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NOTE

From:	Presidency
To:	Law Enforcement Working Party
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Subject:	Draft Council Conclusions adopting the 2014-2016 EU Work Programme on further measures designed to maximise safety and security in connection with sports events, in particular football matches, with an international dimension

Delegations will find below the draft 2014-2016 EU Work Programme on further measures designed to maximise safety and security in connection with sports events, in particular football matches, with an international dimension, revised on the basis of the outcome of the meeting of the LEWP/experts for majors sports events held on 4 October 2013 and of the LEWP meeting of 11 October 2013.

The primary focus of this Work Programme is on football as it is the principal sport in which safety and security challenges are a European-wide phenomenon. It is recognised that other sports can pose comparable challenges for some Member States and that outcomes arising from the Work Programme can be applied to other sports where appropriate.

A number of key measures are already in place, designed to minimise these safety and security ~~risks~~ challenges and to maximise international cooperation in this field, including the previous two work programmes which were adopted by the Council on 6-7 December 2007 and 2-3 December 2010 (15615/07 ENFOPOL 198 and 16421/10 ENFOPOL 337 respectively).

The implementation of various actions contained in the previous work programmes was set out and monitored in a series of Action Plans (doc. 8584/2/08 REV 2 ENFOPOL 79, doc. 9212/1/09 REV 1 ENFOPOL 95, doc. 7315/11 ENFOPOL 49, doc. 8039/1/12 REV 1 ENFOPOL 79). A large number of actions have already been finalised or are in the process of being finalised.

It is recognised that further work is required to maximise safety and security in connection with football matches and, where appropriate, other sports events with an international dimension. Football safety and security experts have examined the dynamics of European football disorder and the merit and scope of additional measures, in particular in the light of the current European good practice. As a result, a new draft work programme has been prepared for the period 2014-2016. Not all of the proposed work streams ~~fall under~~ are the responsibility of the LEWP expert group for major sports events, and they will be taken forward with appropriate partners.

The work programme is established on a thematic basis, with a focus on outcomes. The three overarching themes are the following: international cooperation, expertise and support, training. Activities and deliverables will naturally cut across one or more of these themes.

On this basis, the LEWP is requested to agree on the draft Council Conclusions adopting the 2014-2016 EU Work Programme on ~~minimising safety, security and public order risks~~ further measures designed to maximise safety and security in connection with sports events, in particular football matches, with an international dimension as set out in Annex 1, containing the Work Programme with concrete actions to be taken in the coming three years as set out in Annex 2, with a view to submitting both documents to the Council for approval.

DRAFT COUNCIL CONCLUSIONS

ADOPTING THE 2014-2016 EU WORK PROGRAMME ON MINIMISING SAFETY, SECURITY AND PUBLIC ORDER RISKS FURTHER MEASURES DESIGNED TO MAXIMISE SAFETY AND SECURITY IN CONNECTION WITH SPORTS EVENTS, IN PARTICULAR FOOTBALL MATCHES, WITH AN INTERNATIONAL DIMENSION

THE COUNCIL OF THE EUROPEAN UNION,

HAVING REGARD TO THE FOLLOWING:

1. One of the European Union's objectives is to provide citizens with a high level of safety within an area of freedom, security and justice by developing common action among the Member States in the field of policing. In order to contribute to this objective, the 2014-2016 work programme on ~~minimising safety, security and public order risks~~ further measures designed to maximise safety and security in connection with sports events, in particular football matches, with an international dimension, has been prepared by building upon the programmes adopted in 2007 and 2010 (15615/07 ENFOPOL 198 and 16421/10 ENFOPOL 337). The same or similar working procedures and structures may also be used in sports-related international cooperation with third countries.
2. Whilst the primary focus of the work programme is on football, which is the only sport where safety and security challenges are a Europe-wide phenomenon, it is recognised that other sports can pose comparable challenges for some Member States and that work and outcomes on football may impact on the arrangements for, and can be applied to, other sports where appropriate.
3. The measures contained in the work programme fall primarily within national competence and are without prejudice to existing laws, policing or other arrangements in the Member States, in particular the division of responsibility among different authorities and services in the Member States concerned.

4. This work programme will be taken forward by the LEWP expert group for major sports events ~~based on the basis~~, in particular, ~~on~~ of the input of the Pan-European Think Tank of Football Safety and Security Experts. ~~In order to do so~~, For this purpose it is essential that the Think Tank should meet on an ad hoc basis, usually at least once during each Presidency and at least in advance of each meeting of the LEWP expert group for major sports events ~~meeting~~.

5. It is clear that the work programme should be based on effective partnerships between institutions, organisations, agencies and bodies at local, regional, national, European and international level. In delivering the work programme it will be important to continue the partnerships between:

- a. EU institutions and agencies such as the European Police Office (Europol) and the European Police College (CEPOL);
- b. sports authorities such as UEFA and FIFA;
- c. The Council of Europe Standing Committee on Spectator Violence;
- d. Agencies and organisations, which can contribute positively towards enhancing safety and security at football matches with an international dimension, such as Football Supporters Europe, the Centre for Access to Football in Europe (CAFE), Football Against Racism in Europe (FARE), the EU Crime Prevention Network (EUCPN), the European Forum for Urban Security (EFUS), the European Committee for Standardisation (CEN) and Interpol.

6. The work programme builds on extensive European experience and good practice and the resultant widespread acceptance of an integrated multi-agency approach to football-related safety, security and service which respects the various responsibilities of organisations at local, national and international level.

APPROVES the 2014-2016 EU work programme on ~~minimising safety, security and public order risks~~ further measures designed to maximise safety and security in connection with sports events, in particular football matches, with an international dimension, as set out in the Annex.

2014-2016 EU WORK PROGRAMME ON ~~MINIMISING SAFETY, SECURITY AND PUBLIC ORDER RISKS~~ FURTHER MEASURES DESIGNED TO MAXIMISE SAFETY AND SECURITY IN CONNECTION WITH SPORTS EVENTS, IN PARTICULAR FOOTBALL MATCHES, WITH AN INTERNATIONAL DIMENSION

KEY PRINCIPLES

The following key principles focus on football but can be applied to other sports with an international dimension where appropriate.

Football-related violence and disorder is a global phenomenon which requires a sophisticated strategic response to deliver measures designed to reduce risks. European experience and good practice demonstrate that this can only be achieved through a comprehensive integrated multi-agency approach to football-related safety, security and service.

Ensuring football safety and security and minimising associated public order risks are complex matters and there are no simple or supranational structural solutions. The dynamic is continually evolving and the phenomenon is subject to wide national and local variations in severity and character across Europe, compounded by wide variations in the relevant constitutional, legal, policing, safety and security arrangements in each Member State.

Relevant measures to minimise such risks must therefore be flexible and non-prescriptive in order to adapt to national and local circumstances. They must also respect national sovereignty, whilst harmonising European cooperation in accordance with the "EU Football Handbook"¹.

¹ Handbook with recommendations for international police cooperation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one Member State is involved (OJ C 165, 24.6.2010, p. 1).

The specific activities designed to help achieve the goal of maximising safety and security and minimising safety, security and public order risks in connection with football matches with an international dimension (and other sports where appropriate) are set out below. These are to be pursued in a manner consistent with and building upon current European governmental and police cooperation in this area. The aim is to identify and take forward measures necessary to prevent and counter violence and disorder associated with football matches with an international dimension and enhance the underlying safety, security and service arrangements at such events.

This work is to be implemented in a flexible manner enabling the key agencies to look ahead and take proactive action on any emerging trends and developments.

WORK PROGRAMME

This work programme is established on a thematic basis, with a focus on outcomes. The three overarching themes are the following:

- A. International cooperation
- B. Expertise and support
- C. Training

Activities and deliverables will naturally cut across one or more of these themes.

A. INTERNATIONAL COOPERATION

International cooperation lies at the heart of the Europe-wide effort to tackle football violence and disorder.

European cooperation

In recognition of the continually evolving nature of football safety and security matters, each Presidency should continue to organise at least one meeting of the LEWP expert group for major sports events with a view to making swift recommendations to the LEWP and the Council where necessary or desirable.

The LEWP expert group for major sports events will develop proposals to seek, *inter alia*, EU financial support and to:

- support the Presidency in its preparations for meetings of the LEWP expert group for major sports events, in particular by enabling the Think Tank to provide expertise and resources to manage delivery of the work-streams in this work programme and associated annual action plans;
- support the NFIP network by setting up a secretariat which will enable the network to:
 - ensure effective operational implementation of the Council Decision of 25 April 2002 (2002/348/JHA), as amended by Council Decision 2007/412/JHA of 12 June 2007, and the "EU Football Handbook" as follows:
 - maintain and develop the NFIP website to encourage effective data use and improve the monitoring and analysis of data;
 - develop and deliver an ongoing training programme for NFIP personnel, football-policing personnel and stadia safety personnel to assist them in performing their functions effectively within their respective Member States;
 - monitor international trends in supporter behaviour and associated policing responses, for example:
 - international contact between risk groups (developing strategies and action to tackle these);
 - challenges caused by resident non-nationals (for example during matches and tournaments in another Member State);
 - monitor and assess the financial challenges associated with international police cooperation.

Cooperation with partners

The LEWP expert group for major sports events will continue to cooperate with the Council of Europe Standing Committee on Spectator Violence, UEFA, FIFA, Football Supporters Europe and other relevant bodies, seeking to further improve liaison with these organisations, including as regards information exchange.

The LEWP expert group for major sports events will seek to enhance cooperation with third (i.e. non-EU) countries, particularly accession states, EU neighbouring countries, and those countries scheduled to host major tournaments.

Deliverables

The LEWP expert group for major sports events will:

- Prepare a draft to update the "EU Football Handbook" in the light of experience with Euro 2012 and the Pan-European Football Policing Training Project as well as other relevant projects in the area, and European good practice.
- Prepare a suggestion for updating the Council Decision of 25 April 2002 (2002/348/JHA), as amended by Council Decision 2007/412/JHA of 12 June 2007 as regards international cooperation, taking into account European good practice.
- Further develop the close partnership with the Council of Europe Standing Committee on Spectator Violence to deliver, *inter alia*, joint advisory visits, ensuring harmonised documentation on safety, security and service, and to share good practice on stadium safety certification and inspections.
- Further develop the close partnership with UEFA and pursue joint projects such as the EU-UEFA Champions/Europa League annual conference and develop a similar event for Euro 2016 qualifying groups.

B. EXPERTISE AND SUPPORT

Development of police intelligence network

Recognising that domestic structures and organisation vary in sophistication and development amongst Member States, the LEWP expert group for major sports events will seek to support the development of appropriate and effective policing and police intelligence networks to underpin the National Football Information Points. This will be particularly important for accession states, third countries, or those with newer and less experienced NFIPs. The LEWP expert group for major sports events will provide this support by developing a programme of advisory visits in countries seeking expert assistance.

Emerging trends

The LEWP expert group for major sports events has identified the following issues and will develop proposals on:

- tackling discrimination and hate crime;
- pyrotechnics;
- liaising with supporters.

International tournaments

The LEWP expert group for major sports events will support the hosts of forthcoming international tournaments: Brazil, France, Russia, Qatar.

Regulatory and legal expertise

The LEWP expert group for major sports events can, on request, advise Member States or third countries on good practice in developing effective legal and regulatory frameworks to ~~minimise~~ maximise safety and security ~~risks~~ in connection with football matches.

C. TRAINING

The LEWP expert group for major sports events will develop and provide training and support for colleagues within, and beyond, Europe. As appropriate these training initiatives will be delivered in partnership with other agencies such as the Council of Europe Standing Committee on Spectator Violence and UEFA.

Police training

The Pan-European Football Policing Training Programme had 250 match commanders, football intelligence officers and NFIP staff from 24 European countries participating in the training with the aim to raise standards of football policing across Europe.

The LEWP expert group for major sports events will explore the options for continuing to deliver football policing training in partnership with key partner agencies.

Integrated training

Recognising the overlap and connection between football policing and the role and functions of the safety officers and stewards, the LEWP expert group for major sports events will liaise with UEFA and the Council of Europe Standing Committee on Spectator Violence to develop and deliver a joint training programme.

ACTION

A. International cooperation

1. Develop proposals to seek, *inter alia*, EU financial support for improving cooperation between all relevant partners in ensuring safety, security and service at football matches.
2. Maintain and develop the NFIP website and improve monitoring and analysis of data.
3. Monitor international trends in supporter behaviour and associated policing responses.
4. Monitor and assess the financial challenges associated with international police cooperation.

5. Prepare a draft to update the "EU Football Handbook" in the light of experience with Euro 2012 and the Pan-European Football Policing Training Project as well as other relevant projects.
6. Prepare a suggestion for updating the Council Decision of 25 April 2002 (2002/348/JHA), as amended by Council Decision 2007/412/JHA of 12 June 2007 with the aim of improving key EU documentation.
7. Further develop the close partnership with the Council of Europe Standing Committee on Spectator Violence to deliver, *inter alia*, joint advisory visits, ensuring harmonised documentation on safety, security and service, and to share good practice on stadium safety certification and inspections.
8. Further develop the close partnership with UEFA and pursue joint projects such as the EU-UEFA Champions/Europa League annual conference and develop a similar event for Euro 2016 qualifying groups.

B. Expertise and support

9. Develop a programme of advisory/study visits to support the development of domestic intelligence structures.
10. Develop proposals on the following key issues:
 - discrimination and hate crime;
 - pyrotechnics;
 - liaising with supporters.
11. Support the hosts of forthcoming international tournaments: Brazil, France, Russia, Qatar.

C. Training

12. Explore the options for continuing to deliver football policing training in partnership with key partner agencies.
13. Liaise with UEFA and the Council of Europe Standing Committee on Spectator Violence to develop and deliver a joint integrated training programme.