

# Crowd Management Measures

## FA Good Practice Guide for Football Clubs

### Introduction

1. Football clubs have a responsibility under FA Rules to take appropriate measures in order to provide an environment that is as safe as reasonably practicable for spectators, players and match officials and to encourage good conduct by the supporters of both teams.
2. This document is intended to provide guidance for football clubs on good practice in terms of the crowd management measures that could be implemented at matches.
3. These guidelines are aimed primarily at Premier League and Football League clubs, but can also be used by non-league clubs. Clearly, clubs playing in the Conference and below may not have the benefit of sophisticated crowd management systems, equipment such as CCTV cameras and computerised turnstile monitoring and higher levels of human resources as enjoyed by Premier League and Football League clubs. However, even without such technological aids and a higher level of resources there are basic steps that clubs at every level can take to reduce the risk of spectator misconduct within the ground, to promote good behaviour and to identify and deal with offenders.

### Other sources of information

4. Managing the safety of spectators at a sports ground is a skill which requires significant knowledge, expertise and experience. The crowd management measures outlined in this document form a small but important part of the wider task of crowd safety management.
5. Essential guidance on crowd safety management is contained within a number of publications. Included among (but not limited to) the key documents that clubs should familiarise themselves with are:
  - The Guide to Safety at Sports Grounds, commonly referred to as “The Green Guide”, – see [www.culture.gov.uk/reference\\_library/publications/5153.aspx](http://www.culture.gov.uk/reference_library/publications/5153.aspx)
  - The FLA’s publication “Safety Management” and a number of other FLA publications – see [www.flaweb.org.uk](http://www.flaweb.org.uk)
  - The Event Safety Guide (a guide to health, safety and welfare at music and similar events), published by the Health & Safety Executive, commonly referred to as “The Purple Guide”.
6. Clubs also need to take account of the conditions of their stadium safety certificate, the stadium contingency plans, the statement of intent agreed with their local police and other club policy documents relating to crowd safety management.

### Responsibilities

7. *“Responsibility for the safety of spectators lies at all times with the ground management. The management will normally be either the owner or lessee of the ground, who may not necessarily be the promoter of the event.”* (The Guide to Safety at Sports Grounds).

8. The Board of Directors of every football club is ultimately responsible for all safety matters and that responsibility is usually delegated, at the operational level, to the safety officer.
9. All football clubs also have a responsibility under FA Rules to ensure that:
  - (a) its spectators, and all persons purporting to be its supporters or followers, conduct themselves in an orderly fashion and refrain from any one or combination of the following: racist, violent, threatening, abusive, obscene or provocative behaviour, conduct or language whilst attending at a Match in which it is involved, whether on its own ground or elsewhere; and
  - (b) no spectators or unauthorised persons are permitted to encroach onto the pitch area, save for reasons of crowd safety, or to throw missiles, bottles or other potentially harmful or dangerous objects at or on to the pitch.

### **Disclaimer**

**The purpose of this guide is to provide clubs with good practice guidance in certain areas of crowd management. Clubs should note, however, that this guide is not designed to cover all eventualities, and should not in any circumstances be construed as overriding or replacing clubs' legal, regulatory or other obligations as set out in, inter alia, the Green Guide, the stadium safety certificate, the club's contingency plans, the statement of intent and FA Regulations. Except in cases where by law liability cannot be excluded or limited, The FA excludes all liability in respect to the contents of this guide, and the use of the same, howsoever arising and whether in contract, tort, or otherwise.**

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**Produced by the Football Association, July 2010**

**Part One**  
**General Crowd Management Measures**

**Safety Officer**

10. There must be a competent safety officer, in accordance with the recommendations of the Green Guide and the conditions of the club's safety certificate.
11. When the stadium is open the safety officer should remain in the Control Room unless there is a good reason to leave: at that point he / she should hand over to a suitably trained and experienced deputy and a written record should be made, as it should on his / her return and the resumption of responsibilities.

**Stewards**

12. The club must have a sufficient number of stewards, suitably trained and qualified in accordance with the recommendations of the Green Guide and the conditions of the club's safety certificate. Particular attention should be paid to the experience and qualifications of stewards in disabled or family areas.
13. Clubs should consider training turnstile staff as stewards and using them in such a role after their duties on the turnstiles have been completed, thus making them a useful additional resource over and above the number prescribed in the safety certificate.

**CCTV cameras**

14. Where required by the stadium safety certificate or by the League of which the host club is a member, there should be CCTV cameras covering appropriate areas both inside and outside the stadium, with monitors and recording equipment in the Stadium Control Room. Particular attention should be paid to the turnstiles during the period of spectator admission to the stadium. CCTV operators should be suitably trained and qualified.

**Briefing and De-briefing**

15. At every match the safety officer (or his / her Deputy) should provide a briefing for the supervisors, stewards and other personnel involved in the safety operation (for example, first aid personnel and turnstile operators). The briefing should give sufficient information to ensure that the safety staff are properly prepared to deal with the fixture. The content should be relevant and concise – a common format is IIMARC, where the key points in the safety briefing can be recorded under the following headings:

<b>Information</b>	the details of the event and any anticipated problems;
<b>Intention</b>	the customer care, well being and safety management strategies and objectives;
<b>Method</b>	the tactics for achieving these strategies and objectives;
<b>Administration</b>	general issues;
<b>Risk assessment</b>	the main risks for the event and the contingencies for dealing with them;
<b>Communication</b>	the means by which personnel will be informed and directed; also the receiving of feedback to identify any ongoing issues.

16. A written record of the briefing should be kept which, when the information is cascaded, can be a useful aide for briefing others.

17. More detailed advice on the structure and content of briefings is contained within the FLA's Safety Management guide.

#### **Planning and liaison with the Police**

18. It is crucial that there is an effective partnership between each football club and its local police.
19. Both parties should agree a statement of intent which should set out their respective match day responsibilities around stadium safety management and maintaining law and order.
20. There is also much to be gained from the sharing and use of information and intelligence by the club and its local police, particularly in terms of using that information to detect and exclude from the stadium all persons subject to any kind of ban. Clubs and their local police should consider producing written protocols on the exchange of information and intelligence and on how the club will deal with those committing criminal acts when the police are not present in the stadium. (NB: Clubs should be aware that the exchange of information about individuals, in particular of photographs and images, is subject to controls, including compliance with the Data Protection Acts 1984 and 1998. The information may only be used for the purpose for which it has been provided.)
21. Planning and liaison with the local police should take place before the start of each season, leading to the categorisation of all games and initial agreement on the numbers of police officers to be deployed at the stadium for each category of matches. These match categorisations should be revisited as the season progresses.
22. Ahead of each match there should be further planning and liaison with the local police, to review the latest intelligence and assess risk, which could lead to a revision of the match categorisation and the number of police officers to be deployed.
23. The safety officer (or his / her deputy) should always be involved in discussions with the police on the planning of fixtures, although in certain areas such as police costs others may deal with the detailed negotiations.
24. There is merit in the police commander or his / her representative attending, and providing relevant input to, the safety officer's pre-match briefing of the stewards.
25. At matches which are categorised as Club Security (CS) or police-free (i.e. with no police presence required inside the stadium), it may be considered appropriate for the police spotters from both teams' police forces to attend for intelligence-gathering purposes.
26. At any match where police officers are deployed inside the stadium, it is recognised that a proportion of the police will usually start to move outside the stadium before the end of the match in order to prepare for the exit of supporters. This should be proportionate and, subject to the circumstances applying at the time, the safety officer and police commander should consider the potential for a last-minute incident to occur (i.e. a late goal or a controversial incident impacting on crowd behaviour) and may agree to retain a small police presence inside the stadium until final whistle.
27. Should the police commander leave the control room for a significant period during the event (i.e. to undertake a police half-time briefing) the safety officer and the police

should ensure that an appropriate level of communication with the police is maintained in the commander's absence.

### **Risk assessment**

28. The safety officer should ensure that a risk assessment is undertaken by a competent person for each match, based on both the police intelligence and information obtained regarding the behaviour of the visiting supporters at other matches. Such information, by way of illustration, could be obtained from the visiting club, from the match reports filed by club safety officers on the Football Safety Officers' Association (FSOA) web site or from other club safety officers.
29. To assist this process it is recommended that all safety officers file their match report on the FSOA web site within 72 hours of the match taking place – this would greatly assist other safety officers in planning for their home matches. It is essential that the information filed in each report is accurate.
30. The risk assessment could be used to plan the numbers of additional stewards required for the game and to discuss with the police the categorisation of the match and the numbers of police officers required.
31. Other items that could be considered to form part of the risk assessment include, but are not limited to, the following:
  - Whether the sale of alcohol should be restricted in certain areas of the stadium, or from a specified time during the event;
  - Whether stewards from the visiting club could be effectively used at the fixture;
  - Whether the closure of a food kiosk in any part of the stadium could have consequences for the behaviour of the spectators in that area. (Food kiosks should not be closed in isolation by catering staff: prior consultation should take place with the safety officer).
  - How to manage crowd densities not merely at turnstiles, but also in concourses.
  - Whether supporters of the home or away team are likely to stand persistently in a seated area during the match. The safety officer could consider various control measures to reduce the effects of supporters standing, in accordance with the management plan agreed with the local authority (who will have been advised by the safety advisory group).
  - Whether any special arrangements need to be made for the arrival and /or departure of the visiting team coach and/or to facilitate the safe and secure entry into / exit from the dressing room area of the visiting team players and management staff.
  - Whether special arrangements need to be made in relation to ensuring the safety of the match officials when leaving the stadium.

### **Liaison with the visiting club**

32. The home club should undertake meaningful liaison and discussion with the safety officer of the away team – it is essential that there is active co-operation between the two clubs. Issues to be discussed ahead of the game could include:

- Anticipated numbers of away supporters attending and their mode of transport to the match – the number of coaches expected to attend is crucial information;
- Police intelligence and the visiting club’s observations on the likely behaviour of the visiting supporters, taking account of the supporters’ recent behaviour at both home and away matches;
- The visiting club’s method of sale of tickets to their supporters and whether there is a potential for away supporters to arrive at the stadium without tickets or with counterfeit tickets;
- Whether to make the match all-ticket (where admission for all spectators is only by ticket purchased in advance) or ticket-only for visiting supporters (where admission for visiting supporters is only by ticket purchased from the visiting club in advance).
- Whether any players or the manager of the visiting team could possibly be a target for verbal abuse by home supporters (i.e. players returning to play against a former club or players who have recently been the subject of media headlines) – clubs should verbally exchange any such sensitive information which may have an impact on safety at the match;
- Whether police “spotters” from the visiting club’s police force will be travelling to the match;
- Consideration of inviting stewards from the visiting club to attend.
- Consider the possibility of banning from the match any supporters of the away team that have been given a club ban from the away club’s stadium (as opposed to a football banning order issued by the courts). The away club could then write to the banned supporters to advise them that the home team has decided to ban them from attending the match. The two clubs will need to agree on a suitable method of identifying any of the banned supporters that may arrive at the stadium and seek to gain entry.

33. The liaison between the two clubs would usually take the form of telephone discussions, supplemented by email exchanges, although clubs may wish to consider keeping a written record of such information for audit purposes (e.g. in response to an inquiry). Occasionally, for the exceptional match such as a high-profile cup tie, end-of-season match or local derby with large numbers of away supporters attending, or a fixture where there is a particular history of antagonism, either between rival supporters or directed at a specific player or manager, there could be benefit in the home club inviting representatives of the away team to attend a planning meeting with local police. Officers from the away team’s police force and any other person thought likely to assist could also attend such a planning meeting.

34. Initial liaison between the two clubs should ideally be updated with further discussions ahead of the home club's pre-match meetings with senior club staff and with police (usually the day before the match). Consideration should be given to any ongoing issues leading up to the match.
35. Post-match communication between the two clubs would also be helpful: highlighting any issues that could assist at a future match between the two teams. The home club could also usefully pass on any personal details of persons arrested or ejected together with any photographs or video footage of away supporters involved in misconduct at the match.

#### **Separation of supporters**

36. Segregation or separation of home and away supporters has been the norm for matches played at Premier League and Football League stadia for some time and is likely to remain in place for the foreseeable future.
37. Where segregation of supporters has been agreed, the arrangements must provide visiting supporters with the means of separate entry into and exit from the stadium. The visitors' area of the stadium must be self-contained, with its own turnstiles, toilets and catering facilities.
38. Separation of home and away supporters within the spectator viewing areas can be achieved by many different means. These include, but are not limited to: putting away supporters in a separate stand; the use of physical barriers; or the provision of netting placed over rows of seats, thus creating a suitable sterile zone between the two sets of supporters. Whatever method is used, the aim should be to create a defined sterile zone between the two groups of supporters. The segregation lines should remain clear and distinct throughout the match and could be enforced by the deployment of stewards and/or police.
39. Wherever possible, viewing areas for visiting disabled supporters should be provided within the designated visiting supporters' area. If the visiting disabled supporters have to be located in a home supporters' area, the home club should make every effort to ensure that the visiting disabled supporters' enjoyment of the match is not impaired by abusive comments or gestures from home supporters around them. Stewards should be deployed to the area with a brief to be vigilant for any such abuse or gestures, to report such incidents to the control room and to act in accordance with further instructions from the control room.

#### **Ground Regulations**

40. Ground Regulations notices, clearly setting out any prohibited items and forms of unacceptable behaviour, should be displayed at the entrances, in spectator areas and concourses of the stadium.

#### **Persistent Standing in Seated Areas**

41. Experience has shown that supporters engaging in misconduct usually do so from a standing position. When many spectators are standing it is also more difficult to identify persons misbehaving.
42. Persistent standing in a seated area can also create a significant barrier to the enjoyment of disabled supporters as it can block completely their sightlines.

43. Where supporters persistently stand in a seated area, clubs should therefore make every effort to persuade those supporters to sit down and to take appropriate action if they should continue to stand up, in accordance with the management plan agreed with the local authority (who will have been advised by the safety advisory group). At the very minimum, aisles and vomitories must be kept clear.
44. Clubs need to be aware of the potential for the local authority to reduce the spectator capacity where standing occurs or is anticipated.

#### **Consultation with supporters**

45. Clubs should regularly undertake positive liaison and consultation with supporters' organisations / groups. There is plenty of evidence to suggest that fans behave better when they feel included.
46. Clubs should discuss with supporters' organisations / groups issues arising out of significant incidents of spectator misconduct in the stadium and encourage the supporters to contribute to the discussions on how to improve spectator behaviour.

#### **Club communications to supporters**

47. Clubs should take the opportunity regularly to make supporters aware of what is considered to be unacceptable behaviour in a football stadium, to communicate the need for responsible behaviour at both home and away matches and to remind them of the penalties that may apply if supporters are found to have committed misconduct at a match, which can include, but are not limited to, a court or club ban from attending football matches for a certain period of time and/or the removal of the supporter's season ticket etc.
48. Such messages can be communicated to supporters by way of the stadium PA system and/or giant screen, signage within the stadium, local media, the club web site and match programmes. Liaison with the club's media officer on all such communications is advised.

#### **Acceptable behaviour agreements**

49. Clubs may wish to consider issuing an acceptable behaviour agreement to supporters who may have been ejected from the stadium or warned following misconduct and/or a breach of the Ground Regulations. Such an agreement could also be considered for those supporters wishing to return to watch matches at the stadium after the expiry of a football banning order or a club stadium ban. The supporter could then be allowed to continue attending matches at the stadium providing that he / she signs an acceptable behaviour agreement which may set out certain terms and conditions regarding the person's behaviour in the stadium or may restrict the supporter to only entering certain areas of the stadium. The agreement would clearly set out the consequences if the supporter's behaviour comes to the attention of the club, which could include a minimum ban from attending matches at the stadium.
50. The FA has been made aware of an initiative where one police force has been working very closely with its local football club in targeting anti-social behaviour in the stadium: police officers attend all ejections from the stadium by stewards and the police officers take the offender's personal details; the police will then write a letter to the offender's home address reporting the date and time of the anti-social behaviour offence, pointing out that anti-social behaviour is not acceptable and that the information contained in



the letter may be shared with other agencies. The police may also make a visit to the person's home. This is evidence of an excellent partnership between the club and police.

### **Ticketing issues**

51. Clubs should sell tickets in a responsible manner, taking reasonable measures to prevent tickets being sold to persons with a club or court ban and to ensure where possible that away supporters are not able to buy tickets in home areas of the stadium. Clubs are encouraged to liaise with the visiting club if they wish to allocate tickets for particular areas to specific groups such as families. They should do likewise over tickets for spectators with disabilities.
52. Measures that could be considered include, but are not limited to:
  - Limiting the purchase of tickets to season-ticket holders, club members or persons with a previous purchase history on the club's ticketing database;
  - Restricting the number of tickets that each person can buy and advising all ticket-purchasers that they would be held responsible for the behaviour of the other persons included in their group of tickets.
  - The sale of tickets should not be commenced until discussions have taken place with the club safety officer, who should play an integral part in the allocation and ticket sales policy for each match.
53. Clubs should take whatever steps they can to reduce the impact on safety and security that the issuing of (complimentary) tickets to players and match / club sponsors can have, especially if those tickets are passed on to supporters of the visiting team. This can be a particular problem in corporate hospitality areas of the stadium.

### **Facilitating the reporting of misconduct by spectators**

54. All clubs should encourage responsible spectators to report any misconduct they might witness to a steward or a police officer (if police are present in the stadium).
55. It is preferable for spectators to be encouraged to report misconduct at the time of the offence, rather than at the end of or after the event, as this makes it much easier for the club to observe the misconduct and take appropriate action to deal with it or at least to gather evidence for possible later action.
56. It is recognised that supporters may feel intimidated about openly approaching a steward or police officer to report misconduct by fellow supporters within their area of the stadium: one option for the club to consider is the setting up of a text reporting system, whereby supporters could report misconduct via an anonymous text message to a special number that the club could introduce and advertise within the stadium. Such a system would allow spectators to text their concerns and the location of the incident to the stadium control room. The existence of such a system would need to be communicated well to supporters attending matches: the number could be advertised on the club web site, on the giant screen or electronic scoreboard and in the match programme. Clubs do need to be alert to the potential for nuisance messages.

### **Sale and consumption of alcohol**

57. In accordance with the provisions of the Sporting Events (Control of Alcohol etc) Act 1985, spectators at any match involving at least one team from either the Premier League, Football League or Football Conference Premier Division or any match in the FA Cup from the First Round Proper onwards are not allowed to consume alcohol in any public area that has a view of the pitch. There is an exception for executive boxes, hospitality areas etc, but NOT in the period from 15 minutes prior to kick-off until 15 minutes after final whistle.
58. The legislation does not apply to matches involving teams from the Conference North and South and below (unless the match fits into one of the categories outlined above) and, for matches at that level, there may be no rules in force about the consumption of alcohol at football matches. The FA has recommended to clubs, leagues and County FAs that alcohol should only be consumed within the social club on match days and it should not be allowed to be taken out to the spectator areas. All football clubs serving alcohol on match days have a responsibility to ensure that match participants and spectators are able to enjoy their football without hindrance from alcohol-related incidents. The FA does not believe it is appropriate for supporters to consume alcohol on the terraces.
59. For all matches, the safety officer's risk assessment should include the question of alcohol sales in home and away areas of the stadium and the influence the availability of alcohol from the stadium bars may have on supporters' behaviour, particularly in respect of the visiting supporters.
60. If a decision is taken to restrict or ban the sale of alcohol to visiting supporters, the home club may wish to consider informing the away club, so that the information can be passed on to the visiting fans in advance of the game. Experience has shown that the withdrawal of a bar facility after it has been advertised as being available can cause problems – communication with supporters is therefore important.
61. During the event, the behaviour of supporters in the concourses and bars should be monitored in order that appropriate action can be taken, as and when required.
62. In recent seasons there have been experiences of supporters, mainly visiting fans, spraying beer or throwing plastic beer bottles around, usually on a busy concourse. The potential for such behaviour should form part of the pre-match risk assessment. The safety officer may wish to consider, where there is previous history of a club's supporters behaving in such a way, instructing the catering staff to decant all drinks in the visiting supporters' area into plastic containers (rather than serving plastic bottles) or banning the sale of alcohol in the visitors' area. Before introducing such a move, the safety officer would be advised to consider the risk of any impact the new measures could have – i.e. the decanting of drinks could lead to longer queuing times, which in turn could lead to disorder or safety management issues in an area that could be full of people.
63. Where plastic bottles containing alcohol or soft drinks are served in the concourse bars, clubs should make every reasonable effort to prevent supporters from taking the plastic bottles into the spectator viewing areas.

### **Measures to be taken by the visiting club**

64. The visiting club should take the following measures:

- Liaison with the Football Intelligence Officer of their local police force on the numbers of supporters expected to travel, their mode of transport to the match and any anticipated public order issues.
- Meaningful liaison and discussion with the safety officer of the home club in all circumstances, but in particular where:
  - There is a history of antagonism between the two clubs' supporters;
  - There have been crowd-related incidents at games between the clubs in the recent past; and/or
  - There is pre-match intelligence to suggest supporter-related problems.
- In collaboration with the home club, consideration of the provision of stewards from the away club to travel to the match. There are circumstances where the use of visiting stewards can be helpful, particularly to assist with the arrival of the visiting team's supporters at the turnstiles. The away club safety officer may wish to have a risk assessment carried out on the attendance of his / her stewards at the host club's stadium, before agreeing to such a deployment. The mode of transport for the visiting stewards also needs to be carefully considered: a steward travelling on a supporters' coach may be reluctant to take action against a supporter at the match for fear of a reprisal on the return journey.
- Ticketing:
  - Where the away club has been asked by the home club to sell tickets to its travelling supporters, the away club should ensure that a register is kept, recording details of all tickets sold including Block, Row and Seat Number, against the name and address of the person buying each ticket or group of tickets. This will assist the club to identify any supporter reported as misbehaving at the match as each ticket will be traceable to source and then to deny that supporter the right to buy tickets for future matches.
  - Where the away club receives a greater demand for tickets than the number of tickets available for a particular match, it is recommended that the club give priority for ticket purchases to certain groups of supporters already on the club's database: i.e. to club season-ticket holders or club members or by way of loyalty points. Again the club should record each ticket sold against each season-ticket holder or club member as this will assist the club to identify any supporter reported as misbehaving at the match and then to deny that supporter the right to buy tickets for future matches.
- A clearly communicated club policy to ban any person committing a football-related offence or involved in serious misconduct at an away match.

## **Part Two**

### **Management of Visiting Supporters**

#### **Visiting Stewards**

65. The home club safety officer needs to consider whether stewards from the visiting club could be effectively used at the fixture. If so, the home club should consider inviting the visiting club to send a team of stewards to attend; however, such a deployment, and the question of payment to the stewards, should be mutually agreed in advance between the two clubs.
66. The Green Guide recognises that: “There are certain matches or events where it may be beneficial to invite suitably trained and qualified stewards from visiting clubs or organisations. Such stewards must arrive before the ground is open to the public and in time to be fully briefed as to the construction and configuration of the ground, the safety arrangements and their specific duties.”
67. If visiting stewards are to be used, they would primarily be used at the visitors’ entrances (in a meet and greet role). Any further duties inside the stadium would only be at the absolute discretion, and under the ultimate direction of, the home club safety officer. Visiting stewards carrying out duties inside the stadium should ideally work alongside a home club steward and/or under the direction of a home club supervisor.
68. Visiting stewards could only count towards the number of trained stewards required under the safety certificate if they are fully qualified and have been adequately briefed about the stadium arrangements. It is recommended that experienced stewards or supervisors would be best suited for such duties at an away match.
69. The home club must ensure that the visiting stewards are given a sufficient induction, including the topography of the ground, location of key facilities and the host club’s emergency coded messages, before deployment.

#### **Searching**

70. The home club should make arrangements to search spectators entering the stadium. This may be on a random basis for most home areas of the ground. The level of searching of visiting fans and / or fans who may be at or near to, or can get to, known flashpoints of misbehaviour should be determined in the light of a risk assessment.
71. Any searches of female spectators should be carried out by a female steward and special arrangements will need to be made in respect of young persons under the age of 18 and vulnerable adults. Further advice on the searching of young persons and vulnerable adults is to be provided in the revised Stewards’ Training Package by the football authorities.
72. Depending on the space available around the visiting supporters’ turnstiles, the home club will have to decide where to conduct the searching of spectators: before or after entry through the turnstiles. Clubs who decide to conduct the searching of spectators on the inside of the stadium need to have a suitable route available for any ejections from the stadium, making sure that such ejection route would neither cause an obstruction to the admission of other spectators nor present an opportunity (such as the opening of an exit gate) which might allow supporters outside the stadium to enter the stadium illicitly.

### **Management of queuing spectators at the visitors' entrances**

73. Experience has shown that problems can arise when large numbers of away supporters arrive at the visitors' entrances shortly before the kick-off. Such circumstances can present opportunities for fans without tickets, or with forged tickets, to try and access the stadium. Having a system in place to manage any queues is therefore essential.
74. The home club should discuss a suitable system with their local police: if space around the turnstiles allows, this may involve a permanent or temporary barrier system outside the turnstiles – the barriers could be located in such a way so as to funnel supporters into an orderly queue towards each turnstile and to prevent a large mass developing outside the turnstiles. However, there are alternatives to barriers: stewards, supported by police officers where present, could form filter cordons to control the flow of supporters towards the turnstiles. Much will depend on the space available outside the visiting turnstiles and where the searching of spectators is to be carried out.
75. There must be a contingency to remove from the head of the queue any person(s) creating a disruption for whatever reason and causing potential blockage. A separate area should be designated to deal with such problematic supporters.
76. The visiting club can help by appealing to its supporters to arrive at the ground in good time.
77. At grounds where cash admission is accepted on the day, the home club should ensure that it has sufficient cash turnstiles available for the expected numbers of visiting supporters, in accordance with the intelligence / information received from the visiting club. It could also help for the away supporters to be asked through the media and other forms of communication to have the right change available in order to assist the speed of entry to the stadium.
78. If queues should develop at the visitors' entrances, effective communications should be maintained with the queuing supporters by home club stewards or via the PA system.
79. If the visiting supporters are known to be taking refreshment in a specific public house ahead of the game, the safety officer and police commander could liaise regarding the possibility of the police encouraging the visiting fans to leave the licensed premises in good time.
80. Where admission to visiting supporters is by advanced ticket purchase, any visiting fans identified in home areas of the stadium should not be relocated to the visitors' sector. The rationale behind this is twofold: firstly, if those persons have not bought tickets from the away club then their details will not have been recorded / checked by the away club. They could even be persons who have been banned from receiving tickets by the away club. Secondly, if away supporters in home areas are relocated to the visitors' sector, this will do nothing to discourage fans from seeking to buy tickets in home areas at future matches and could even encourage more fans to do the same.

### Part Three

#### Crowd Management Measures to Discourage the Throwing of Objects by Spectators

##### CCTV cameras

81. While the primary purpose of CCTV cameras is to monitor spectator safety, they should (where available) also be used to observe spectator behaviour in specific areas of the stadium.

##### Stewards

82. Stewards should be trained and briefed to be alert to the potential for spectators to throw any object either towards the pitch or any other area of the stadium and to report any issue immediately to the stadium control room.

83. Whilst remaining vigilant at all times, stewards (and CCTV operators) should be briefed to be particularly watchful:

- At throw-ins and corner-kicks taken by the away team, or by the home team in front of the away supporters;
- Of the spectator areas behind the visiting team goalkeeper and the touchlines patrolled by the two assistant referees (particularly after what spectators may perceive to be a controversial decision by an assistant referee);
- When a visiting team player is injured near to the touchline or being treated by the away team physiotherapist on the pitch-side;
- During any goal celebrations by visiting players in front of home supporters or by home team players in front of visiting fans;
- When the referee is near to the touchline (particularly after what spectators may perceive to be a controversial decision by the referee);
- Of the spectator areas behind the visiting team bench.

84. Where intelligence suggests that a particular player may be targeted then, where practicable, additional resources should be dedicated to assist in dealing with this matter.

##### Steps to take if a throwing incident should occur

85. As soon as any throwing incident is reported or witnessed, the **home club** should:

- Immediately deploy additional stewards and/or police officers to the area to watch for / deter any further spectator misconduct.
- Ensure that a CCTV camera is focussed on the specific area.
- Find out if any stewards or police officers witnessed the misconduct (and, if so, ensure appropriate action is taken to deal with the offender).
- Consider asking stewards to speak to supporters in the area to try and identify the seats or the area of terracing from where the object was thrown.

- After the match, review the CCTV and any television footage to see if the incident was recorded on camera in an effort to try and identify the offender.
- In conjunction with the police, ensure that any item thrown is preserved in an evidence bag and handed to police for investigation.

#### **Special note on evidence gathering**

86. Good practice could include stand supervisors having a supply of evidence kits which could comprise disposable plastic gloves and evidence bags: in the event of any object being thrown onto the pitch, the stand manager or a delegated steward could then retrieve the object using the plastic gloves, place it in the evidence bag and hand it to police.

87. It is also important for match officials to be briefed on this point to ensure they do not handle items: they should request that a steward take possession.

#### **Additional measures to prevent recurrence at future matches**

88. There are a number of **additional measures** that the home club could consider taking to prevent any recurrence at future matches. These include, but are not limited to:

- Deployment of additional stewards and/or police officers to the area to watch for / deter any further spectator misconduct.
- Placing of covert club personnel in the area to help identify the offender(s). NB: club personnel so deployed should remain incognito throughout their deployment and should not draw attention to themselves. Before deployment they must be properly briefed and the risks fully considered. Their observations should be reported discreetly to the stadium control room to enable other stewards and / or police to deal with the issue in accordance with instructions from the stadium control room.
- Placing of a static camera either on the track-side facing the crowd or at the back of the stand looking down towards the pitch.
- Hand-held video camera on the track-side, filming the crowd.
- Stewards with body-worn mini-cameras to be deployed to the area, located on the track-side facing the crowd.
- Messages in the club programme, local media, on the club web site, on notices around the stadium, on the stadium PA system, on the giant screen etc, to remind supporters that such conduct is not only a criminal offence, but could also lead to disciplinary action under FA Rules against the football club. Leaflets could also be issued with tickets for home or away matches. Liaison with the club's media officer is advised.
- Discussion of the issue with supporters' representatives and/or at supporters' forum meetings.
- Encourage responsible spectators to report any misconduct they might witness to a steward or via an anonymous text message to a special number that the club could introduce and advertise within the stadium.

### **Special note on the use of body-worn cameras**

89. Further information is available in the “Home Office (2007) Guidance for the Police Use of Body-Worn Devices”, which is publicly available.
90. The safety officer should ensure that a risk assessment is carried out in respect of the personal safety of club staff who are carrying out the filming.

### **Plastic bottles**

91. Every effort should be made to clear refreshment areas of debris and litter once the match has started and certainly before the half-time interval.
92. If the objects thrown are plastic bottles, the club should review how the catering units serve drinks to spectators. [For speed of service catering units may hand the customer a plastic bottle with its top removed]. In order to prevent such plastic bottles being thrown onto the pitch, the club could instruct its catering staff in the area of the ground affected to decant all drinks into plastic containers. At the same time, the club would have to prevent plastic bottles from being brought into that area of the ground by searching at the turnstiles. These moves should also be fully communicated to supporters by way of notices at the turnstiles and on the concourses.
93. Before introducing such a move, the safety officer would be advised to consider the risk of any impact the new measures could have – i.e. the decanting of drinks could lead to longer queuing times, which in turn could lead to disorder or safety management issues in an area that could be full of people.

### **Objects thrown towards the visiting supporters**

94. At stadia where there are home supporters situated in an upper tier stand directly above the away fans in the lower tier, there are a number of measures that the home club could take to prevent objects being thrown or dropped by the home supporters towards the away fans below. These include, but are not limited to:
- Keeping the front rows of the upper tier clear of supporters;
  - Placing stewards in the front row, facing the crowd;
  - Erecting (horizontal) netting at the front of the upper tier above spectators below (taking care that the sight lines of the spectators in the upper tier seats are not affected by the netting).



**Part Four**  
**Crowd Management Measures to Discourage Pitch Incursion by Spectators**

**Contingency plans**

95. Clubs' contingency plans should include a full range of possible scenarios and, in terms of pitch incursion, these should include a provision for dealing with:

- Individual pitch intruders, including streakers or protesters;
- Incursion by a group of home or away supporters, to celebrate a goal;
- A mass celebratory pitch incursion by home or away supporters during the game;
- A mass celebratory pitch incursion by home or away supporters after the final whistle of a key game or at the final home match of the season or at the end of a penalty-shoot out;
- A hostile mass incursion by home or away supporters.

**Stewards**

96. Stewards should be trained and briefed to act in accordance with the club's contingency plans in any such scenarios.

97. Clubs should ideally have dedicated and specially trained response personnel, over and above the stewards required for spectator safety under the safety certificate, ready to enter the pitch to deal with any incursion. Ideally these persons should wear appropriate footwear.

**Notices to spectators**

98. Notices should be prominently displayed warning spectators that entering the pitch is a criminal offence.

**CCTV cameras**

99. (Where available) CCTV should be used to film and identify all offenders.

**Individual pitch intruders**

100. The steps that clubs should take to deal with individual pitch intruders include, but are not limited to, the following:

- The club's contingency plan should specify the policy for removing these individuals from the pitch.
- Stewards must be ready to intervene immediately if the intruder(s) should pose a threat to players and/or officials, or if he/they should head towards the visiting supporters.

### **Mass incursion**

101. Steps that clubs should take to deal with any mass pitch incursion include, but are not limited to, the following:

- If there is intelligence or information regarding, or if during a match there are signs among the crowd that could signal, a potential pitch incursion, stewards should be deployed along the pitch perimeter to reduce the risk. The safety officer and police commander should jointly consider the additional deployment of police officers to assist the stewards.
- Stewards on pitch perimeter duty must do what they can to prevent any incursion.
- After a goal, sending off or other controversial incident on the pitch, the pitch perimeter stewards should stand and face the crowd, in order to reduce the risk of an incursion.
- At matches where a pitch incursion is likely (i.e. high-profile cup ties or an end-of-season match): (a) a player or the team manager could make a personal appeal prior to the game via local radio, in the programme and over the PA; and (b) the stadium PA system should be used to remind spectators throughout the game to keep off the pitch. Should a mass incursion occur, the PA system should also be used to encourage spectators to leave the pitch.
- It is considered beneficial to have a team of stewards and/or police officers ready to be deployed as a cordon in front of the away supporters. The purpose of this would be: (i) to prevent the away supporters from entering the pitch (they will usually be a smaller group than the home fans and possibly all in one section of the ground, therefore easier to control); and (ii) to prevent any confrontation between any home supporters who do manage to access the pitch and the visiting fans.
- The home club should also ensure that Police and /or stewards are able to protect match officials, players and management staff in the technical areas, but particularly the visiting team players and staff, and to prevent spectator entry into the players' tunnel. The players and management staff could be reminded that they may need to leave the pitch quickly at the end of the match rather than going over to their supporters.
- In the event of home supporters accessing the pitch and standing in front of the away fans, the cordon should sweep the home supporters away from the visiting fans at the earliest opportunity. In order to prevent the visiting supporters gaining access to the pitch as the cordon sweeps away from the away fans, a second line of stewards and/or police officers may be needed.

### **Additional measures to prevent recurrence at future matches**

102. If a pitch incursion should occur at a match, there are a number of **additional measures** that the home club could take to prevent any recurrence at future matches. These include, but are not limited to:

- The offender(s) should be arrested and banned (either by the courts through a football banning order or by the club through a stadium ban).

- The club should publicise any arrests / bans in the local media as a deterrent to other supporters.
- The club should also print warning notices in the match programme and on the club web site to the effect that entering the pitch or the perimeter track is a criminal offence and anyone so doing will face arrest and a ban from watching football.
- Discussion of the issue with supporters' representatives and/or at supporters' forum meetings.
- Additional stewards and/or police should be deployed to a particular area to prevent further such misconduct.
- Consideration could be given to netting-off the front row(s) of seats in any areas of the ground from where spectators have entered the pitch.
- The safety officer should ask the club's management staff to remind players not to leave the pitch when celebrating goals: sometimes the players' actions can cause a surge among the crowd in that area and/or incite spectators to join the players on the pitch perimeter.

#### **Additional measures to be taken by the visiting team**

103. If the incursion is by the away supporters, the **visiting club** could advise other teams that it is due to visit that a problem has occurred at a previous away match. This can be done as part of the meaningful liaison and discussion that should take place in advance of the match between the two clubs. If there is considered to be a real risk of a further pitch incursion by the away supporters at a future match, the **visiting club** could offer a team of stewards to assist home club stewards in managing the pitch perimeter.

#### **Special measures for clubs staging high-profile matches**

104. There are a number of special measures that clubs staging high-profile matches (cup ties / play-off games / end-of-season matches etc) could consider taking. These include, but are not limited to:

- Home club to remind supporters in advance of the game that entering the pitch will not be tolerated.
- Home club to increase the steward resources and to discuss with the police commander the level of police resources required.
- The deployment of stewards / police officers planned for the game should include the provision of a cordon in front of the visiting supporters.
- In the event of an incursion by home supporters, the contingency plan should include the availability of a second cordon which could be used to sweep the home supporters away from the visiting fans.
- The safety officer and police commander may consider the deployment of a cordon of stewards and/or police officers across the half-way line to prevent home supporters approaching the visiting fans. Much depends on the ground's

configuration, including the location of the players' tunnel in relation to the visiting fans (as most home supporters will initially follow the players towards the tunnel).

- Clubs would be advised not to consider special admission promotions (such as Kid a Quid) for the last home match of the season. Experience has shown that such initiatives will encourage a lot of young supporters to attend, who are not familiar with the ground and its regulations, and who may be tempted to try and enter the pitch.

### **Penalty shoot-outs**

105. At any cup tie or play-off game where the result could be determined by a penalty shoot-out, it should be recognised that the last penalty kick (successful or otherwise) could prompt an incursion onto the pitch by supporters. In such circumstances, the home club should pay particular attention to the protection of players and match officials, some of whom (both goalkeepers, the last penalty-taker, the referee and one assistant) could be located very close to the crowd at the end of the shoot-out. The home club should make every effort to ensure that all players and officials are given adequate protection.

106. To assist the home club's deployment of stewards for any penalty shoot-out, the safety officer should ask the referee in the pre-match safety and security briefing with the match officials to make an early decision regarding the choice of ends for the penalty shoot-out and for such decision, once made, to be communicated to the appointed steward responsible for liaising with the match officials.

107. For matches under the jurisdiction of The Football League, special instructions have been introduced for clubs and match officials on the protocol for penalty shoot-outs, including a requirement for any request for penalties to take place at a particular end of the ground to be notified to The Football League in advance of the game.

### **End of Season Celebrations**

108. At the last home match of the season, clubs need to be mindful of the potential for mass pitch incursions by supporters. Even celebratory incursions do pose a threat to the safety of players, officials and spectators and all clubs are urged to make every effort to discourage spectators from entering the pitch.

109. It is clear that, after a long season, supporters may wish to cheer the players and, indeed, the players and management may wish to show their appreciation of the fans' support. These goals could be achieved by the team making a "lap of honour" around the pitch, with the supporters being asked to remain in the stands. This could be communicated to supporters by a player or the team manager making a personal appeal prior to the game via local radio, in the programme and over the PA and during the game by announcements being made over the public address system before the final whistle to alert the spectators that the players will only come out if the pitch is clear.

110. At least one club has successfully managed this situation at the last home match of the season by the use of stewards holding coloured tape (similar to police incident tape) around the entire pitch perimeter.

111. Clubs should consider this whole issue in consultation with their local police and safety advisory group.

**Part Five**  
**Crowd Management Measures Against Hate Crime,**  
**including Racist and Homophobic Abuse by Spectators**

**Background**

112. It is a criminal offence for any person to engage or take part in chanting of an indecent or racist nature at a football match. The Football (Offences) Act 1991 defines what is meant by 'racist nature' as: "Anything that is threatening or abusive or insulting to a person by reason of colour, race, nationality or ethnic or national origins".
113. Recognising that racism is a criminal offence, clubs should have a protocol with their local police setting out how racism will be dealt with in the stadium.
114. Homophobia is defined as the fear of, aversion to, or discrimination against homosexuality or homosexuals and of course homophobic abuse is often directed at people who are known to be gay or lesbian, or transgendered<sup>1</sup>. However in football, homophobic abuse is sometimes directed at opposing supporters and the perpetrators would have no idea of the sexual orientation of those people. It may also be directed at players from the opposing team or match officials – again with no knowledge of the person's sexual orientation. Victims of homophobic abuse therefore can be gay, lesbian or heterosexual.
115. Whereas racist behaviour at a football match is clearly covered by the Football (Offences) Act 1991, and therefore treated as a football-related offence, homophobic abuse may not be. Depending on the language used, such behaviour might be regarded as "indecent chanting" under the Football (Offences) Act or it might also come under the general public order legislation (the use of threatening, abusive or insulting words or behaviour could, for example, constitute an offence under Section 5 of the Public Order Act 1986). However, homophobic abuse is clearly covered in the Ground Regulations and clubs are advised to use the Ground Regulations as the basis for dealing with any incidents of homophobia, referring the issue to the police if it is considered that a criminal offence may have been committed.
116. The Ground Regulations, in force at every Premier League and Football League stadium, specifically outlaw the use of threatening behaviour, foul or abusive language and racial, homophobic or discriminatory abuse, chanting or harassment. The Ground Regulations give a club's stewards the power to remove offenders from the stadium.
117. Clubs must make every effort to deal appropriately with any type of discriminatory abuse that might occur in the stadium. It should be recognised that such abuse could be aimed at players, match officials, managers, directors or stewards as well as at other spectators.

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<sup>1</sup> Transphobia is the negative stereotyping and discriminatory treatment of individuals who do not conform in appearance and/or identity, to conventional conceptions of gender. Trans-identified (transgendered) individuals, lesbians, gay men, bisexuals and their supporters are typically the targets of transphobia. An example of transphobic behaviour includes name-calling, slurs and jokes, derogatory comments, gestures and physical attack.

### **Stewards**

118. Stewards should be trained and briefed to listen out for, and to recognise, racist, homophobic or discriminatory abuse by spectators, to report any such misconduct to the control room, and to follow club policy and/or instructions from the control room.
119. Stewards should be aware that racist and homophobic language can change over time, and that some football spectators have an aptitude to come up with new chants each season that might not seem racist, but have racist connotations. One example of this would be calling a player a “shoe bomber” because of his apparent resemblance to a person involved in a perceived terrorist activity.

### **CCTV cameras**

120. CCTV cameras (where available) should be used to observe specific areas of the stadium.

### **Education and communication with supporters**

121. Clubs should work with equality organisations like Kick It Out, the Gay Football Supporters’ Network and the National Association of Disabled Supporters to promote race, disability, gender and LGBT equality within the stadium and should make use of club advertising boards, scoreboard / giant screen, club programme and web site, as well as the local media, to remind supporters that discrimination in any form has no place within football stadia. Such notices should also provide a means to report incidents either during a game (via a text line) or afterwards to the club’s own incident reporting line or to Kick It Out’s freephone number that is operated with support from The FA.
122. The FA has been working with The Gay Football Supporters’ Network who have a team of voluntary liaison officers who are available to assist clubs in tackling homophobia.
123. Kick It Out has developed a set of Equality Standards to assist clubs in developing their inclusive approach to all customers.

### **Steps to take if an incident should be reported**

124. If an incident involving racist, homophobic or discriminatory abuse should be reported at a match, the **home club** should consider taking the following steps:

- Liaise with the police commander (if police are present in the stadium);
- Immediately deploy additional stewards and/or police officers to the area to watch for any further spectator misconduct and monitor the area on CCTV (where available);
- Ascertain if any stewards or police officers witnessed the misconduct (and, if so, take appropriate action to deal with the offender in accordance with club policy and/or the protocol with the police on dealing with racism);
- Consider placing covert club personnel in the area to help identify the offender(s). NB: club personnel so deployed should remain incognito throughout their deployment and should not draw attention to themselves. Before deployment they must be properly briefed and the risks fully considered. Their observations should be reported discreetly to the stadium control room to enable other stewards and /

or police to deal with the issue in accordance with instructions from the stadium control room.

- Consider asking stewards to speak to supporters in the area to try and identify the offender(s).

125. Clubs are reminded of the following points from Football's protocol for dealing with racist abuse:

- Upon the referee becoming or being made aware of racist abuse by spectators, he should report the matter to the police and safety officer;
- The police and safety officer should seek to identify the person/people responsible and take appropriate action while the match continues;
- If, after a reasonable amount of time, the problem continues then the referee in consultation with the police and safety officer may remove the players from the field and suspend the match, allowing the police and safety officer a further opportunity to deal with the problem;
- Only if the matter cannot be dealt with satisfactorily, warnings have gone unheeded and the welfare of the Participants, in terms of their facing the threat of continued racist abuse, remains at risk should the referee consider abandoning the game;
- Any decision to suspend or abandon a game should be taken by the referee after full consultation with the police and safety officer. (It must be remembered that abandoning a match might provoke a potentially serious crowd reaction and the decision needs to be taken with great care after the risks have been carefully considered).

126. A copy of Football's protocol for dealing with racist abuse is attached as Appendix 1 at the end of this document.

#### **Additional measures**

127. There are then a number of **additional measures** that the home club could consider taking to prevent any recurrence at future matches. These include, but are not limited to:

- Liaison with the police commander (if police are present in the stadium);
- Deployment of additional stewards and/or police officers to the area to watch for / deter any further spectator misconduct and monitor the area on CCTV (where available);
- Placing of covert club personnel in the area to help identify the offender(s). NB: club personnel so deployed should remain incognito throughout their deployment and should not draw attention to themselves. Before deployment they must be properly briefed and the risks fully considered. Their observations should be reported discreetly to the stadium control room to enable other stewards and / or police to deal with the issue in accordance with instructions from the stadium control room.

- The use of a hand-held video camera on the track-side, filming the crowd.
- Stewards with body-worn mini-cameras to be deployed to the area, located on the track-side facing the crowd.
- Messages in the club programme, local media, on the club web site, on notices around the stadium, on the stadium PA system, on the giant screen etc, to remind supporters that such conduct is not only a criminal offence, but could also lead to disciplinary action under FA Rules against the football club. Leaflets could also be issued with tickets for home or away matches. Liaison with the club's media officer is advised.
- Discussion of the issue with supporters' representatives and/or at supporters' forum meetings.
- Encouraging responsible spectators to report any misconduct or discriminatory behaviour they might witness to a steward or via an anonymous text message to a special number that the club could introduce and advertise within the stadium.



## Part Six

### Crowd Management Measures to Discourage Offensive Chanting by Spectators

128. Clubs should make every reasonable effort to deal appropriately with foul and abusive language and offensive chanting by spectators. The introduction of family areas in the stadium is commended and clubs should ensure, as a first step, that spectators located in or near to the family areas do not engage in foul and abusive language.
129. Where the chanting becomes grossly offensive (defined as extremely abusive and/or sustained over time) there are a number of additional measures that the home club should consider taking. These include, but are not limited to:
- Steward supervisors or stand managers could be tasked to listen out for such misconduct within their area of the ground and to report any grossly offensive chanting to the control room.
  - Club safety officer and police commander (if present in the stadium) to consider (a) whether a criminal offence has been committed or whether the offensive chanting should be dealt with as an offence under football's Ground Regulations and (b) what action should be taken to deal with the issue.
  - Consideration could be given to the identification and removal from the stadium of the leaders of the chants. The club may wish firstly to issue a warning to the persons concerned and only eject if the chanting should continue. The removal of the ringleaders would hopefully deter other spectators from continuing the misconduct. However, the safety officer and police commander (if present in the stadium) need to consider carefully the health and safety risks involved if stewards and/or police officers are to enter the area and remove spectators. Such action may cause more unrest than it seeks to solve. In such cases, it may be more desirable to deal with the spectators concerned as they leave the accommodation, for example at half-time.
  - Where removal of offenders is not considered possible due to health and safety concerns, one option for the club to consider would be, in conjunction with the police, to arrange for a steward or police officer to film the offenders on a hand-held video camera (and to let the offenders see that their behaviour is being filmed). CCTV cameras should also be used to obtain evidence of the offenders.
130. NB: where film footage is to be used as evidence of a person's involvement in offensive chanting, clubs may need to seek advice from the police in terms of obtaining admissible evidence, especially if the film footage does not have an audio track. The storage and recording of evidence must comply with the procedures which are acceptable to the courts.
131. There are several options for the **home club** to consider in terms of longer-term action against offensive chanting. These include, but are not limited to:
- Deployment of additional stewards and/or police officers to the area to watch for / deter any further spectator misconduct.
  - Placing of covert club personnel in the area to help identify the offender(s). NB: club personnel so deployed should remain incognito throughout their deployment and

should not draw attention to themselves. Before deployment they must be properly briefed and the risks fully considered. Their observations should be reported discreetly to the stadium control room to enable other stewards and / or police to deal with the issue in accordance with instructions from the stadium control room.

- Use of a hand-held video camera on the track-side, filming the crowd.
- Stewards with body-worn mini-cameras to be deployed to the area, located on the track-side facing the crowd.
- Messages in the club programme, local media, on the club web site, notices around the stadium, on the stadium PA system, on the giant screen etc. Leaflets could also be issued with tickets for home or away matches. Liaison with the club's media officer is advised.
- Discussion of the issue with supporters' representatives and/or at supporters' forum meetings.
- Encouraging responsible spectators to report any misconduct they might witness to a steward or via an anonymous text message to a special number that the club could introduce and advertise within the stadium.

## Part Seven

### Ensuring the Safety of Players, Match Officials and Personnel in the Technical Areas

#### Ensuring the safety of players and match officials

132. Measures that the **home club** should consider taking at all matches include, but are not limited to, the following:

- Make suitable arrangements to provide for the visiting team coach to arrive and park and for the visiting team players and management staff to alight from the coach and enter the dressing room area safely and securely.
- Similar arrangements to be made at the end of the event for the visiting team to exit from the dressing room area and to leave the stadium safely and securely.
- Provision of a private and secure walkway for the players and match officials between the dressing rooms and the pitch. The ideal arrangement is for an extending canopy cover to be used as players and match officials enter / leave the pitch before the match and at half and full time.
- A dedicated steward should be the designated liaison official with the match officials. That steward should have direct communication with the stadium control room.
- It is recommended that the transmission of safety and security information to the match officials be accomplished in two stages – firstly, in written form by post ahead of the match and, secondly, at a short match-day briefing. It is good practice for clubs to prepare a generic document to be sent to match officials in advance of the game, outlining the match grading, the stadium facilities and emergency procedures etc. There may be occasions when the police also have routine information for match officials and safety officers should invite them to send it in advance with the club's document(s). The pre-match verbal briefing of the match officials can then be focussed on information/intelligence and any contingencies specific to the match. Full details on the information that might be contained in the advance written information can be found in the PGMO Directives, Chapter 1: Safety and Security Briefing of Match Officials, sent to all clubs at the start of each season by The Football Association.
- Where a female, black, Asian or known gay official is appointed to a game, the club's risk assessment should include a provision for stewards to be briefed to monitor any discriminatory abuse or gestures that might be made towards the particular official, to identify the perpetrators, to report any such misconduct to the control room, and to follow club policy and/or instructions from the control room. The same procedures may also be appropriate where an official has taken controversial decisions in a previous match involving either team.
- A team of stewards should be available to escort the match officials off the pitch at half and full time, if considered necessary. It should be remembered that stewards going onto the pitch to assist match officials to and from the playing area at half and full-time do so to prevent spectators approaching them or to prevent physical harm from the players. If the safety officer has no reason to believe that the officials may be in danger of the above then he / she should ask if the referee wants an escort and

respond accordingly. The stewards should take up a position close enough to the match officials to be able to deal quickly with any threat but not as a matter of routine to be so close to them that it appears to be close protection. If players are clearly angry with the referee and are verbally castigating him or other match officials or gesticulating at them then stewards should not intervene unless requested to do so by the match officials.

- The tunnel entrance should be well stewarded as the players and match officials enter the pitch and when they leave the pitch at half and full time. Clubs should make every effort to ensure that the players and match officials are able to enter the tunnel without harm or hindrance from spectators located in the areas around the tunnel.
- A dedicated response team should be ready to enter the pitch, in accordance with the club's contingency plans for dealing with a pitch incursion, if supporters should enter the pitch and pose a threat to the safety of players and/or officials.
- Stewards should be provided to escort the match officials safely to their vehicles after a match, if requested.

#### **Protection of personnel in the dug-outs and technical areas**

133. Measures that the **home club** should consider taking at all matches include, but are not limited to, the following:

- Ensure the level of stewarding around the technical areas is appropriate – particularly close to the visiting team dug-out – and that stewards are able to respond quickly to incidents.
- Ensure that stewards have the appropriate skills and experience to work in what can be a difficult and volatile area of the stadium.
- Use an experienced steward or police officer in this area where necessary.
- Provide specific briefings for stewards where the risk assessment identifies difficulties anticipated due to current club / supporter / manager relationships.
- Review the ongoing use and allocation of seats situated close to the team dug-outs. These seats are usually much-coveted and spectators using them have to accept that they must behave responsibly or face losing the right to enjoy that position at future matches.
- Ensure there is a safe route and a designated steward to escort any manager safely to a seat in the stand when sent there by the match referee. **(See also Appendix 2.)**
- Stewards in the area should be trained and briefed to listen out for any abuse towards the personnel in the dug-outs and technical areas, to identify the perpetrators, to report any such misconduct to the control room, and to follow club policy and/or instructions from the control room.
- Provide a steward to escort the visiting team manager safely to his vehicle after a match, if requested.

As a result of high profile incidents earlier on this season where players have been the targets for racial abuse from spectators at stadiums it was felt that guidelines needed to be drawn up containing advice for dealing with similar situations were they to occur at matches in this country involving Premier League and/or Football League Clubs.

As a result of consultations amongst relevant organisations it has been agreed that incidents of racist abuse targeted at players, managers or match officials (“Participants”) by spectators should be dealt with in a similar manner to the way in which threats of physical attack on Participants are handled.

For example if missiles were being thrown on to the field of play the referee would be expected to draw the matter to the attention of the police and safety officer who would then have responsibility for dealing with the issue.

If the issue could not be dealt with in such a way that the safety of the Participants remained at risk then the referee could in liaison with the police and safety officer remove the players from the field. A further opportunity could then be given for the situation to be resolved. If it could not then ultimately the referee would have the right to abandon the game.

A similar response should occur where incidents of racist abuse take place.

- The incident should be brought to the attention of the referee
- The referee should report the matter to the police and safety officer
- The police and safety officer should seek to identify the person/people responsible and take appropriate action while the match continues
- If, after a reasonable amount of time, the problem continues then the referee in consultation with the police and safety officer may remove the players from the field and suspend the match allowing the police and safety officer a further opportunity to deal with the problem.
- Only if the matter cannot be dealt with satisfactorily, warnings have gone unheeded and the welfare of the Participants, in terms of their facing the threat of continued racist abuse, remains at risk should the referee consider abandoning the game.
- Any decision to suspend or abandon a game should be taken by the referee after full consultation with the police and safety officer.

The above protocol has been agreed by the Premier League, Football League and Football Association in the knowledge of and after consultation with the following organisations:

- The Professional Footballers Association
- The League Managers Association
- The Professional Game Match Officials Board
- The Safety Officers Association
- Kick It Out
- The Association of Chief Police Officers
- Match Commanders

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If an individual is dismissed from the technical area by a Match Official, the following process is to be adopted:

- Any non-playing participant removed from the technical area must immediately leave the area of the touchline and take a position in the Directors' Box.
- Clubs that do not have a place in the Directors' Box must, prior to the start of the season, notify The Football Association as to where the approved area will be. The Football Association will confirm, or otherwise, the acceptability of the proposed area.
- Where no position in the Directors' Box is available then the approved area must be away from supporters of the opposition and away from the area of the technical area. A dismissed non-playing participant cannot sit in or behind the area of the dug-out, or any barrier adjacent to the touchline or goal line.
- Match Officials are not required to ensure the above is complied with and, having ordered someone from the technical area, it will be the responsibility of the home team stewards to ensure the participant immediately moves to one of these areas. However, the Club Safety Officer should, as part of the pre-match security briefing, outline to the match referee where the designated area is, paying particular note if this area is not the Directors' Box but has been approved by The Football Association. If no such area is available, the participant must return to the dressing room area. Stewards should also continue to monitor the participant in this area and should report any further misconduct in this matter. Such further inappropriate conduct on the part of the offender could form the basis of a further charge and/or constitute an aggravating feature.

The above criteria will be the minimum requirements for all Leagues down to Step 4 of the National League System to adopt. Competitions are also permitted to include within their own regulations that any participant removed from the technical area will be required to be removed to an area where they can no longer view the remainder of the game.

Similar procedures apply where an individual has been ordered to serve a touchline ban as a result of an FA Regulatory Commission:

- A participant who is serving a touchline ban is required to take up a seat in the Directors' Box.
- Where no position in the Directors' Box is available then the participant is required to take up a seat in the stand away from supporters of the opposition and away from the vicinity of the technical area. He cannot sit in or behind the area of the dug-out, or any barrier adjacent to the touchline or goal line.
- He may communicate with others within the dug-out only by means of either a telephone or with the use of a "runner". It is not permissible for the participant to shout instructions to the occupants of the technical area or players on the field of play. The participant must not enter the changing rooms or the Field of Play at any

time 30 minutes prior to kick-off nor 30 minutes following the end of the match, including extra time and kicks from the penalty mark. This also includes the half time period.

- A participant who is under a touchline ban must not, at any time, attempt to make contact with any member of the Match Officials team including assessors or match delegate – either prior, during or after the match.