

POLICE MEASURES AND ACTIONS IN CONFRONTING FOOTBALL HOOLIGANISM IN SOME EUROPEAN COUNTRIES

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Abstract: This paper considers the problem of hooliganism in football stadiums in some European countries. In the first part, an overview of the state of football hooliganism in the UK (especially England), Poland, Italy and Serbia is given, and in the second part, the measures, actions and tactics applied by police organizations in these countries in confronting this problem are discussed. Why are these countries taken into consideration in the first place? The United Kingdom – because it used to have big problems with the fans, which have been successfully resolved. Poland – because the police of this country are preparing for the reception of a large number of both fans and hooligans, during the upcoming European Football Championship (EURO 2012), which is jointly organized by Poland and Ukraine. There is also an overview of Italy, which had a big problem with the fans, but which has made the greatest progress in the fight against hooligans in the last three years. Finally, this paper provides an overview of measures and actions taken by the Serbian Ministry of Interior in order to reduce violence at football matches, because, based on recent events, especially the last “eternal derby” between FC “Red Star” and FC “Partizan”, it can be noted that Serbia still has a big problem with the extreme fans.

Key words: hooliganism, football, police.

INTRODUCTORY CONSIDERATIONS

Despite the efforts of European states to combat violence in football stadiums, it is still present, to greater or lesser extent, in almost all countries of the “Old Continent”. It manifests in various forms, depending on the state. It is shown in the latest Annual Report¹ of the Standing Committee² of the Council of Europe for implementation of the European convention on violence and improper behaviour of spectators on sports events, especially football matches. The report noted that different states are threatened by various forms of violence at football matches, but the most common are these three forms:

1. the use of pyrotechnics;
2. pre-arranged violence (primarily scheduled fights and clashes outside the stadium between different hooligan groups), and
3. violence related to alcohol use and violence committed by persons who are intoxicated by alcohol.

¹ Standing Committee (T-RV) - European Convention on Spectator Violence, 2009-2010 Annual Report of the Standing Committee, Part II – questionnaire on recent trends, Strasbourg, 2011.

² European Convention on Spectator Violence and Misbehaviour of spectators at sporting events in particular at football matches, voted in 1985, the foundation of authority within the Council of Europe, called the Standing Committee is confirmed, which is responsible for the implementation of the Convention, but also for making recommendations to guide the states that signed it to overcome the new problems arising.

Interesting are the data related to racism at European stadiums. Although it is indicated in the public, especially in the media, that racism at football matches is very widespread, the report stated that no European country has a problem with the violence that has arisen because of racist actions of hooligans. In addition, it is interesting to note that it is often remarked in public that excessive use of force by the police could lead to violence. In this regard, the report further states that no state has a problem with this kind of violence at football matches.

Bearing that in mind, the question is what measures, actions and procedures are undertaken by individual European Union countries in an effort to cope with the problem of football hooliganism, and whether the experience of these countries can be applied in Serbia. Given the scope of this paper, it is clear that all the experience of all European Union member states cannot be included, but only those that effectively deal with the problem of football hooliganism, or the ones in which, for some reason, this problem is very acute. Accordingly, this paper will first consider the experience of some European countries in implementing the measures, procedures and activities in confronting football hooliganism, and then it will describe the current capabilities of Serbia to confront football hooliganism and make suggestions for improvement of the Serbian police in dealing with the problem stemmed from the experiences of European countries.

HOOLIGANISM IN CERTAIN EUROPEAN COUNTRIES

It is interesting to observe the situation in some European countries, above all in the UK (primarily in England), which in the previous three decades had a problem with violence, then in Italy, mentioned in the report as the only European country with a decrease in violence at matches of national championships and international matches, Poland, which is in 2012, together with Ukraine, one of the co-organizers of the European Football Championship, and Serbia, where the level of violence is such that remains a major social problem.

In the UK, according to the report, violence at domestic national teams' matches, from the Premier League to the lowest level of football rank, has been drastically reduced in the last three years, which is included in the time line of the report. However, when it comes to international football matches, violence has slightly increased. In the UK 80% of matches pass without any form of violence. The report estimated that alcohol is a factor that greatly contributes to the emergence of violence, but the greatest cause of violence is a historical, often incomprehensible and irrational rivalry between the fan groups, which dates back several decades, sometimes even a century ago.

Italy is a country for which the report presents the most interesting data. They are special because Italy is the only European country with a reduction in violence, both at home football matches and at the international ones, as a result of comprehensive and coordinated efforts of various social factors – legislators, judiciary, police, and others. Reduction in the number of hooligan groups that cause violence has been observed. In Italy, the violence usually manifests in three ways: as a politically motivated violence, prearranged violence (primarily scheduled fights and clashes outside the stadium between different hooligan groups) and verbal violence. Italian most extreme supporters are organized in the so-called “Ultras” communities, within which there are “Ultras” groups. Unlike the English hooligans, which are poorly organized groups with unstable structure, the Italian ultras groups have a stable structure with different management levels, internal activities of the fans (like

creating choreographic arrangements, banners, flags, etc.), but also in external activities (distribution of membership cards and prepaid tickets, maintaining certain relationships with football clubs, etc.) where each group member has an assignment in accordance with the position fought for within the group. It is obvious that the Italian hooligan groups in the organization way imitated the Mafia criminal organizations operating in Italy.

When Poland is concerned, there has been a significant increase in violence at football matches of the domestic championship in that country. Interestingly, the number of incidents decreased at football matches, belonging to higher rank of championship, primarily due to technically well equipped stadiums, and good police work, and violence is transferred to the lower ranks of the competition, where the infrastructure is worse. As for the violence at football matches of the international character, there have been no significant changes, i.e. the situation is the same as in the previous period. In Poland, the violence is most often manifested in three ways: the use of pyrotechnic devices, prearranged violence (primarily scheduled fights and clashes outside the stadium between different hooligan groups), and verbal violence.

Violence in the stadiums in Serbia has remained almost at the same level as before. The number of incidents has decreased by 26%, but the acts of violence have become more violent and more serious. The report noted that Serbia and Bulgaria are the only countries without adequate security services in the stadiums, in charge of the security of the fans in addition to police. In Serbia, this problem arose because of the lack of laws governing the specified area, so there is no legal document that defines the role of security services. The most common forms of manifesting violence are the following: the use of pyrotechnic devices, prearranged violence (primarily scheduled fights and clashes outside the stadium between different hooligan groups), and the verbal violence that leads to incidents. An interesting observation was that there was a change in the form of manifestation of violence. There is an increased number of violent acts towards owners and management of teams, and violence between supporters of the same club or the supporters of different factions of the same club. Similar to the extreme Italian fan groups, the supporters in Serbia are also organized within groups, while larger groups of supporters (those of Red Star, Partizan and Vojvodina) have several factions, among which violent conflicts often arise because of the leadership in the stadiums, which are often transferred to the streets of major cities.

POLICE MEASURES OF CONFRONTING HOOLIGANISM

Opposition to hooliganism is a complex task that requires the inclusion of many subjects – legislators, courts, prosecution, non-governmental organizations, security services, police, and other institutions. Police organizations have a very important role in achieving this aim. Police of different countries apply various measures, activities, and actions in confronting hooliganism.

THE UNITED KINGDOM

Police units across the UK have developed a very good mechanism to confront violence at football matches. They do not react independently, but have established a system that addresses this problem. The Ministry of Interior of Great Britain is included at the highest level in the fight against hooliganism, and is responsible

for coordinating multi-agency work on creating a strategy to confront football violence within the country and abroad, and for coordination of activities in preparation for competitions in the country or abroad. In addition to representatives of the Ministry of Interior, the representatives of the Ministry of Foreign Affairs, Football Associations of England, Scotland, Wales and Northern Ireland, football associations, specialized Football police units, (**UK FOOTBALL POLICING UNIT**), the prosecution, the Olympic Committee, and if necessary other subjects³ are involved in the coordination group for fighting against football hooliganism. Football Policing Unit (**UK FOOTBALL POLICING UNIT**), established by the Ministry of Interior in 2005, has the central role in combating football hooliganism. The unit is responsible for:

- Developing a national policy on policing in opposition to football violence;
- National coordination in preparation for securing football matches and the implementation of actions in matches that take place abroad;
- Developing a national strategy for Police actions on monitoring the international representative and club matches abroad;
- Coordinating the exchange of intelligence at the national level;
- Conducting training and providing guidance for football intelligence officers;
- Exchange of police information, intelligence, and risk analysis for matches of international character, because the unit represents a national point of contact for information exchange with other countries.⁴

Another police unit in the UK has an important role in confronting hooliganism. It is the British Transport Police (BTP), the national police service in charge of passenger safety in railway transport in England, Scotland, and Wales, which employs 2835 police officers and 1455 support staff, and the work of which is divided into seven territorial areas.⁵ The establishment of this police organization was necessary because the UK has an extensive and well-developed railway, dating from the 19th century and used by many citizens. This police unit is responsible for monitoring football fans that widely use the services of the railway in order to support their clubs when they play away. Police officers who have previous experience with football fans are involved in this task. When planning wider football operations on a larger territory, the British Transport Police is always included. Within it, there is a special Football Intelligence Unit, responsible for collecting data on all the fans, whose members are scattered throughout the country. Members of the British Transport Police are taking a series of activities so that all the travelers, including football fans, can travel safely by rail. Some of these activities are:

- Monitoring the number of fans, tracking their movements and their behavior during the whole route, so that police officers, who are at the ultimate travel destination, would know what to expect from the incoming fans and what measures are to be taken in order to accept them in an adequate way, or to have a prepared response to the behavior of fans;
- Following the fans in trains, which run throughout the UK and in London Underground, so they can immediately react to the disturbance of public order, vandalism and hooliganism, or to apprehend the perpetrators of these violent acts, if feasible and possible at the moment;⁶

³ Country Profile UK, http://www.coe.int/t/dg4/sport/Source/T-RV/Country_profiles/UK_EN.pdf, 14.12.2011, p. 4.

⁴ National Policing Improvement Agency, *Guidance on Policing Football*, London, 2010, p 21.

⁵ About us, http://www.btp.police.uk/about_us.aspx, 09.09.2011.

⁶ During performing the operation called „Midas“ of the British transport police, nine football hooligans of Charlton Athletic (England 3rd league) were detained, who expressed violent behaviour and sang racist

- Keeping in touch with the operators of railways in order to respond adequately to the need for additional trains and wagons, because of the large number of fans that travel by train. Sometimes this can be vital to prevent conflict between two rival groups of fans;
- Sustaining “dry trains”⁷. This slang term means that the role of police officers is to prevent carrying, selling or consuming alcohol in the trains used by football fans, due to the well-known fact that alcohol is the main cause of appearance of fan violence. Not all trains are proclaimed “dry trains”, but only those for which it is estimated to be necessary, because otherwise the rail operators would be in great financial loss if alcohol were banned on commercial lines that do not carry fans.⁸

The police force that secures matches is responsible for suppressing and preventing various forms of crime within the stadium (including disturbing public peace and order to a greater extent) and providing assistance to the club in their competence, relating to security and routing of mass at the stadium. In addition, their responsibility is for public safety and security of persons and property outside the football stadium. For safety at football matches taking place in the UK, local police commanders in whose territory they take place are responsible. To supervise the security of football matches, they have to possess previous experience in securing football matches and following fans, they must complete the appropriate training and need to be accredited for the specified job. They are required to attend and complete the course “National standards for major sporting events”⁹, but after completing the course they are not immediately allowed to independently perform managerial activities, but, for a certain period of time, they are trained with a more experienced colleague, who has successfully completed a course mentioned and has experience in securing football matches.

What measures will the police take for a football match and at what level depends on the previously made risk analysis. The police make a risk analysis based on previously gathered intelligence. In accordance with the previously completed risk analysis, the police in the UK are sorting football matches into several categories, depending on the degree of danger of violence, and these are the following:

- Category CS (Club Security Only) – those held without the presence of the police and are secured by monitorial service of football clubs only. In the UK 40% of football games are played without police present¹⁰, normally with the prior risk analysis of each game separately;
- Category A – low risk of the emergence of violence;
- Category B – average risk of the emergence of violence;
- Category C – high risk of the emergence of violence;
- Category D – represents a category C with the increased risks of the emergence of violence.¹¹

songs while returning from Fullham from the football match of FA Cup on 7 January 2012. Acting on the report of concerned passengers on the train, British Transport Police opened an investigation into the incident. Evidence gathered during the investigation were obtained from the successful cooperation with the football club Charlton Athletic, combined with very good photographs obtained from the surveillance video which covered the stadium, intelligence sources and eyewitnesses who were on the train. After a two-week investigation by members of BTP's in the early morning nine hooligans who had evidence that showed violent behavior were arrested. Read more: <http://www.btp.presscentre.com/Media-Releases/Early-morning-arrests-see-nine-football-fans-detained-following-investigation-into-racist-chants-south-London-18a8.aspx>, 27.01.2012.

⁷ Football policing, http://www.btp.police.uk/passengers/issues/football_policing.aspx, 09.09.2011.

⁸ Sporting Events (Control of Alcohol etc.) Act 1985, <http://www.legislation.gov.uk/ukpga/1985/57>, 09.09.2011.

⁹ Drew B., Stewarding: An Exchange of European Experiences-presentation, Rome, 2007.

¹⁰ Country Profile UK, http://www.coe.int/t/dg4/sport/Source/T-RV/Country_profiles/UK_EN.pdf, 14.12.2011, p. 4.

¹¹ National Policing Improvement Agency, *Guidance on Policing Football*, London, 2010, p. 32.

As noted, in order to do proper risk analysis relevant intelligence data are required. During the collection of these data, two kinds of police officers have the leading role, intelligence officers and "spotters". An intelligence officer collects, evaluates, analyzes, and distributes intelligence in order to reduce the risk of emergence of football violence. These intelligence data help in determining the strategy of action, concrete measures, activities, and procedures to be applied during securing football matches and the necessary level of resources (personnel and equipment) to implement security. "Spotters" are police officers whose job is to identify and monitor hooligans of a club, especially when traveling to away games. These officers make close relations with local clubs, with the leaders of fan groups, as well as with registered hooligans¹². Their main task is to provide updated and accurate information and intelligence on fan groups that are further analyzed and disseminated by an intelligence officer. In addition, their role is to establish links between the police and supporters.

A football liaison officer who is an authorized person for communication between police and football clubs and other interested parties plays an important role. He monitors what security measures are implemented by the club that organizes the match. He gives advice to clubs about measures, to what extent and how they should be implemented while organizing matches. When a stadium is adapted or reconstructed, he makes recommendations to the clubs about the security requirements that a stadium should meet. During a match, he is usually positioned in separate control rooms built in the stadiums where the games of the highest level of competition are played, from which a video surveillance monitors the situation inside and around the stadium¹³. In these rooms, a football liaison officer makes contact and cooperation with representatives of the ambulance, fire brigade and other forces, whose presence is necessary for the safe maintenance of football matches.

ITALY

The basic concept of the Italian police in securing football matches is based on the prominent partnership between all entities that are responsible for organizing and managing football matches. When securing football matches, the holder of these operations is a "Questore" – the local head of the police at the regional level, responsible for the situation of public order, and hence safety at sporting events¹⁴. He is the head of the office (Questura) responsible for coordinating the work of all police units operating in the territory of a province, State Police, Carabinieri, Finance Police and other police organizations. In preparing for a football match, he often requires the opinion of "Security Task Force" (GOS), regarding any problems that may arise during the organization of the game. The group consists of police officers appointed by the "Questore", representatives of the fire service, security commissioner of football clubs, representatives of health institutions, representatives of the municipal police, and other representatives if necessary.

For the actual football game, as noted, the holder of the work is the local police chief who heads the office (Questura). However, in order to secure a football match, it is necessary to possess the relevant information, starting from the number of fans, whether they are violent or not, what means of transport are used, the arrival routes

12 Milojević, S., Janković B., Proactive approach of police in combat against football hooliganism, International Scientific Conference „Arcibald reiss days”, Belgrade, 2011., p. 743.

13 Janković B., Prevention of violence at sporting events, Journal of Rights, No. 3/10, Kragujevac, 2010, p. 143.

14 Standing Committee (T-RV) - European Convention on Spectator Violence, Italy The Evaluation Team, Project on Compliance with Commitments Italy's compliance with the Convention, Strasbourg, 2008, p. 13.

and others. The Office has only a part of the information, mostly local. In order to gather and exchange information needed, the National Monitoring Centre was founded in Italy, located within the Ministry of Interior, specifically within the Department of Public Safety. Among other things, the role of the National Monitoring Centre is also maintaining a two-way connection between all actors responsible for the implementation of legal provisions and organizational measures aimed at preventing violence at football matches. The Center represents a technical, administrative, and advisory body of the Ministry of Interior, especially in expressing opinions about the proposal and adoption of protective measures to preserve public order and security. It estimates the level of severity and the degree of importance of a sporting event and the risks it entails, with special reference to football matches. The Centre expresses its opinion on any general matters relating to the organization of sporting events, especially football games, and the prevention and suppressing violence at sports events. In addition, the National Centre for Monitoring can express its opinions at the request of any governmental body or agency responsible for implementing measures at sports events. Within its weekly meetings, the Centre provides a security assessment (risk assessment) for football matches to be played in two weeks from the time when the meeting takes place. The assessment includes the following elements:

- The possibility of violent clashes between opposing fan groups;
- Potential tensions between fans and the sports associations and clubs, and
- Possible conflicts with members of the police and other authorities who enforce the law.

Based on risk assessment developed by the National Monitoring Center, the direct organizers of a football match take appropriate security measures. Each line of work, which is located in the Center, appeals to its own line of work, involved in the organization of specific football matches, to issue guidelines to enable the safe conduct of a sporting event.

Within Units for general investigation and special operations DIGOS¹⁵ (Ital. *Divisione Investigazioni Generali e Operazioni Speciali*)¹⁶, a special task force is formed to monitor the most extreme (ultras) fan groups, and prevent and combat violence in football stadiums, called the "Fan unit". The main task of the unit is to act proactively, to provide accurate and timely information before the match (of football clubs, fans, their movements, the use of means of transport, information on any planned mutual conflicts and other information) necessary for the safe occurrence of a football match, in order to reduce the possibility of violence. The unit distributes information collected to other police units involved in securing football matches. In situations where there is hooligans' violence, the objective of the unit is to investigate the incidents that have occurred. After the game, members of the unit examine video clips recorded by security cameras in football stadiums, in order to identify rioters.

On the day of the football match, the police units take long, medium, and short-range activity measures in order to optimize the verification, inspection, identification of violent fans and their isolation from other fans. A special task is to identify hooligans banned from entry to football matches because of previous hooligan

15 DIGOS - A unit of general investigations and special operations in charge of conducting investigations in particularly sensitive cases, such as terrorism, organized crime, serious crimes such as kidnapping and extortion. This is a special operative part of the State Police, which is territorially organized, and is located in the provincial offices responsible for the police forces (Questura- the office headed by the chief of police, Questore).

16 *Divisione Investigazioni Generali e Operazioni Speciali*, http://en.wikipedia.org/wiki/Divisione_Investigazioni_Generali_e_Operazioni_Speciali, 12.12.2011.

behaviour. To carry out all these tasks, special measures are taken inside and outside the stadium. Inside the stadium, police measures are taken very carefully and discreetly. Most often, the regular uniformed police officers deployed in sufficient number for a possible intervention take them, but in a manner, that does not endanger the safety of other fans. Outside the stadium and its immediate surroundings, the regular uniformed police and special riot units at predetermined areas carry out the strict control and supervision of the fans:

External area includes access roads area of the town where a football match is played. In this area, checkpoints to monitor the arrival of fans are set up. Checkpoints are set up on the roads, railway and bus stations, airports, tollbooths and other places where fans are expected to arrive. In these places, the first filtration of fans is done. Separating the various supporters' groups and special routes are carried out to the stadium in order to prevent possible conflicts. Police forces follow organized fan groups throughout the route, from the point of arrival to the stadium.

Reserved area (pre-checking phase) is an area intended for control and monitoring of fans that come to the stadium. This area is temporary enclosed by a fence that directs the arrival of fans, depending on which group they belong to. In this field, the fans are checked whether they have a right to enter the facility, or if they have tickets for a special part of the stadium and whether they are denied entry to the stadium due to the previous hooligan behaviour. This control is carried out under the supervision of club stewards of the police, sometimes in the presence of special units when necessary. In this phase, separation of fans that show visible alcohol and violent behavior is carried out.

Security area represents an area at the stadium or at entrances, where a thorough control of fans entering the stadium is done. A detailed check of fans is performed there, and the entry of illegal items and substances, as well as access to fans who own these items is forbidden. In this area, fans' control is most detailed.

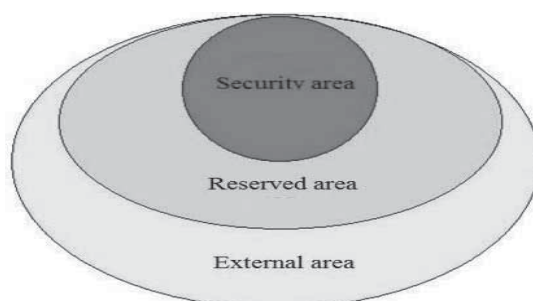


Figure 1. Areas of control of the Italian police at football matches

Security check of spectators, while holding football matches, fall within the exclusive jurisdiction of the Italian police, in order to reduce the possibility of violating the privacy of the audience and the possibility of any inconvenience that might occur if the check is conducted by private security guards. Checking is conducted at different levels:

- Audio – visual checks: all football stadiums, the first and second division, are equipped with closed-circuit television, which allows monitoring and recording during the football games, both inside the stadium, and in the immediate surroundings. The video surveillance system enables monitoring the audience inside the stadium, but also the external areas for separation of fans entering the stadium.

- Metal Detectors – control of entering the stadium is done through the metal detector in order to filter and prevent spectators entering the prohibited items in stadium.
- Checking tickets: When entering the stadium the ticket owners are checked because they contain personal information. The cards are protected against possible counterfeiting codes. Upon entering the stadium, tickets are checked using special electronic equipment located at the entrance gates. Tickets are color-coded depending on the sector of the stadium where the seat is located.¹⁷

POLAND

The law on security of mass events, which applies to football matches, passed in 2009, has brought a number of innovations in police procedures, but also in determining the responsibilities of the security of mass events.¹⁸ The law specifically applies to the organization of football matches and treats them as public meetings with an increased risk. Therefore, further action on the provision of such events need to be taken. The police role is to analyze threats and to anticipate all possible scenarios, including most pessimistic ones. These scenarios include travelling fans to a city where football matches are played, their stay in the city before the match and the football match itself. The security measures are determined based on the risk analysis, as well as the number of security officers and the type of equipment to be used, and the method of equipment application. Based on the assessment, the police determine the amount and degree of risk for a particular football match. A certain amount of risk obliges organizers to recruit a number of security personnel and to use advanced technical tools, including video surveillance and identification system for the spectators. The law on security of mass events has determined the number of security guards that clubs must employ proportionally to the number of seats in the stadium. In addition, all police officers involved in securing football matches need to have a completed specific training and be licensed for the security of such events, which also applies to the members of the security service.¹⁹

In accordance with the provisions of the law on security of mass events, the police are not directly involved in securing large events, such as football matches. Police units are located out of the place of the public meeting, and their task is to secure the approaches to the public meeting and routes of movement of participants. Only the commander of the police force is present at the place of public meeting, in order to monitor events at a public meeting and maintain contact and exchange information with the main manager of the security of the meeting. If an incident occurs, the first to intervene is the security personnel engaged by the organizers, and if their intervention is not successful, then the police forces act and all security personnel are subordinate to the police command. The police are involved in various activities to facilitate the safe travel of fan groups in away games. These activities include monitoring of organized fans that travel by train, bus, or private vehicles.

Like most European police, Polish Police have established a National point of contact for international exchange of intelligence information about hooligans and violence at football matches. Bearing in mind that Poland had a problem with

17 Standing Committee (T-RV) - European Convention on Spectator Violence, Italy The Evaluation Team, Project on Compliance with Commitments Italy's compliance with the Convention, Strasbourg, 2008, p. 15.

18 Standing Committee (T-RV) - European Convention on Spectator Violence, Poland The Advisory Team, Consultative visit to Poland on the implementation of the Convention (Stewarding in the context of sports events security), Strasbourg, 2011. p.3.

19 Ibid, p. 10.

the hooligans, and in accordance with Polish preparations for organizing the European Football Championship in 2012, they adopted the concept that was applied by some European police that is based on the special police officers – “Spotters”. Accordingly, they set up special courses for training of police officers for accomplishing tasks of “spotters”. Their main role is prevention and education activities in order to approach fan groups. Tasks of “spotters” are two-sided. On the one hand, their task is to promote desirable cheering behaviour among the fans and isolate individuals from fan groups whose behaviour is undesirable, and on the other hand, to provide protection for fan groups with which they cooperate. The plan of the Polish Police is that the “spotters” are placed in all football clubs the fans of which can cause problems.

In accordance with the preparations for the European Football Championship in 2012, the Polish police adopted a new strategy that minimizes the possibility of violence at football matches. This approach is called “T x 3” and is based on three actions:

Care (Polish *Troska*) – Police forces should first ensure the protection of all the fans, but also provide information on the organization of football matches, transport, routes, important buildings, possible problems, and especially to enable fans from abroad access to this information;

Tolerance (Polish *Tolerancja*) – Police must have an understanding for the fans who only have “fun”, even if they express their emotions loudly and in an unconventional way.

Suppression (Polish *Tłumienie*) – The last measure, which is applied when the police use coercive means, is to break up groups of supporters who disturb the public peace and order and arrest them, but in a professional way, intervening quickly, accurately and distinguishing between hooligans and the fans who make no incidents. After the rapid intervention, police withdraw and try to bring the situation to its previous state.

In addition to implementing new tactics, the Polish police have introduced innovations in education of their members in combating hooliganism at the upcoming football championship. The Polish police received a unique simulator that helps the police to acquire the skill of prevention and suppression of hooligan riots during football games. The simulator can be used for any violent demonstrations and threats of terrorist attacks. The simulator is similar to that used by pilots to practice a variety of critical situations during summer. A Higher Police School in Szczecin, together with “Aerospace Industries”, which deals with the development of simulators and training aids for air traffic, have developed the training aid for the Polish police.²⁰ In several rooms equipped with computers and monitors, the Polish police officers will train skills to “overcome the aggressive furious crowd of football hooligans” in virtual reality. The simulator has a detailed precise maps of cities in which matches of European championship 2012 shall be played in Ukraine and Poland. The training will allow, among other things, identification of mistakes and shortcomings in the action plans of the leaders of police operations, plans compiled in response to the crisis, the immediate response of the system to the mistakes made, as well as learning to work in teams.²¹ The system can simultaneously simulate behavior of even 15 000 people, real conditions, and it enables developing skills for police officers to find solutions and make very quick decisions in a creative way in stressful situations. Research and development of the police “anti-hooligan” simula-

20 How a simulator is functioning, see: <http://www.youtube.com/watch?v=YaXSGZPUqbo>, 20.02.2012.

21 Wyższa Szkoła Policji w Szczytnie na Konferencji SRC11, <http://www.wspol.edu.pl/d/start/1167-wysza-szkoła-policji-w-szczytnie-na-konferencji-src11>, 20.02.2012.

tors funded by the Polish Ministry of Science cost 1.8 million of euros. Training on the simulator should start in February 2012 in the Higher Police School in Szczecin, where the police units are also going to prepare for EURO 2012.²²

In addition to developing new strategies of suppressing hooliganism and new forms of educating their own forces, the Polish police actively participate and independently implement preventive programs aimed at educating fans, younger people, who attend high school.²³ For example, the programme "Hooligan" is implemented in high schools through a series of lectures conducted by police officers, accompanied by officials and players of different clubs whose fans were hostile towards each other. Another program implemented by the Polish police has been called "A Refined Fan", aimed at junior grades of secondary schools. Its main objectives are to reduce hooligan behavior in stadiums raising the awareness of students about the legal context of this problem, presenting sanctions for illegal behavior at football matches, as well as promoting non-violent, positive support for their clubs. The program designed for the junior grades of secondary schools, called "I can support EURO 2012", will have been implemented by the beginning of the European Football Championship and shall include, among other things, meetings of students, football players, and police officers. The players will share with students their feelings about violence in football stadiums and the sanctions imposed for hooliganism at matches.

SERBIA

The Ministry of Interior of the Republic of Serbia has been trying recently to confront the hooligan violence at football matches in a more serious way. So far, the main way of opposing football hooliganism were repressive measures when violence occurs, by using units of public order, particularly the gendarmerie, the police intervention units and the police unit of Police Directorate of the City of Belgrade. At securing football matches, the Serbian police apply one of the possible models in securing football matches, which can be called a "high profile" of maintaining order.²⁴ The main characteristic of this model is the involvement of large and visible police forces in the area in securing football matches.²⁵ The presence of police in securing football matches in the Republic of Serbia expressed in numbers has been testified by the data about the match between FC "Partizan" and FC "Red Star" in Belgrade, played at the Partizan stadium on 16 October 2004, attended by some 25 000 spectators, while the match was secured by 1 378 police officers, which means there was one police officer per 18 spectators. Five and a half years later, on 16 April 2010, at the "Red Star" stadium, there were about 38 000 spectators, while 2 843 police officers were engaged in securing the match, which means the presence of one police officer per 13 spec-

22 Simulator to train Polish police for Euro 2012, <http://www.kyivpost.com/news/world/detail/113173/>, 10.12.2011.

23 Standing Committee (T-RV) - European Convention on Spectator Violence, 2009-2010 Annual Report of the Standing Committee, Part II - questionnaire on recent trends, Strasbourg, 2011, p.13.

24 Milojević S., Janković B., Proactive approach of the police in combat against football hooliganism, in: International Scientific Conference „ArchibaldReiss days”, Belgrade, 2011, p. 738.

25 Another model might be called "low profile" and it means the maintenance of public order with small, poorly visible police force. The difference between these two models is, except for the numerical presence of police officers, the fact that it is easier for police officers in the "low profile" to make contact with the fans, they show more respect for different cultures and nationalities, have an important role in the prevention of violence and are more flexible and easier to adapt to different approaches to fans. However, it should be noted that the "low profile" does not include "soft" police response to violence and hooliganism. In this model it is reacted immediately in case of offences, applying the principle of zero tolerance towards violence.

tators²⁶. This means that it was not only the appearance of extensive involvement of police officers in securing the football matches of high risk, but year after year there is a notable and pronounced trend in their increasing number, particularly if compared to the number of supporters. While in Serbia, according to these data, there is a police officer engaged per 13 to 18 spectators, that number in some other European countries is lower. For example, in Portugal in 2004, during the European Football Championship, one police officer was engaged per 25 fans on average.²⁷ In any case, in future the police in Serbia, when planning events and proactive implementation of new tactics, will have to make a balance between the need for visible forces, uniformed police officers, who will act preventively to the spectator, and the fact that the excessive presence of uniformed officers may have a negative impact on the fans and encourage them to commit violence, primarily directed towards the police force.

Efforts of the police of Serbia to introduce modern European standards of police conduct in controlling violence at football matches started on 5 May 2011, when the Government of the Republic of Serbia adopted the conclusion²⁸ that within the Ministry of Interior of the Republic of Serbia, the Police, a special Department for monitoring and prevention of violence at sports events should be founded, which is a Serbian NFIP²⁹, called the National Football Information Center (NFIC). NFIC is responsible for coordinating and improving the exchange of information in connection with football matches with international character, and it functions as a central and single point of contact for the exchange of relevant information on football matches of international character and development of international police cooperation concerning football matches.³⁰ The exchange of information of a personal nature through the NFIC is carried out while respecting national and international regulations. If necessary, NFIC may extend the exchange of information with other agencies that contribute to the safety and security. It is not intelligence, but a part of the police organization, so in accordance with that, NFIC does not share confidential information. At the national level, NFIC acts as an information center. The Department for Monitoring and Preventing Violence at Sports Events consists of the Department of Planning and Monitoring of Security Measures at Sporting Events and the Department for Monitoring Fan Groups and Exchange of Information on Sports Events.³¹ The same structure was applied on the Police Directorate of the City of Belgrade, i.e., in the Police Directorate of the City of Belgrade there are the same two departments. The second department is responsible for collecting information about the fans on the field. In other police directorates there are officers engaged in

26 Otašević B., Vla S., Isaković G., Police tactics to combat violence at sports events, in: Proceedings of the "Fighting crime in the framework of international police cooperation", Tara, 2011, p. 433.

27 Adang, O., Brown, E., Policing Football in Europe, Politie academie Apeldoorn, 2008, p. 214.

28 Janković B., Milojević S., International police cooperation in the fight against violence at football matches, in: Proceedings of the "Suppressing crime in the framework of international police cooperation," Tara, 2011, p. 158.

29 By the Decision of the Council of the EU in 2002 each member was proposed to establish a National Office for the exchange of information on the safety of football competitions (NFIP), which will be responsible for cooperation in the organization of events involving more than one EU country: Council decision of 25 April 2002, concerning security in connection with football matches with an international dimension, Official Journal of the European Union (2002/348/JHA).

30 There are two types of information exchanged through the NFIC, and these are general and personal information. The first group of information would be related to those that define the event in all its dimensions, with particular attention to safety and security risks (strategic information), information that help police officers in making a risk analysis (operational information) and information that helps to adequately respond on all security issues that arise during the event (tactical information). Personal data relate to information about individuals who are presumed to be a potential risk to the safety of maintenance events. They may contain information about individuals who have previously caused riots or violence or participated in, and connected with football matches.

31 Ministry of the Interior of the Republic of Serbia, Bulletin of the Ministry of Interior, Belgrade, October 2011, p. 19.

the police departments who are responsible for collecting and disseminating information and coordinating the work related to fan violence. In addition, within the Ministry of Interior of the Republic of Serbia a database "Records of the Extreme Fans" was created in order to adequately monitor extremist supporters. Currently in the police of the Republic of Serbia, there are no police officers who would have the role of "spotters" or who would be connected to certain clubs. In addition, except in the Police Directorate of the City of Belgrade there are no specialized police units, which would collect information about the fans, especially extreme ones in the field. A large number of police officers³² are engaged in securing all football matches in Serbia, and the police are chief, and often the only carrier of security. Namely, the Law on Private Security has not been adopted in the Republic of Serbia yet, and therefore a number of outstanding issues related to hiring private security agencies as carriers of securing football matches have not been resolved.

CONCLUSION

Police of different countries apply various activities, practices, and procedures during the fight against football hooliganism. The police forces of all countries discussed in this paper tend to proactive and less repressive action, with the main aim that violence does not occur. The United Kingdom, Italy, and Poland have positive results in confronting violence at football matches. The question is why the police of Serbia are not on the same way. The answer may be found in the fact that these countries have started the application of modern policing, policies and procedures much earlier. Proactive actions of the police in confronting football hooliganism cannot give immediate results. Unfortunately, changes in the approach to the problem of violence at sporting events in Serbia began in 2011, with the formation of a special Department for Monitoring and Preventing Violence at Sporting Events. This caused that in Serbia, unlike many other European countries there is still:

- Lack of special police units, scattered throughout the territory of the Republic of Serbia, that collect intelligence and information about the fans, especially the hooligans in the field. In the police of the Republic of Serbia, there are no police officers who would have the role of "spotters", or who would be connected to certain clubs, respectively. Therefore, organizational changes in the Ministry of Interior are still necessary for the effective implementation of proactive police measures in confronting football hooliganism;
- There is no specialized training of police officers who would work on the problem of violence at sporting events. There is still the old practice in Serbia that everybody knows everything, and the specialization of staff and continuous professional development is missing. It is not enough that only managers visit foreign police organizations through study tours, but it is essential that all police officers who deal with this problem complete the specialized training and obtain the necessary licences³³. In all the countries mentioned in the text, all police officers who perform security tasks at football matches attend and finish special courses and must pass the licensing in order to be allowed to perform this activity;

32 Otašević B., Vla S., Isaković G., Police tactics to combat violence at sports events, in: Proceedings of the "Fighting crime in the framework of international police cooperation", Tara, 2011, p. 433.

33 Members of private security, as stipulated by the Draft Law on Private Security, which will soon be most likely adopted by the Parliament of the Republic of Serbia, in order to perform any work in the field of private security guards must successfully complete appropriate training and obtain a license as proof of competence. Among other things, if the private security agencies want to deal with matters of security and sporting events, the officers must be licensed for this purpose. Nonsense is that members of private security have special training and special licenses in securing sports events, and police officers do not.

- There are no sufficiently developed proactive measures, based on collected intelligence, to confront violence at football matches. The police still mainly apply repressive measures.

Further organizational changes in the police of Serbia and the establishment of the system of adequate training of police officers is the way that Serbian police have to go if they want to deal with the problem of violence at sporting events adequately, which in Serbia in recent years goes beyond the scope of sports facilities and becomes a general social problem. Since it has become a general social problem, impossible to be left to the police alone, it is necessary that other parts of society are involved in its solution and these are families, schools, and at this critical moment, especially the judiciary, with an effective resolution of legal proceedings taken against hooligans.

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