

VIOLENCE AT SPORTING EVENTS IN THE REPUBLIC OF SERBIA - NATIONAL AND INTERNATIONAL STANDARDS PREVENTION AND REPRESSION

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Abstract: The paper, besides the Introduction and Conclusion, consists of three logically related units. In the first part, the authors pointed out basic information on different forms and consequences of violence at sporting events. As a logical continuation, the second section provides an overview of legal solutions adopted in the Republic of Serbia with the aim of creating a legal framework for more effective countering of this kind of violence. The third part deals with the most important standards of police procedure in the control of violence at sporting events, defined by the Council of Europe in its legal documents (European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches; Recommendations of the Council of Europe of 22 April 1996; Council Resolution of 3 June 2010).. In the Conclusion, the authors have stated suggestions about what needs to be done to reduce violence at sporting events, as well as measures that the Police of the Republic of Serbia is undertaking to increase their effectiveness in preventing of violence at sporting events, particularly in organizational terms (the formation of the organizational unit for monitoring and preventing of violence at sporting events).

Keywords: violence at sporting events, international standards, characteristics of police procedures, supporters.

1. Introduction

Violence at sporting events is an old phenomenon. It was noted even in the texts from the period of ancient Greece and the Roman Empire (Madensen & Eck, 2008). In the recent history of human civilization, violence at football matches has been especially expressed. Although it was not accurately recorded when the first serious incident at a sporting event of this kind happened, a relevant datum is the fact that on 16 July 1916, in Buenos Aires (Argentina), supporters and police came into conflict because the final match of South American Championships, Argentina – Uruguay, has been postponed because the stadium that had room for only twenty thousand fans, received forty thousand people (Žužak, 2010). Although England is considered to be the homeland of modern forms of violent behaviour at football matches, this form of violence has quickly spread worldwide (Kozarev, 2007). Violence and indecent behaviour at sporting events, particularly at football matches, is an international problem and it is now present in all European countries, both

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those that are considered traditionally fascinated with football, and those in which this sport is not deeply rooted. (For example, about the tragic consequences of violence at football matches in Turkey see Goral, 2008). While the Europe is being dominated by forms of organized football violence, in the USA forms of spontaneous, unorganized violence are prevailing (Madensen & Eck, 2008).

Violence at sporting events, especially in football, has become a common phenomenon in the 1980s, which culminated in Europe after the tragic events at Heysel Stadium in Belgium on 29 May 1985. This led to a more severe treatment of this kind of violence and contributed to adoption of a number of international European documents whose goal was to address the problem in a comprehensive manner and to build international standards that would provide the basis for the improvement of safety. A major objective of these efforts is also the development and adoption of international standards of police conduct. The focus of this paper is directed upon building of international standards of police conduct in dealing with the problem of violence at sporting events, especially at football matches, and their implementation in Serbia.

2. Characteristics of violence at sporting events in Serbia

Quite differently from forecasts of those who had in the early 1990s publicly expressed their firm belief that with the completion of inter-ethnic conflict, outbursts of supporters won't happen again, these phenomena have since then become more frequent and had more serious consequences. Current violence at sporting events, particularly at football matches in Serbia has all the characteristics of violence which is encountered in other European countries, with a visible tendency of its relocation from the stadium to the surrounding area, including and wider urban area (White paper on Sport).

Conflicts of extreme supporter groups in the last ten years (1999-2009) took away ten human lives, which puts Serbia, according to this indicator, on the first place in Europe. The Ministry of Youth and Sports of the Republic of Serbia, in cooperation with the Association of Sports Journalists of Serbia, conducted the research in 2009 under the name "The media, sports, violence", which analyzed the articles published in the Serbian media in 2008 related to violence on and around sports arenas. This research has highlighted the fact that every 136 days a fan was killed in Serbia, while all the victims and attackers were between 17 and 25 years of age. (Đurđević N., 2010). Also, during the period from 1 January 1997 up to September 2009, at sport fields 1561 persons suffered injuries, including 514 police officers, while the other consequences of extreme violence of extreme supporter groups in Serbia in that period are shown in Table 1 (Department for Analysis of the Serbian Ministry of Interior).

Consequences of violent behavior at sporting events								
	Lost life		Serious bodily injured		Minor bodily injured		Damaged vehicles	
	Policemen	Other	Policemen	Other	Policemen	Other	MIA-a ¹	other v.
Until the enactment of the Law								
1997			1	1		3		3
1998				4	9	16	3	16
1999		1	1		11	17	3	18
2000			4	24	20	41	18	7
2001			2	2	77	81	3	11
2002		1	1	12	41	94	5	13
I-VI 2003			1	3	16	17		3
Total		2	10	46	174	269	32	71
After the enactment of the Law								
VII-XII 2003				6	27	12	9	5
2004			4	10	46	97	5	42
2005		4	3	20	54	110	16	37
2006		2	1	12	51	105	9	44
I-IX 2007		1		20	47	97	3	24
Total		7	8	68	225	421	42	152
After changes and amendments to the Law								
X-XII 2007			1	3	2	29		8
2008		1	3	8	53	78	7	26
I-IX 2009		1	2	13	36	112	1	16
Total		2	6	24	91	219	8	50

Table 1: The consequences of violence at sports events from 1997 to 2009 in the Republic of Serbia

In the Chart 1 and 2, the number of killed and injured in disorders caused by supporters from 1997 to 2009 in the Republic of Serbia is shown (Directorate for Analysis, Ministry of Interior).

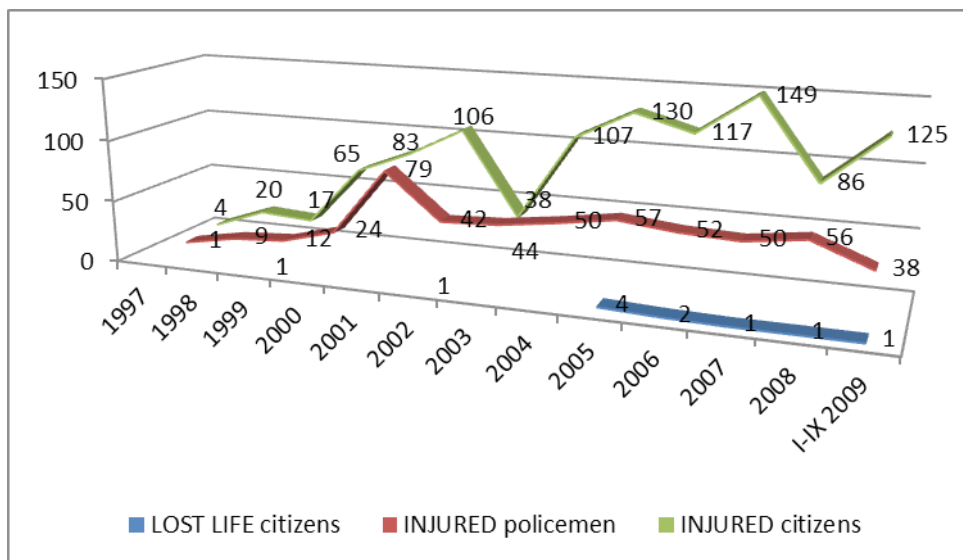


Chart 1: Number of killed and injured in the disorders caused by supporters from 1997 to 2009 in the Republic of Serbia

It is important to emphasize that almost all serious criminal offences and misdemeanours were committed outside of sporting grounds, or outside the time frame in which the law defines sporting event (90 minutes before and after the sporting event or 120 minutes in cases of “high risk” matches). Violence is the most often at

the football matches, but there were also serious cases of violence at the basketball, handball and water polo matches.

Especially important is the fact that in late 2007, violence at sporting events began rapidly to expand onto places that had no connection with sports events. Thus, in 2008, in addition to 138 serious forms of violence committed before, during and after sporting events, another 68 cases of violence on the streets, public gatherings, hotel and restaurant facilities and other places outside of sporting grounds and without direct links to specific sports event were recorded. Almost all cases of violent behaviour outside of sporting grounds are recorded in the area of the Belgrade Police Department (58 of 68), a number significantly higher than on sports stadiums and nearby facilities where sporting events are held (38).

Since the Belgrade Police Department (BPD) has recorded the highest number of cases of violence (85.29%) an analysis of their basic features in 2008, 2009 and 2010 will be presented.² The first conclusion that can be drawn is the decreasing trend of registered cases of violence in all three years (Chart No. 2.), thus compared to the beginning of the analyzed period (in 2008 38 cases were registered), in 2009 30 cases and in 2010 only 8 cases of violence were registered. Should we take as the subject of the analysis the time when violence occurred, compared to the time of the match, violence mostly occurs during the match, while the violence before and after the match has almost the same percentage in all three years.

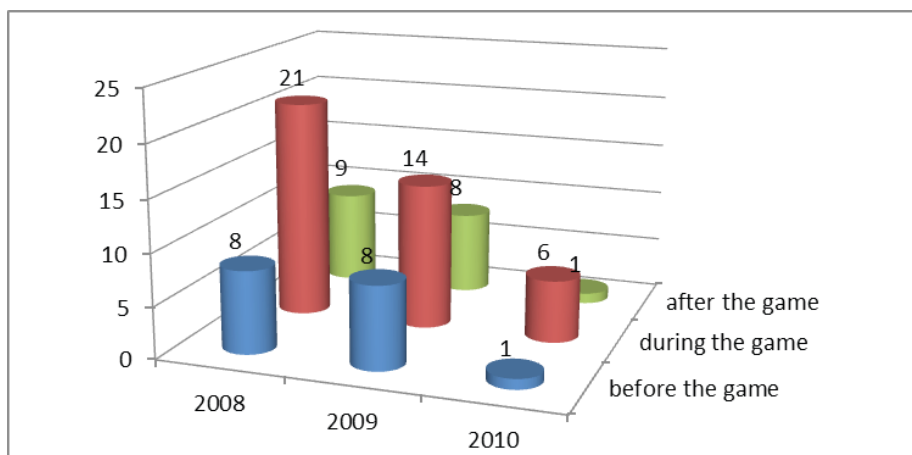


Chart 2: Violence at sporting events at the territory of the Belgrade PD

The intensity of manifested violence in analyzed period has been particularly pronounced in 2009, when in fewer number of registered cases (30) compared to 2008 (38), a larger number of individuals were injured (Chart 3), as well as the murder of one of the fans (not shown in the Chart).

² Sources of data are records of the Ministry of Interior of the Republic of Serbia.

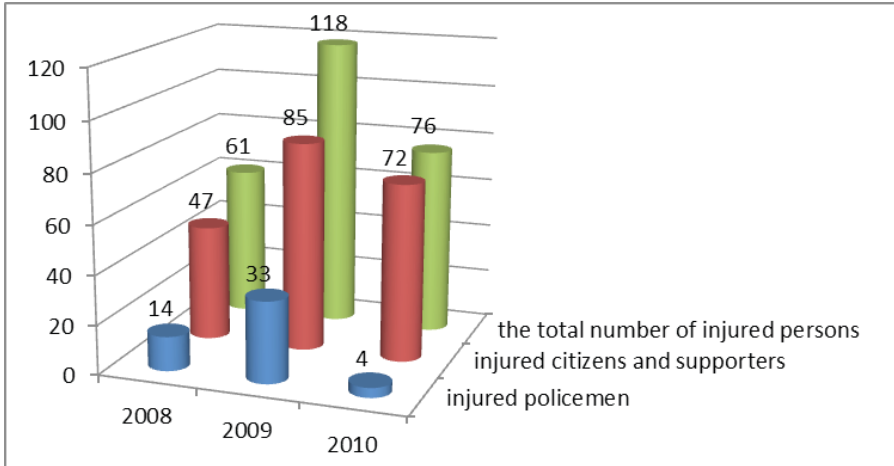


Chart 3: The injured persons at sporting events at the territory of the Belgrade PD.

In order to obtain a true picture on forms of violence at sporting events, it is necessary to point to the data on the number of registered attacks on the sport judges - in 2008 19 were registered, in 2009 12 and in 2010 24, which represents the largest number in the analyzed period.

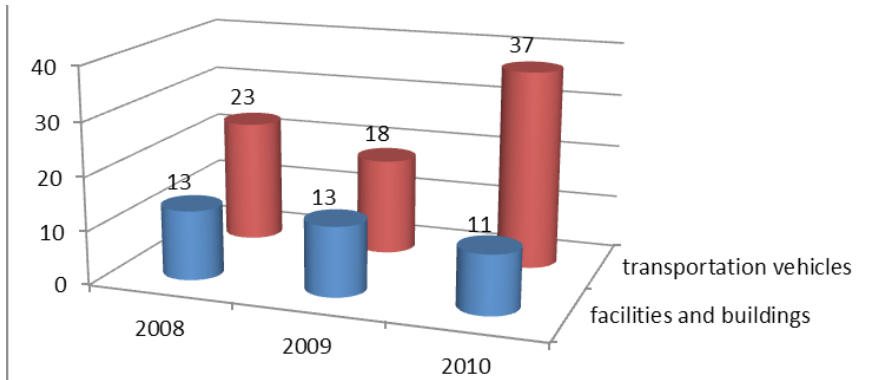


Chart 4: Material damage, as the consequence of violence at sporting events at the territory of the Belgrade PD.

As we could have already concluded, smaller number of cases of violence does not imply that the consequences of violence are lesser. Data that support this conclusion are the data on material damage, especially when the objects of acts are means of transport. In 2010, in 8 cases of registered violence, 37 vehicles and 11 buildings were damaged (Chart 4). The largest numbers of damaged vehicles are public transportation and the Ministry of Interior's vehicles, while damaged buildings, in most cases, are the very sporting facilities.

Number of sporting events interrupted because of violence is increasing from year to year (Table 1).

Number of interrupted sporting events		
year 2008	year 2009	year 2010
14	19	22

Table 2: Number of interrupted sporting events at the territory of the Belgrade PD.

During these three years of analyzed period, due to the violence (misdemeanour and criminal offences) at sporting events, police conducted detention of 1506 persons (Table 2). The reason for arrests, in addition to offences related to violence at sports events and criminal offences of violent behaviour at sporting events, was also disruption and prevention of police officers in performing security tasks.

Number of persons arrested for violence at sporting events		
year 2008	year 2009	year 2010
406	579	521

Table 3: Number of persons arrested by police officers of the Belgrade PD.

The most common means used in carrying out acts violence are metal rods, wooden sticks, brass knuckles, as well as other similar items used to cause physical injury. Wearing of club colours was often a sufficient reason for violence directed towards supporters of other clubs.

Club supporters are usually organized according to geographical area from which they are coming. There is a clear division of tasks within a group. According to the police reports, the largest number of fan leaders has some sort of private business (companies, restaurants, etc.).

The beginning of 2009 was marked by the attempted murder in Belgrade (Municipality of Palilula), of the parent of a boy intercepted by the seven hooligans on the street, only because he was wearing red-white scarf. They had physically attacked him, while his father, who was trying to defend the child, was stabbed with the knife.³ Among the perpetrators of this criminal offence, there were three minors. Also recorded were the cases when groups of young men wearing the club colours have expressed intolerance, by throwing of pyrotechnics in public transportation vehicles, intrusions and throwing of tear gas in restaurants, interception of students in nearby schools and so on.

The most serious case of hooligan behaviour of supporters, that took place outside of sporting grounds, represents the murder of a French citizen, a fan of "FC Toulouse", in 2009 in the restaurant located in the very centre of Belgrade. While sitting in a cafe in city centre, he was physically attacked by a large group of football hooligans. After being physically abused and beaten, he was thrown from a height of several meters onto the sidewalk, when the young man received fatal injuries.

Although many measures that are used for combating sport-related violence demonstrate their effectiveness in practice, new problems are constantly arising. The hooligans are constantly finding new ways of conflict. Alcohol and drug abuse is becoming more frequent. The influence of excessive alcohol consumption on the occurrence of football hooliganism was pointed out by many authors (e.g., Goral, 2008). Also, increased skill of planning and negotiating of violent actions through mobile phones and the internet was observed.

³ *Ibidem.*

The literature states the fact that extreme supporters, in general, are prone to taking of alcohol, drugs, that they are generally victims of economic disorder, unemployment and that they are usually poorly educated, etc. (e.g. Goral, 2008). Besides the above-mentioned reasons, which are also present in Serbia, the problem of the relative failure of the state (society) in the control of violence at sporting events has its roots in several other factors.

First of all, in Serbia, a close connection between politicians, clubs, and the fan leaders exists for decades. Politicians at the national and the local level (depending on the league in which the club competes) are on very prominent positions on the boards, the chairmanship clubs, and in sporting associations. Thanks to political support, the clubs, i.e., their leaders can do various illegal things and be tolerated. Financial control of football clubs is not in the focus of public authorities and the tax institutions (except in extreme cases). Considering the fact that more money is invested in football than in the other sports, and that financial control is weak or nonexistent, football clubs have become a fertile ground for money laundering and various other financial embezzlements (e.g., manipulation of the sale of players, fixing of match results, etc.). The participation in the management of football clubs enabled politicians, in addition to financial reasons, the achievement of political goals by manipulating with the supporter groups.

Secondly, clubs in Serbia showed reluctance for the introduction of preventive and educational programmes in order to create new system of value among supporters, even though the Law has obliged them to do so. Clubs usually protect the fan leaders and provide them various benefits, tolerating their aggressiveness, justifying it as dedication to the club. Lacking of a consistent implementation of legal regulations is evident, especially by the football clubs and organizers of sporting events themselves, given that it's still allowed to enter the football stadiums with prohibited substances, suitable to cause injuries to another and destruction of property on a large scale. Kozirev, the author from the Former Yugoslav Republic of Macedonia, points to the influence of football clubs in forming of football hooliganism, which encourage the association of hooligans, football fan extremism and the intolerance (Kozarev, 2007).

In 2010, B. Janković carried out an anonymous interview of a number of police officers of the Intervention Units of the Ministry of Interior of the Republic of Serbia (75 police officers) who were engaged on securing of sporting events. A questionnaire was designed, related to their observations during securing of sporting events on which they were engaged. Among other answers, police officers opinion is (89%) that behind the supporters who are committing violence are clubs who support them and almost never condemn their acts of violence (Janković, 2010).

Third, the clubs do not show great willingness for the cooperation with the police during securing of football matches. Among them, cooperation is not dominant, but mistrust and the intolerance.

Fourth, the leaders of hooligan groups in Serbia usually have a thick criminal record and are perpetrators of criminal offences ranging from drug trafficking, to the violent and property crimes. To them, football clubs serve as a buffer, as a cover, an umbrella for dealing with criminal activities, while amongst fans they are recruiting "soldiers" for the further criminal actions or just finding market for the distribution of drugs. The connection between the hard core of football hooligans and crime, whereby cheering activities and close contact with the football clubs serves as protection (mask), is emphasised by the authors from different countries and different parts of the world (e.g., Garland & Rowe, 2000; Paradiso 2009; Kozarev, 2007).

As the fifth characteristic, there is the inefficiency of the courts during sentencing of cases connected to the acts of violence at football matches, especially in cases of fan leaders. From 2005 to 2010, against 25 leaders from the three main fan groups in Belgrade (Red Star - 11, Partizan - 7 Rad - 7 fan leaders) 289 criminal charges were filed.⁴ These are mostly criminal offences with elements of violence related with sporting events, but also other criminal offences. Although, considered in total, the number of FC Red Star fan leaders is smaller than other supporter groups; they are leading in the total number of crimes with little more than a half (50.52%). The leaders of Partizan fans are following with more than a third (35.29%) and the leaders of FC Rad with 14.19% of criminal offences and filed criminal charges. The structure of criminal offences of the fan leaders is various: murder - 5, robbery - 13, violent behaviour at sporting events - 25, violent behaviour - 40, assault on the official person - 33, preventing an official person from performing official duty - 7, illicit production and trade in narcotic drugs - 12, extortion - 5 and initiating national, racial and religious hatred and intolerance - 17.

The example of fan leaders showed that the judicial system has completely failed. Most of filed criminal charges against them were never processed, and if they were, then there are no final sentencing verdicts. The fan leaders remained “untouchable”, and that represents strong encouragement for them and their groups in the terms of success, intergroup cohesion and further violent action (Misić, 2010).

These data clearly indicate that the fan leaders are characterized by expressed criminal activities and the commission of criminal offences unrelated to sport. For the leaders and certain number of members of extreme supporter groups there are no jobs of higher and lower rank, they are engaged in drug trafficking, weapons, stolen vehicles, profitable theft, document forgery and others.

Very interesting is the fact obtained by an anonymous interviewing of police officers of the Intervention Unit, who are engaged in securing of football matches. Even though they belong to the state apparatus, from which they receive salaries, they do not have much confidence that the state could deal with the problem of hooliganism in football. Out of 75 interviewed, 55% said that the state was partially prepared to deal with violence, 28% that it was not ready and only 17% that the state was completely prepared (Janković, 2010).

3. Legislation in control of violence at sporting events in Serbia

Prior to passing of special regulations governing the matter of security at sporting events, the Law on Public Order and Peace was applied in Serbia⁵, which was unable to adequately regulate these issues. The former Yugoslavia, whose member was also Serbia, ratified the European Convention on Spectator Violence and Misbehaviour on Sports Events and in Particular on Football Matches in 1990.⁶ On the basis of ratified European Convention, the Law on Prevention of Violence and Indecent Behaviour on Sports Events was adopted in 2003, which due to inefficiencies in its use, was repeatedly changed and amended (in 2005, 2007 and last time in December 2009). This was the first law of this kind in Serbia that regulated this matter in one place. This law has adopted numerous solutions suggested in the Convention and other documents enacted by the European Community.

⁴ Data of the Belgrade Police Department.

⁵ „Official Gazette RS”, No. 51, of 30/07/1992.

⁶ Law on ratification European Convention on Spectator Violence and Misbehaviour on Sports Events and in Particular on Football Matches, “Official Gazette SFRY- International Agreements”, No. 9/1990.

The Law has, within its main provisions, firstly defined some terms which appear in this field, such as sports events, sports facilities, auditorium, organizers and participants in sports events, time of sporting events and so on (Article 2). It was precisely defined what could be regarded as misbehaviour and violence at sporting events was.

The law obliges the sport clubs, sports federations, sports associations, organizers of sports events to undertake a series of preventive measures:

- the above mentioned are required to encourage positive behaviour and actions of players and official persons before, during and after the sport events;
- if there is any information which could indicate that there is the risk of violence, they must immediately, and at least 48 hours prior to sports event, inform the Ministry of Interior;
- clubs have to establish contact with representatives of supporters in order to exchange information;
- before the match, the separation of supporter groups by selling numbered tickets for sitting area, at the separated sale points, must be ensured;
- club is obliged to keep records on ticket sales, and they can be sold only to persons with an identification document (number of tickets that can be sold to one person is limited to seven);
- entry shall not be allowed to persons who have no identification and to persons under 16 years, if they are not accompanied by a parent or guardian;
- the visiting sporting team's obligation is to take care about their supporters in returning home after the sporting event, etc.

Within the preventive measures, *monitoring service is ordered to:*

- prohibit access to the facility in which sporting event is held to persons who are under the influence of alcohol or drugs, or their behaviour indicates that they are prone to violent or indecent behaviour;
- separate the visiting supporters by directing them to specific entrances and exits of the sporting facility and to a special part of the grandstand specified for them;
- ensure that the spectator is sitting at exact seat;
- to prevent the entry of spectators on to the sports ground and prevent their movement from one part of the grandstand, intended for the supporters of one club, to another;
- to prevent the entry or sale of alcoholic beverages in the sports facility;
- to prevent the entry into the sports facility of items that can be used in violent behaviour (pyrotechnics, poles, bottles, etc.), or which may obstruct the course of the match;
- to warn or remove a spectator whose behaviour can cause violence on the sporting event, threaten the safety of participants in the sporting event or interfere with its course;
- does not allow access to sports facilities, to a person who has been ordered safety or protective measure of prohibition to attend particular sporting events, etc.

The law envisages measures that give the police powers to:

- during sports event of increased risk, can order all the supporter groups to move by defined route on arrival or departure from the sporting facility;
- forbid the arrival at sports event to a person whose behaviour indicates that

he/she is prone to violent and inappropriate behaviour;

- has the right to prohibit sporting event when due to detected deficiencies, the safety of the participants at the sporting event can be significantly endangered;
- can order undertaking of other preventive measures that would contribute to prevention of violence occurrence.

The law obliges the local community to ban the sale and consumption of alcohol in sports facilities and at its specifically defined distance, during the course of a football match.

Law prescribes misdemeanour liability, criminal offences and protective measures in the case of violation of regulations.

The Law on Changes and Amendments to the Criminal Code of the Republic of Serbia came into force in July 2009⁷, beside the changes made to essential elements of the criminal offence - *Violent behaviour on the sporting event or public gathering*, law provides for new safety measure - *The prohibition of attendance of certain sporting events*.

Despite the fact that the law which precisely regulates the control of violence at sporting events, stipulates detailed obligations for all subjects in the chain of organization and control, as well as penal and security measures, was passed, its implementation faced a number of difficulties. The problem of violence on the sport fields in Serbia remains a major problem for the state and society. The European Football Association, due to numerous incidents on the international football matches, is often imposing sanctions onto football clubs from Serbia and the national football representation.

4. European documents and standards of police procedure in control of violence at sporting events

One of the first documents passed in Europe, which treats the violence in sport is the Recommendation of the Parliamentary Assembly of the Council of Europe in 1983. In that particular recommendation, the prevention of violence in the sport is placed within the broader frame of educational and cultural measures, in order to reduce violence in society. After this recommendation, the recommendations of the Council of Ministers on reducing violence at sporting events followed in 1984, which sets the basic principles, which are applied in the preparation of subsequently enacted documents (Djurdjevic N., 2007).

The first among the conventions of the Council of Europe which was adopted in the field of penal law, and was related to the sport, was *the European Convention on Spectator Violence and Misbehaviour at Sports Events and in Particular Football Matches (Convention)*. This convention was adopted on 19 August 1985 in Strasbourg and was a response of European countries to the tragedy that occurred at the Heysel Stadium in Belgium.

The Article 1 of the Convention defines the obligation of member countries, within its constitutional powers, to take necessary measures for application of provisions of the Convention. Measures for the reducing and control of violence and misbehaviour at sporting events can be classified into groups (Articles 2-6 of the Convention):

- coordination of national policies and measures undertaken by public authorities of the signatory countries;

⁷ „Official Gazette RS“, No. 111/09.

- establishment of national coordination bodies;
- engagement of the police in and around the stadiums and on the roads leading to the stadiums;
- the adoption and application of regulations that enable the prosecution and punishment of perpetrators of violence at stadiums;
- police cooperation and information exchange between the signatory countries;
- organization of appropriate monitoring service;
- organization of staff out of ranks of fans and cooperation with the fans groups;
- measures related to stadiums (fences, the separation of fans, ticket sales, etc.).

The Convention defines the measures of preventing and combating violence and misbehaviour on the sporting events in three major areas: prevention, cooperation and the judicial authorities' measures.

Preventive measures include cooperation between the police and sport clubs in the preparatory stage of international matches, organization of consultations of interested parties not later than two weeks before the scheduled match, the actions of physical separation of fans of different teams, the control of access to the stadium and the prohibition of alcohol and entrance of potentially dangerous items. The Convention has predicted the co-ordination of policies and the actions of government departments and public agencies against these problems and the possibility of setting up co-ordinating bodies to do this. The convention puts a number of measures to deal with the problem of hooliganism.

The Convention also defines the standards, which for security reasons must be respected during designing and constructing of stadiums, in order to reduce the probability, possibility and consequences of aggressive behaviour of fans. Besides the clear functional scheme, use of appropriate building materials, planning of an appropriate number of entrances and exits, clear marking of the facilities for easier orientation and the evacuation in case of emergency, the plan should include the application of technical protection measures, especially video surveillance of the highest rank, with fully equipped control room, as well as premises for temporary detention of persons.

Within the framework of cooperation, when playing international matches, the Convention predicts the obligation of establishing contacts between the security structures in order to identify and prevent potential hazards and reduce potential risks. As a measure of cooperation of judicial authorities, exchange of information on persons who are registered as perpetrators of criminal offences with elements of violence is envisaged.

The Convention has imposed an obligation to the signatory countries to adopt appropriate laws that should prescribe both criminal offences and misdemeanours that can be committed by undertaking acts of violence and misbehaviour on the sporting events. For that reason, the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches is considered to be a source of international penal law in the field of sports. In fact, the Convention represents the source of both criminal law and law of torts in the field of sports, since it obliges member states to incriminate relevant criminal offences and misdemeanours in that field and thus create a mechanism for legal protection of sports and sporting events. (Šuput, 2010).

After the enactment of *the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches* in 1985, the problem of violence in sport, especially in football, was further escalating, gaining new forms and characteristics. The violence has spread beyond sports facilities, or even was not related

to specific sports matches. Hooligans have improved ways of their internal organization and began using the modern technology in preparation of violence, e.g. Internet, mobile phones, began using motorcycles as means of transportation and both cold and fire weapons in exercising of violence, etc.(e.g.: Kozarev, 2007).

While trying to find an adequate response to violence at sporting events, especially at the football matches the Council of Europe and its commissions have passed a series of documents (resolutions, recommendations, and instructions). List of adopted regulations can be seen in the Council Resolution of 3 June 2010, number 2010/C 165/01, on pages 14-15. The review of these European documents can be also found in Serbian scientific literature (Đurđević, 2010). In this paper, only the recent European documents that significantly affect the formation of standards of police procedure in solving the problem of violence at sporting events are commented.

First of all, we should mention the Council Recommendation of 22 April 1996 on Guidelines for Preventing and Restraining Disorder Connected with Football Matches (96/C 131/01). The recommendation is based on the Convention of 1985. The aim of the recommendation is to ensure a consistent, coordinated and effective response of the police and football organizations within EU member states. The recommendation refers to measures specified in the Convention of 1985, of which some are in further development and refinement.

Basic recommendations referred to in this document are: *exchange of information* (member countries should have a common format for police intelligence reports about the known groups of football hooligans and those who are assumed to be prone to making disorder); *cooperation in the field of training* (implies exchange and dissemination of information between member countries on the techniques of disorder prevention at football matches, and organization of relevant courses and trainings intended for police officers of the member countries); *police cooperation* (implies police cooperation between member countries, which includes the exchange of data for at least four weeks before the football match. It was emphasized that a host country should formally contact the appropriate responsible authority of the other Member state or States for their police support); *cooperation and supervision* (this recommendation implies obligation of football authorities and clubs to appoint their representatives who will attend educational programmes and training courses that promote close cooperation and supervision between the clubs and the police in order to achieve security).

In the annex of the document, the creation of common format for police intelligence reports on football hooligans was recommended. Standardized information on fans and fan groups are entered in it, and are categorized into the three groups. Group A consists of peaceful supporters. Group B consists of supporters who are prone to confrontation and disorders, especially under the influence of alcohol. Group C includes violent supporters or the organizers of violence. Furthermore, the format includes entering of other data important for the control of the fan groups (e.g. way of arrival to the match, means of transportation that are used, the journey route, the facilities where the fans are accommodated, etc.).

Among the recent documents that regulate the standards of police procedure in dealing with violence, especially at football matches, we should especially point out *the Council Resolution of 3 June 2010 concerning an updated handbook with recommendations for international police cooperation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one Member State is involved (2010/C 165/01)*.⁸ The document in question

8 <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2010:165:0001:0021:EN:PDF>

has been repeatedly changed and amended, thus with this resolution its latest changed and amended version was adopted. Instructions on police conduct, contained in this resolution, are intended for all EU member countries, but as resolution stresses out, for the other European countries also, because its strategic objective is achievement of the minimum security standards and effective international police cooperation. This document specifies in detail working methods that should be applied by the police in securing football matches and other sporting events primarily at the international, but also at national levels. The main objective of this document is to optimize the international police cooperation, communication and exchange of information through multi-agency approach, proactive action i.e. risk oriented policing.

The Resolution stipulates that all EU Member States must establish a National Football Information Point - NFIP to act as the central and sole contact point for the exchange of relevant information for football matches with an international dimension, and for developing international police cooperation concerning football matches. The task of this body is to organize a direct and immediate cooperation and exchange of information between the police forces of both the organizing country and the visiting countries. In addition, NFIP should coordinate and supply relevant information to local police in host town no matter whether national or international football match is in question. NFIP should create national police database relevant to the security of football matches, constantly perform risk analysis, carry out security assessments and coordinate work of other institutions, agencies, football clubs, fans, etc. National Football Information Point of the hosting and visiting countries need to mutually exchange information of general and personal character. General information can be strategic (defining events in general aspects, especially security), operational (analysis of potential risks) and tactical. Personal information refers to the fans with recorded data on previous violent behaviour. The information are listed by chronological order, to ones that are important for organizing security activities *before the sporting event* (e.g., travelling routes of fans, transportation means, accommodation, risk analysis of the visiting team supporters); *information relevant for the police procedure during the sporting event* (tendency towards the use of violence and risks connected directly to the course of football match), *and information relevant to the police procedure after the match* (leaving of stadium, behaving in the host town, returning from the match).

The second chapter of the Resolution deals with police activities in preparation for the sporting event, which includes, among other things, visit of the police delegation from the visiting country to the police of the host country with clearly defined composition of the delegation, roles, tasks, content of activities, financial aspect. The third chapter of the Resolution deals with the inter-police cooperation during the course of football match (informing of the visiting police delegation on the operational plan for securing of match and other relevant issues). The fourth part deals with the issues of cooperation between the police and organizers of the match and includes sharing of roles in the implementation of direct securing of the match (activities and assistance of police and monitoring service, concrete distribution of tasks and duties, supervision, etc.). The fifth chapter of the Resolution is dedicated to the cooperation between the police and prosecuting authorities and purpose of preparation for effective reactive course of actions if necessary. The sixth chapter stipulates an obligation of cooperation between police and supporter groups, which represents the necessary condition for the better and timely exchange of information, improvement of safety, creation of a more favourable atmosphere and encouragement of self-organizing of supporters in order to improve the safety. The seventh chapter deals with police communication with the media and preparation of media strategy in order to win them over to contribute to

the strengthening of security and positive coverage that would not encourage violence, but will contribute to a transparent and timely reporting. The resolution requests the analysis of security aspects of football events, modern approach in the risk analysis, scientific research in that direction, education and training courses for all participants in the security system and dissemination of positive practice among states. This document proposes the classification of fans into two categories, out of which the first one includes those who do not represent a risk group ("Non Risk Supporter"), and the second includes the supporters that represent a risk for the causing of disorder and violence ("Risk Supporter"). The second group is divided into different sub-groups of supporters depending on whether they are prone to disturbing of public order and public safety or commission of criminal activities.

Within the European academic and professional circles, the role of the police in preventing violence in the stadiums is emphasized and should be proactive and based on the intelligence work, which, for example, has given good results Britain. Taught by a bad experience in 1980s when a large number of hooligans have been freed of responsibility due to the lack of evidence and unreliable police records, the British police began to base its work on the intelligence work, the so-called intelligence-led policing, i.e. collecting information on supporter groups, their membership, intentions and protection of the source of information. The precondition for the proactive police actions is access to full, accurate, timely information on supporters and hooligans, their movements and activities. Information on the number of supporters who will be attending the match, whether they are organized, have they been behaving violently in past, do they intend to enter in conflict with the other supporter groups, what is their relationship with club management etc., are very important, because these data are the basis of security evaluation and planning of police force engagement (Spaaij, 2010).

There are numerous methods of obtaining intelligence information on hooligans. One of the possible methods is the use of covert operations, that is, infiltration of police officers into hooligan groups. The information obtained by this method can be described as the ones of the highest quality, and in all aspects, the most useful in the police work.

One of the main methods through which the police obtain information about hooligans is the use of police officers in the jargon known as "spotters". The system of "spotters" is the designed so that every police officer who performs this duty is connected with particular sports club. His task is to identify and monitor hooligans of a certain club, especially when travelling to guest matches. Those officers enter into close relations with their local clubs, with the leaders of supporter groups, as well as registered hooligans.

Such system has been developed in the Great Britain, where a national football intelligence unit (NFIU) was founded (Spaaij, 2010).

A very important source of information can be criminal records and databases. In those databases, all the persons who are involved in violence at sporting events should be recorded. Information from these databases should be shared with other foreign police forces in the preparation phase of securing international matches.

Improvement of safety measures at stadiums during sporting events, with the application of modern technical systems, made the identification of hooligans significantly easier. Coverage of public spaces with cameras, the use of video recordings and efforts of British police to create unified record on collected information, proved to be useful - a large number of hooligans were sentenced for the acts committed in the late 1990s. (Spaaij: 2010).

List of basic recommendations for establishment of contemporary standards of police conduct in order to control football hooliganism

On the basis of international legal regulations adopted in the European Union and examples of successful practice, one could state the following summary list of recommendations for the police procedure in controlling and preventing of violent behaviour connected to the football matches:

- Establish permanent football intelligence units in each country, and during the preparation of international sports matches intensify regular consultations and exchange of intelligence information between police units from countries whose national teams or (and) football clubs will participate at match;
- One of the main ways in which police monitor hooliganism is through the use of spotters. The spotter system involves a liaison officer being attached to a particular club.
- Exchange information and establish national database on known or suspected troublemakers at football matches, security risks, data on travel arrangements and routes of supporters, their habits, styles and specificities of behaviour that are important for the safety assessments;
- Adopt common format for police intelligence reports in connection with violence in football;
- One of the key approaches has been the use of undercover operations.
- Introduce into policing contemporary methods of proactive procedure, risk analysis and assessment, risk control and response to the risks, i.e. concept of the risk oriented policing. (The risk analysis will also determine which area of policing will take priority.)
- Create the annual report on cases of hooliganism at sporting events;
- Develop the systematic cooperation and exchange of information between different police units at the international and national level, which are participating in different stages of securing of the match. Information should be levelled differently and divided into strategic, operational and tactical;
- Systematically develop cooperation between the police and football clubs management and organizers of sports events and jointly work on the development and implementation of preventive strategic and operational approaches;
- Systematically work on the development of cooperation between police and supporter groups and their associations, create and implement programmes for the development of a new culture and value of cheering and attitude towards the opposing club and supporters from the opposing side;
- Divide supporters into several categories (in practice, the most common is the division into three categories) and create and implement different strategies of police procedure in relation to each of them;
- Systematically develop strategy for police cooperation with the media;
- Spread positive practice of successful methods and techniques of control, preparation and prevention of violence and organize customized training courses, educational courses and other forms of informing and tutoring designed for the police forces, clubs, associations of supporters, media, prosecution and other subjects in chain of control and provision of services in organization of football matches;
- Use contemporary technologies of video surveillance and video recording of supporters in carrying out control at football matches with an increased risk. (See for example, Policing European Football Hooliganism.)

5. Conclusion

If we accept the “know the problem to solve it” principle, a scientific analysis is a precondition for defining measures of efficiently prevent, discover and prove criminal acts of violence. The results of the prevention and repression measures directly depend on the results of the scientific analysis (Đurđević Z., 2007).

Failure in the application of regulations intended for the penal law protection of sport, shows that the regulations were much easier to make, than properly and consistently applied. Hasty adoption of various regulations, without consideration of their use in practice and the too broad penal law repression without clear criteria that would enable compliance of criminal and misdemeanour liability, is one of the reasons behind the poor effects of application of the penal law mechanism for protection of sports in Serbia.

Such experience shows that parallel with the adoption of regulations, professional specialization of employees in the police, prosecution and the courts is necessary, as they are the main bearers of the function of detection, prosecution and the sentencing of criminal offences in the Republic of Serbia. As the problem of violence at sporting events is becoming more complex, the greater is the need for specialized personnel and specialized organizational units within the police, prosecution and the courts. Specialization in any field is justified only if the subjects (persons), to whom certain specific tasks were assigned, are according to some criteria unique in comparison to their “colleagues”, primarily more professional and specially trained. Today, for example, police officers who know little about many things are not wanted anymore, but those who know much about the one thing.

There is no doubt that Serbia needs to introduce contemporary European standards of police procedure in controlling of violence at sports events (specialization, databases, criminal intelligence activity in control of sports hooliganism). However, as the results of foreign studies show, the introduction of norms and standards is not enough, if their implementation is of poor quality and insufficiently professional.

In order to achieve the standards, the Ministry of Interior of the Republic of Serbia is in procedure of establishing units for monitoring and preventing violence at sporting events (National Football Information Point), whose tasks will be: planning and monitoring of security measures at sporting events; monitoring of supporter groups and the exchange of information on the sporting events. There will also be an operational analytical unit within this unit, whose tasks will be analysis of violence at sporting events. In order to monitor adequately the extremist supporters, software system “Evidence of extreme supporters” was created. Methodological instructions regulate the collecting, recording, processing and the use of data from the software system “Evidence of extreme supporters”.

If the police are not able to select the right targets, then their actions may only be non-selective, focused to the mass as homogeneous group, which inevitably leads to a deepening of the gap between the police and the supporters (Otašević, 2010).

If Serbia is to achieve real progress in the field of security in the sport, it is necessary to change the passivity of clubs and affect their unwillingness to cooperation in improving security. In order to achieve this, it is necessary to remove the politics from sports clubs and decriminalize clubs, which at this moment represents an impossible mission. However, a journey of a thousand miles begins with a single step.

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NASILJE NA SPORTSKIM PRIREDBA U REPUBLICI SRBIJI – NACIONALNI I MEĐUNARODNI STANDARDI PREVENCIJE I REPRESIJE

Rezime

Rad pored uvoda i zaključka čine tri logički povezane celine. U prvom delu iznete su osnovne karakteristike nasilja na sportskim priredbama. Kao logičan nastavak, u drugom delu, dat je prikaz zakonskih rešenja usvojenih u Republici Srbiji s ciljem stvaranja pravnog okvira za efikasnije suprotstavljanje ovoj vrsti nasilja. U trećem delu autori su ukazali na najvažnije standarde policijskog postupanja u kontroli nasilja na sportskim priredbama koje je pravnim aktima definisao Savet Evrope (Evropska konvencija o nasilju i nedoličnom ponašanju gledalaca na sportskim priredbama, posebno na fudbalskim utakmicama, Preporuke Saveta Evrope od 22. aprila 1996, Rezolucija Saveta Evrope od 3. juna 2010 godine). U zaključku, autori su izneli predloge šta treba učiniti da bi se smanjilo nasilje na sportskim priredbama, kao i mere koje policija Republike Srbije preduzima za povećanje svoje efikasnosti u sprečavanju nasilja na sportskim priredbama, naročito u organizacionom smislu (formiranja organizacione jedinice za praćenje i sprečavanje nasilja na sportskim priredbama).