpful to all spectators, regardless of their affiliations;
 - b) Stewards should at all times be clean, tidy and smartly dressed;
 - c) Stewards are not employed, hired or contracted to watch the event but should at all times concentrate on their duties and responsibilities; and
 - d) Stewards should never:
 - i. wear clothing that may appear partisan or cause offence while on duty;
 - ii. celebrate or show extreme reaction to the event;
 - iii. use obscene, offensive, discriminatory or intimidatory language or gestures;
 - iv. eat, drink or smoke in view of the public;
 - v. consume alcohol or illegal substances before or during the event; and
 - vi. use a mobile phone for private use whilst on duty.

Article 6 Recruitment

- 1 – The stewards' employer should ensure, through the recruitment process, that they are fit and active with the maturity, character and temperament to carry out the duties required of them.
- 2 - Stewards should be able to understand and communicate verbal and written instructions in their mother language and, if possible, a foreign language,-preferably English.
- 3 – Applicants should be interviewed and, where necessary, assessed before appointment to ascertain that they meet these requirements.
- 4 – Recruitment strategies for stewards should actively encourage applications from different genders and communities to ensure that stadium personnel reflect the communities that live and work in the locality of the stadium.

Article 7 Status, work environment and benefits

- 1 – The stewards' status as relevant members of the safety management team should be recognised by the management, communicated to them by management, and reinforced by management in positive terms.
- 2 – The management should ensure the quality of the stewards' work environment, the benefits on offer and the opportunities available for individuals to progress.

Article 8 Training

- 1 – The venue organiser, through the safety officer and/or appropriate person/organisation, has the responsibility for ensuring that all stewards, whether in-house or provided under contract, are competent and, where not already qualified, have received sufficient training to carry out the duties and responsibilities assigned to them, and safety documentation to assist in their duties.
- 2 – Stewards' training should be provided through specific training modules.
- 3 – The attendance, with positive achievement, of modules 1 and 2 of the specific training, entitle the trainee to a temporary professional expertise card, valid for six months and non-renewable, to be issued by the competent authority.
- 4 – This professional card is renewable, as long as proof is made within a reasonable delay, before the competent authority, of the attendance with achievement of the remaining specific training modules.
- 5 – Certain modules, depending on the contents, can be delivered in the e-learning form, where remaining modules should be delivered in a classroom base teaching environment or assessment in working environment.
- 6 – Stewards may only initiate their activity after obtaining the temporary professional expertise card.
- 7 – The steward's card model and issuing conditions are mentioned in Appendix 2 of these Guidelines.

Article 9 Competences

- 1 – Stewards should have the following competences, which are achieved by the training programme delivered to them.
- 2 – The design of the training programme should be based on the following range of core competencies to be demonstrated by the stewards:
 - a) Roles and responsibilities of a steward;
 - b) Stewards' Code of Conduct;
 - c) Stadium regulations and spectator Code of Conduct and prohibited items;
 - d) The legal rights and powers of a steward;
 - e) Search techniques; of people, vehicles and the venue;
 - f) Ticket and accreditation identification and anti-forgery checks;
 - g) Handling and resolving confrontation;
 - h) Control and detain people at the venue for action by the police;
 - i) Expulsion from the venue;
 - j) Stadium evacuation procedures;
 - k) Identifying and acting against all discriminatory behaviour, symbols and chanting;
 - l) Emergency first aid;
 - m) Basic fire-fighting and response to a fire;
 - n) Crowd dynamics and management;
 - o) Use of CCTV;
 - p) Communications; and
 - q) Stadium contingency and security plans and the role of stewards in an emergency.

Article 10
Specific training module and validity of examinations

The specific training modules are enclosed in Appendix 1 to these Guidelines.

Article 11
Training entities and trainers

- 1 – The entities deemed appropriate to provide training to stewards are the following:
 - a) Training entities fulfilling the conditions established in the legislation on the training of private security officers, as regards modules 1 to 4 and module 6 in Appendix 1 to these Guidelines; and
 - b) Entities specialised and recognised by the competent authority, as for training in module 5 of Appendix 1 to these Guidelines, which will issue an individual certificate per trainee.
- 2 – The essential conditions for teaching modules 1 to 4 and module 6 should be:
 - a) To have a secondary school diploma, or at least 5-year experience as private security teacher;
 - b) To have concluded a specific training course in an eligible organisation (sports federation or league, or an officially recognised higher education school); and
 - c) To be trained or certified in delivering and assessing vocabulary qualifications in line with country's educational framework and to have 5 years' experience in a private security industry relevant to the stewarding operation.
- 3 – An eligible organisation may apply to organise such a specific training course, before the competent authority, who should decide within a reasonable delay, to be established by the national legislation.
- 4 – The programme of the course to be provided by certified higher education schools should have the duration of 120 hours and include, compulsorily, the modules foreseen in Appendix 1 to these Guidelines, with the exception of module 5.

Article 12
Compulsory visibility features

- 1 – The stewards' jackets (or tabards) foreseen in the legislation regulating the private security activity, should be highly visible from a long distance so as to ensure that they are readily identifiable, be weather-proof and meet the national health and safety standards.
- 2 – The stewards' jackets (or tabards) should clearly indicate the duty performed by the steward: safety officer, senior steward/supervisor, steward or car park personnel.
- 3 – The jackets (or tabards) should carry a visible unique number by which the steward can be identified.

Article 13
Safety documentation

- 1 – Every steward should be fully appraised by the safety officer, in writing, in respect of his/her duties and responsibilities.

2 – This can be achieved by the distribution of a Safety Handbook, either in printed or in digital form, with the following headings:

- a) Introduction to the sports venue, its layout and management;
- b) General duties of stewards;
- c) Code of Conduct;
- d) Customer service;
- e) Communication and radio call signs;
- f) Conditions of entry and/or ground regulations;
- g) Security arrangements including counter-terrorism plans;
- h) Duties before event;
- i) Duties during event;
- j) Duties after event;
- k) Specific responsibilities (according to role or duties);
- l) Emergency procedures;
- m) Contingency plans;
- n) Anti-Social Behaviour Plans;
- o) Training and exercises;
- p) Fire precautions and fire-fighting;
- q) Plans of the venue, including exit routes;
- r) Positioning of key point telephones and fire safety points; and
- s) Notes.

Article 14 **Training and exercises**

1 – The safety officer and/or appointed person/organisation of each venue should carry out training and exercises with his/her safety personnel on a regular basis, at least once a year, to ensure that procedures laid out in the counter-terrorism, anti-social behaviour contingency and emergency plans operate smoothly, and that stewards understand and perform their roles.

2 – Such training and exercising is a requirement of a safety certificate.

3 – Exercises for contingency and emergency plans should meet the following three main purposes:

- a) To validate the plans;
- b) To develop staff competencies and awareness, and give them practice in carrying out their roles in the plans; and
- c) To test well-established procedures.

4 – Records should be kept of the duration of the exercise, of the instruction provided and of the personnel involved.

5 – The safety officer should seek to involve municipal emergency responders where appropriate.

6 – Within a reasonable delay, to be established by national legislation, notice of the intention to hold such exercises should be given to the municipal authority and the emergency services to enable the exercise to be multi-agency.

Article 15
Records

- 1 – The safety officer of each venue should ensure an accurate record of all training sessions, assessments and briefings.
- 2 – A record or profile should be maintained on each steward, namely comprising the following type of information:
 - a) Name, age, and contact details;
 - b) Relevant professional and vocational qualifications, namely fire-fighter or first aider;
 - c) Training sessions attended;
 - d) Matches or events attended;
 - e) Record of regular vetting;
 - f) Duties or position in the ground for each event; and
 - g) Assessment of progress.
- 3 – Such records should be readily available for inspection by the certifying authority.

Article 16
Remissive provision

The regulation on training and evaluation of private security personnel is applicable to all the subjects not specifically foreseen in these Guidelines, regarding training issues.

Day / month / year

The relevant competent authorities (e.g. Minister or Secretary of State of Interior, and/or Minister or Secretary of State of Sports)

APPENDIX 1

TRAINING MODULES

(Mentioned in Article 10 of these Guidelines)

The curriculum and duration is determined by the competent authority, based on both national and international regulations and standards.

Module 1 – General Responsibilities

a. Purpose:

- i. Provide the steward with basic knowledge about his/her functions and obligations including the limits of his/her performance;
- ii. Provide an appropriate knowledge of the safety and security structure inside the venue as well as on stewards' adequate behaviour and his/her integration in that structure;
- iii. Understand how to prepare for stewarding activities;
- iv. How to follow legal and organisational requirements to carry out the steward role;
- v. How follow the registration procedures and attend the pre-event briefing;
- vi. Note all the information given at the pre-event briefing to carry out the stewards role;
- vii. Understand how to identify and respond to hazards; and
- viii. Equality, Diversity and Inclusiveness¹⁰.

b. Subjects:

- i. Concept of safety, security and service¹¹;
- ii. Basic knowledge of legislation on prevention of sport-related violence at sports venues;
- iii. Obligations and patterns of conduct expected from a steward;
- iv. Structure of safety and security command; and
- v. History of incidents and respective consequences.

¹⁰ It is anticipated that organisations will have procedures and guidelines for their stewarding staff to follow that will satisfy the following requirements as a minimum:

- different physical needs;
- different cultural needs;
- language needs; and
- beliefs.

¹¹ It is expected that all services carried out at spectator events and crowded places are done so in line with the below measures:

- Safety measures: any measure designed and implemented with the primary aim of protecting the health and well-being of all client groups who attend, or participate in events;
- Security measures: any measure designed and implemented with the primary aim of preventing, reducing the risk and/or responding to any criminal or unlawful activity or disorder committed in connection with events; and
- Service measures: any measure designed and implemented with the primary aim of making all client groups feel comfortable, appreciated and welcome when attending events.

c. Duration:

As determined by the competent authority (recommended: 8 hours - theoretical).

Module 2 – Ensuring a safe and secure environment*a. Purpose:*

Provide knowledge on crowd and spectator management, identification of potential risks and adequate and timely responses to prevent or reduce the impact of any incidents.

Understand how to control the entry, exit and movement of people at events.

b. Subjects:

- i. Crowd management principles;
- ii. Basic psychology for crowd management;
- iii. Crowd dynamics, densities, tensions, and overcrowding;
- iv. Response to incidents (examples: reaction to referee's decisions; fire leading to evacuation; suspect package, etc.);
- v. Communication techniques: communicating with spectators promoting calm;
- vi. Techniques for access control, including the detection and prevention of the introduction of prohibited items or substances likely to enable acts of violence;
- vii. Techniques for controlling and detaining people at the venue for action by the police, if national law allows; and
- viii. Techniques for expulsion from the venue, if national law allows.

c. Duration:

As determined by the competent authority (recommended: 12 hours - theoretical and practical).

Module 3 – Response to spectators' problems*a. Purpose:*

Provide the steward the knowledge that allows him/her to provide adequate response to questions from spectators, be they legal, venue's security regulations or issues related with comfort and well-being.

b) Subjects:

- i. Security/counter-terrorism awareness. Understand the principles behind counter-terrorism plans and the observations necessary to prevent an attack or to respond to hostile surveillance;
- ii. Understand the principles behind bio secure events, and the operational procedures for sterile zoning, social distancing, infection checking, accreditation, sterilisation and the importance of self-health;
- iii. Understand anti-social, racist, xenophobic or other discriminating behaviour and how anti-social behaviour plans can be applied;
- iv. Deterring techniques for racist, xenophobic or other discriminating behaviour;
- v. How to respond in case of violation of venue's regulations and legislation governing sport-related violence;
- vi. Assist the spectator as client of the venue;

- vii. How to act in situations of lost children or adults; and
- viii. How to help disabled persons, including those with colour vision deficiencies.

c) Duration:

As determined by the competent authority (recommended: 8 hours - theoretical and practical).

Module 4 – Emergency Aid

a. Purpose:

Provide the steward the basic knowledge that allows him/her responding to emergency situations (first-aid), especially in a perspective of knowing what should not be done, with a view to preserving life, limiting the effects, and help recovering the injured person(s).

b. Subjects:

- i. How to deal with an incident;
- ii. Basic principles on priority setting;
- iii. How to manage people surrounding the injured person(s); and
- iv. Basic Life Support¹².

¹² Basic Life Support principles should cover:

Training in basic life support (BLS) provides the learner with basic skills, the learner must not be considered as part of the medical resources for any event or venue that may be identified through the Medical Needs Assessment (MNA).

The elements of BLS within this training module for Spectator Safety are:

- a) The use of *cardiopulmonary resuscitation* (CPR)
- b) Recovery position
- c) Use of automated external defibrillators (AEDs)
- d) Managing blood loss.

The learners are expected to cover the following knowledge and understanding:

- An introduction to basic life support (BLS)
- Why basic life support is important?
- The BLS chain of survival
- Check for Danger
- Why it is important to approach the victim safely
- Check for Responsiveness
- Shout for help
- Open victim's Airway (head tilt, chin lift)
- How to deal with an airway obstruction by a foreign body
- Check if victim is breathing (look, listen and feel for breathing)
- If not breathing normally, call the medical services and start delivering effective chest

Compressions:

- How to deliver effective chest compressions
- How to deliver effective rescue breaths
- Why it is important to continue CPR
- Knowing when to stop CPR
- When and how to position a victim in the recovery position
- Know how to deal with an unconscious victim
- An introduction to automated external defibrillators (AEDs)
- Be aware of the importance of automated external defibrillation (AED)
- Be familiar with the functions of an AED

c. Duration:

As determined by the competent authority (recommended: 8 hours - theoretical and practical).

Module 5 – Basic knowledge on fire safety*a. Purpose:*

Amplify knowledge acquired in the basic training as private security officer, ensuring that the steward understands the dynamics of fire and operates with all types of fire extinguishers approved for use in sports venues.

b. Subjects:

- i. Reviewing subjects of initial training as vigilant;
- ii. Practice in operating several types of fire extinguishers;
- iii. Communication techniques in case of a fire; and
- iv. Practice in operating other fire extinguishing equipment.

c. Duration:

As determined by the competent authority (recommended: 7 hours (practical)).

Module 6 – Training in emergency and evacuation plans*a. Purpose:*

Ensure that the steward is capable of acting correctly, both individually and as member of a safety team, executing evacuation plans in the sports venue(s) where he/she works, as well as and executing contingency plans.

b. Subjects:

- i. What are counter-terrorism, anti-social behaviour, contingency and emergency plans;
- ii. The purposes of these plans;
- iii. Characteristics of these plans and importance of testing and exercising;
- iv. Stadia evacuation: reasons, types and methods;
- v. Ways of communication between the command and control room and stewards;
- vi. Crowd behaviour in a crisis situation;
- vii. Access routes and meeting points: what are they and what is their purpose.

c. Duration:

As determined by the competent authority (recommended: 14 hours (theoretical and practical)).

-
- Understand the safety features of the AED
 - Blood loss

The learners should be able to demonstrate how to apply CPR and place someone in the recovery position.

APPENDIX 2

CARD MODEL AND ISSUING CONDITIONS¹³

(Mentioned in Article 8, paragraph 6, of these Guidelines)

A) Card Model

1 – The steward’s professional card should contain the following visible identification elements of its holder:

- a) Name(s) and surnames;
- b) Facial image; and
- c) Signature.

2 – In addition to the identification elements of the holder, the steward’s professional card should contain the following particulars:

- a) 'Ministry of the Interior' and 'Police' (or other) as an issuing entity;
- b) 'Sport venue steward';
- c) Type of document;
- d) Document number;
- e) Expiration date; and
- f) Signature of the competent public authority.

3 – The mention of the professional category of the respective holder may also be included in the steward’s professional card.

4 – The signature referred to in paragraph 1. c) may not contain drawings or graphic elements.

5 – In case of omission of the signature, mention should be included in the area of the professional card intended for its digitized reproduction.

(insert here the specimen of the national steward’s professional card)

B) Issuing Conditions

1 – The steward’s professional card should be issued provided that all the following conditions are fulfilled:

- a) Be a (country) national or, under conditions of reciprocity, of another country;
- b) Have a diploma of compulsory education;
- c) Possess full civilian capacity
- d) Not having been convicted for the commission of a crime provided for in the Penal Code and other criminal law;
- e) Not having exercised, or having held, in any way, a position or function of oversight of private security activities in the previous three years; and

¹³ Requirements are set by the relevant competent authority.

- f) Not having been sanctioned with a penalty of separation of service or expulsion of the Armed Forces, the intelligence services or the security forces and services, or an equivalent sanction.
- 2 – The following relevant documents should be required for the instruction of the process:
- a) Identification document or equivalent;
 - b) Certificate of criminal record for special purposes (private security / sport venue steward);
 - c) Certificate of qualifications;
 - d) Medical certificate and certificate of psychological evaluation;
 - e) Training certificate for the steward's course;
 - f) Certificate proving the final assessment in the admission examination;
 - g) Two colour photographs of a 'pass-type' format, measured at 45mm X 35mm, which comply with the recommendations ICAO; and
 - h) Proof of payment of the fee.
- 3 – The renewal of the steward's professional card should imply the frequency of an update course or equivalent, delivered and recognised in another country as well as the verification of the requirements referred to in these Guidelines.
- 4 – The steward should deliver the professional card to the employer, upon receipt, within 10 working days after the termination of the employment contract.
- 5 – The non-delivery of the professional card to the employer within the period laid down in the previous paragraph should constitute the basis for the cancellation of the card.
- 6 – At least within five working days of receipt of the professional card, the employer should return it to the competent issuing authority.

