



EURO 2000

REVIEW OF THE PREVENTION MEASURES



PSP

PERMANENT SECRETARIAT FOR THE PREVENTION POLICY



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Foreword

FOREWORD

Euro 2000 has been over for almost a year. The past months have learned us to approach this event with a certain distance.

This summary paper does not intend to present all preventive measures taken during Euro 2000, but to define its main lines and assets.

The policy which I wanted to carry out during this event was based on an integrated vision of the security policies. Although all necessary measures were taken to avoid possible disturbances, our main goal was to turn Euro 2000 into a real festivity.

The hospitality was the key word of our approach. In order to prepare a festive welcome to all the fans, I ordered the Permanent Secretariat for the Prevention Policy to develop an ambitious set of measures for this event. These measures were certainly not supposed to cause extra work for the police services, but, on the contrary, to avoid situations which could imply a police intervention. I can assure that this condition was fully fulfilled during Euro 2000.

Our prevention project consisted of two important components. Let's first of all mention the creation of fan embassies and the presence of fan coaches originating from the host lands. This device had to assure a warm and optimal welcome to the foreign fans. It was developed in collaboration with our Dutch colleagues; a collaboration that has a long history.

The second component aimed at the organisation of a maximum number of activities for the local population. Indeed, the festivities of Euro 2000 had to concern every single person. These objectives were met.

The fight against hooliganism is one of my priorities. This continuously changing phenomenon, characterised by so many different aspects, asks for a multidisciplinary approach. I am convinced that efficient prevention policies, combined with a firm police approach, are the keys to a successful policy.

I take this opportunity to kindly thank again all those who spent their time and energy to meet our expectations.



Antoine DUQUESNE
Minister of the Interior

P R E F A C E

Which lessons have to be drawn from Euro 2000? Generally speaking, we can conclude that consultation is essential to a qualitative policy. There is no single answer to the problems of delinquency linked to football meetings. However, not only repressive (stadium ban, administrative arrests, etc) and structural aspects (ticket sale, organisation of the stadiums and their environment, etc), but also preventive aspects (fan coaching and welcoming, embassies, etc.) are necessary to create a series of harmonious actions. The fight against hooliganism can not only be aimed at specific devices (although being essential) used during matches, but also has to include an educational dimension and an individualised guidance of the fans. As for the Euro 2000 contest, we adapted the prevention device to the nature of the event. Within the framework of an international competition, we cannot only concentrate on the hooligans, but all fans have to be reached. Indeed, the number of spectators is an obstacle to a more targeted guidance. Furthermore, we cannot forget that the local population is an essential actor for a well-organised large-scale event. During Euro 2000, the local authorities made every effort to prevent feelings of exclusion.

The work realised during Euro 2000 proved especially the necessity of an integrated prevention approach. This conclusion can also be applied to other sporting events.

The publication of this paper does not intend to recollect this big adventure, but wants to prepare the way to a better safety management during football games.

For Belgium, the most important accomplishment consists in the new impulse given to the collaboration between the services concerned. The recognition of the prevention services as a full partner to the prevention device leads us to new perspectives for the creation of an integrated policy concerning the fight against violence during sport events.



On the international field, the co-operation was given new impetus and we are under the impression that Belgium, through its experience, plays an important role in these new developments.



Yves VAN DE VLOET
Director of the Permanent
Secretariat for the Prevention Policy

I. I N T R O D U C T I O N

In 1985, the tragedy at the Heysel stadium was going to fundamentally change our football approach and its related manifestations. Although Belgium was at the centre of the seism, the shock wave touched the whole of Europe, as a result of which it had to entirely reconsider its security policy in the stadiums.

1985 not only represents a symbolical date, it also marks the beginning of a profound awakening of the national authorities to the evolution of the phenomenon of hooliganism, but also of football itself. Football became more than a sport, it became a "sport-spectacle".

So many studies and debates were developed on the theme of football drifts in its dimension of "sporting spectaculars": natural evolution of the most popular and the most mediated sport, new form of urban violence, new way of expression for young people without possibilities of orientation, new means of identification, inevitable drifts of a sport that pushes up the notions of competition, honour and money beyond all limits, and turns the excess into a norm. There is no lack of interpretations, the different approaches complement one another and are sometimes conflicting, but that does not change the fact that football



Members of the police
forces in conversation with
Turkish fans. Brussels' fan
village.
Photo Call Agency



For several years, the emergence of the “fan coaching” concept can be noticed in different European countries. This term includes in each country different approaches and realities that are socially and culturally determined. To avoid ambiguity, we will refer to “fan coaches,” which is a more general term, appropriate to the targets we have set for ourselves.

Since the European Championships 92 in Sweden, the Netherlands and Germany have sent coaches to supervise their fans. In England, during the European Championship 96, the FSA (Football Supporters Association) launched the project of the fan embassies. During the World Cup 98, the Germans of the KOS (Koordinationstelle Fan-projekte) and the members of the FSA used mobile embassies.

The Belgian-Dutch project had the ambition to extend these positive experiences to the whole of the participating countries, with the aim to co-ordinate, within a bilateral co-operation, the action of the fan coaches coming from the sixteen participating countries in the tournament, and to develop in each of the host cities one or several fan embassies.

These initiatives were even more useful as both countries were confronted with new problems emerging within the framework of the large-scale tournament. Indeed, the small distance between the host cities on the one hand, and the limited accommodation capacities of certain cities on the other hand, required the optimisation of the information given to the fans.

Although the international co-operation was one of the driving forces of the project, the cities were responsible for the organisation of this event. Our device was always meant to respect the specific characteristics of each city. Therefore, we made sure that the personnel worked under their actual authority, thus allowing a better co-ordination between the coaches on the one hand, and the prevention actors on the whole as well as the associations in the cities, on the other hand.

In the same spirit, the Belgian Ministry of the Interior has granted subsidies to the country's main cities to enable them to develop activities for the local population and in particular on behalf of young people in disadvantaged neighbourhoods. This will be dealt with at a later time.

4. AN INTEGRATED PREVENTION APPROACH

Violence prevention is a long-term job, the nature of which demands naturally a multidisciplinary approach. From the elaboration of the Euro 2000 project onwards, the Ministry of the Interior made sure that the cities were the direct beneficiaries of the subsidy so that the device relied on the pre-existing structures in every city.

Nevertheless, this raises some problems among which the absence of a total coherence is the most important. The notion of prevention did include many different aspects, and every city was able to sort out the elements corresponding with its own vision of prevention. Organizing a tournament for young people or placing monitoring cameras in a neighbourhood are two fundamentally different conceptions of prevention. As this example taken from Euro 2000 shows, the local preventive devices gave sometimes discordant images with regard to the aims of the public authorities. A more constraining position of the subsidizing authorities with regard to the assignment of the budgets in the cities and municipalities concerned, would have made it possible to develop a more homogeneous set of activities.

An integrated approach to prevention supposes a global consensus about the implemented devices and their complementarity. At the national level, our project was developed within the framework of a large dialogue with all the services involved in the smooth progress of the event. The different departments of the Ministry of the Interior integrated a workshop consisting of representatives of the Ministry of Foreign Affairs, Justice, Public Health, Transport and Mobility, etc. In practice, these meetings led to concerted actions merging the different approaches and experiences into a coherent and functional unity.

The Euro 2000 Foundation was responsible for the security inside the stadiums. However, we had an important role to play before the games, as the events preceding a match influence the attitude of the fans inside the stadium. In that perspective, welcoming the fans in the embassies, the information handed out about the objects that are prohibited in the stadiums, etc. directly contributed to the smooth progress of the matches. During the tournament, the collaboration with this private partner was not as we expected. On several occasions, mainly to settle ticket problems, we were not able to reach a member of the Foundation. To obtain optimal efficiency, the private partners



The fan embassies

1.1. THE FAN EMBASSIES

1. THE PRINCIPLE

During the European Football Championship 96, England set up a fan embassy in each of the host cities. The Netherlands and Belgium drew their inspiration from that model for the eight host cities of Euro 2000.

Belgium opted for a system of two embassies per host city. In the Belgian system, every embassy selected a particular nation, based on the scheduled game. The day before, the day of and the day after the matches, each of the two embassies of the host city took place under the flag of one of the contenders. However, the embassies remained a place where all the fans could obtain information.

Why two embassies in the host cities? The security device in the area around the stadiums planned a spreading of the fans, from their arrival onwards, based on the colour of their ticket, which corresponded with a certain part of the stadium. Some streets were only accessible to the holders of a ticket of a particular colour. For the cities of Brussels and Charleroi, as the embassy was established in the vicinity of the stadium, the complexity of the mobility plan would have made the access to a single embassy difficult for a large part of the fans.



Spanish fan
embassy. Bruges.
Photo Lieven DUYCK

have to be bound to the same availability as the public partners for security matters.

To work out our project, we could rely on the basic work realised by the Council of Europe on the issue of violence and sports. The European Forum for Urban Security (EFUS) already had, in collaboration with organisms such as The British Council or the Office franco-allemand pour la Jeunesse, organised many symposiums on the same theme. During these meetings, the cities participating in this network, explained their experiences with this problem. All these reflections lead to the same observation: there is no unique answer to the problem of sports-related violence, but there are a number of convergent actions originating from the associations as well as from the institutions.

The scientific world also contributed to the development of our prevention project. Especially the work realised by the department of criminology of the University of Liège in its preparatory study on Euro 2000 should be emphasised.

The collaboration with the Netherlands shall be discussed later on. However, we already pointed out that the Belgian-Dutch axis was one of the foundations of the project's success.



On the other hand, the presence in one single place of personnel of the official embassies, translators, fan coaches, etc. originating from two different nations, posed practical problems and risked putting the efficiency of the service.

Finally, the choice of two embassies mainly met the need of security. For the nations with a well-known antagonism between fans, a single embassy could have caused serious conflicts. Such a scenario would have jeopardised the actual existence of the embassy.

We emphasise that this system has proved to be efficient, since it lead to a better flow of the visitors and a more goal-oriented information. We could not deplore any serious incident in the embassies.

Parallel to this device, three transit cities received a budget to create a sole embassy.

The embassies formed the official and privileged link between the host cities and the fans on the whole.

At the embassies, the fans could obtain information and/or help concerning:

- The matches

Brochures, written in the main European languages and with regard to the location of the stadium and the mobility plan, were handed out at the embassies to all visitors. A leaflet specified which objects were forbidden in the stadiums, as well as the main lines of the "football law." This law, promulgated in December 1998, defines the constitutive elements which can justify an administrative arrest of the offenders.

- Accommodation

Questions regarding accommodation represented already almost 30 % of the demands registered at the embassies. The embassies' personnel was in permanent contact with the tourist services, thus allowing to offer continually updated information to the fans. In certain cases, representatives of the local and/or regional tourist office completed the embassy team.

In spite of limited accommodation facilities in certain cities, the quality of the communications between the different (municipal, regional and national) services prevented major problems. These questions represented more than 30% of the registered requests.

- Mobility

Information about mobility mainly concerned the public transport, the car parks and the walks. City maps as well as bus, tram and underground timetables were distributed. The embassies also possess the maps of the other host cities and the localisation of parking and ride car parks offered by these cities. On the whole, the mobility problem represented almost 25% of the requests.

- Leisure time

During Euro 2000, many cultural or other activities were organized in the different cities of the country. Some of these activities were specifically concerned with the local population, other activities were organized for the many fans present during the event.



Portuguese fan embassy.
Brussels.
Photo Call Agency

Particular initiatives, such as the fans' villages offered in Brussels, attracted a large number of foreign visitors.

The role of the embassies consisted in distributing a maximum of information about these events, so that the fans staying in our country could also enjoy themselves outside the match periods.

- Broadcasts of the matches

In order not to attract a crowd of fans without a ticket, no information was given beforehand about the possible broadcasts. However, for the fans who were present, the embassies relayed, case by case, the necessary information about the broadcast on small and medium screen. The local authorities were clearly advised not to broadcast on large screens, for security reasons. These questions, as well as those about the leisure time, represented more or less 10% of the demands.



*Czech fan embassy. Liège.
Photo Isabelle HEUCHAMPS
and Manu COMERON*

- Theft and loss of documents

The embassy could, thanks to the diplomatic personnel that was present, immediately solve the problems regarding theft and loss of official documents (passports, etc.). The other cases were passed on to the appropriate services (police, municipal authorities, etc.). In certain cases, the embassy could provide translators to accompany and support the plaintiffs.

Theft and losses represented 10% of the requests.

- Ticket sale

The ticket sale depended directly on the Euro 2000 Foundation. In certain cities, a representative of the Foundation was present at the embassy. However, we regret that this presence was not systematic (15% of the requests).

- Health care

There were some requests for dental care and general medicine. The visitors were referred to the appropriate people or services.

- Various requests

Many questions dealt with more contextual problems. For instance, Charleroi was confronted with the problem of the foreign currency exchange, as the banks were closed on the day of the match or were closed too soon. Moreover, there is no exchange office in Charleroi, as is the case in the more tourist cities.

These more specific questions represented more or less 10% of the requests in each city.

2. THE LOCATION AND THE MARKING-OUT OF THE EMBASSIES

Two approaches have to be distinguished in the choice of location of the embassies. Brussels and Charleroi opted for a location near the stadium. Charleroi by force of circumstances, as the stadium is situated in the town centre, and Brussels in order to incorporate the embassy in the larger project of the fans' village. The surroundings of the King Baudouin Stadium do in fact allow this type of installation. In Bruges and Liège, the embassies were situated near or in the town centre.

The choice of these locations had an evident impact on the functioning of the embassies. Since the embassies of Bruges and Liège were





situated in the town centre, they were able to provide work prior to the matches, whereas the embassy of Because of the above-mentioned characteristics, Charleroi could combine these two parameters. Brussels has mainly been active during the periods just before or after the matches.

Each one of these embassies was marked out across town. A common logo for the eight host cities allowed the fans to easily identify the marking-out. A flag specified the nationality of the embassy, according to the matches. In addition, leaflets and humorous post cards invited the fans to go to the embassies by following the "fan embassy" signs.

Finally, the fan coaches and the police forces served as "mobile ambassadors" by referring the fans to these information points.

REMARKS

- In general, it seems obvious that the best locations for an embassy are the town centre and the stadium. In the area of the stadiums, the distribution of a minimum of information seems to be sufficient.
- For more serious problems (theft of documents or attacks, for instance), the city of Charleroi had set up an independent structure at the town hall, in order not to paralyse the activities of the embassy. This system has given satisfaction.

3. THE PERSONNEL OF THE EMBASSIES

Each embassy had base personnel at its disposal, i.e. two people who were recruited by the town for the entire duration of the tournament. The day before, the day of and the day after the matches, this team got reinforced by two fan coaches and by representatives of the official embassy of the country concerned.

Translators, representatives of the Tourist Office, members of the Red Cross, etc. could be added to this basic plan of action. It was up to the city to decide on these possibilities.

The staff who was present had to be able to offer a follow-up to all the fans' requests, at the risk of being nothing but a relay amongst

others. The presence of the diplomatic personnel is, from this point of view, a fundamental element of the device.

4. THE EMBASSIES IN THE TRANSIT TOWNS

Three transit towns also received a grant to develop an embassy: Antwerp, Ostend and Mons. The choice of these three towns was based on three different criteria. Antwerp is the second largest town in the country and offers great tourist attractions and a first rank hotel capacity. Moreover, its geographical situation made it an important transit town for the fans from the Netherlands. Ostend on the other hand is situated in the centre of the transit between England and Belgium. Following the example of Antwerp, it also has great accommodation facilities and offers numerous entertainment possibilities (disco, casinos, etc.). As for Mons, situated at a few kilometres from Charleroi, there was an important local festival going on at the time of Euro 2000, which was likely to attract many German and English fans.

Antwerp did not open an embassy after all, because it considered its accommodation and information structures sufficient, whereas La Louvière created an embassy on its own initiative.

These embassies had a similar function to that of the host towns. Brochures on the four host towns were distributed and specialised personnel could guide the fans.

Except for Ostend, the activities of the fan embassies in the transit towns were quite limited. Contrary to our expectations, the fans had little attention for the outlying towns and the host towns remained the centres of attention.

5. THE NUMBER OF PEOPLE VISITING THE EMBASSIES

The number of people visiting the embassies was most variable, according to the location of the embassy, the day of the match and especially the teams in contention. On the days of the matches, 2000 fans on average visited the embassies that were put at their disposal. During the whole tournament, about 40.000 people called on their services. About 80% of the visitors have gone to the embassy the day of the match, 15% the day before and 5% the day after.

SURVEY OF THE NUMBER OF PEOPLE HAVING VISITED THE EMBASSIES

Place	Date	Match	Embassy of .../ Number of visitors	Embassy of .../ Number of visitors
Brussels	10/06/00	Belgium - Sweden	Sweden: 1050	Belgium: 150
	14/06/00	Belgium - Italy	Italy: 1150	/
	19/06/00	Belgium - Turkey	Turkey: 2500	/
	24/06/00	Italy - Rumania	Italy: 2400	Rumania: 750
	28/06/00	Portugal - France	Portugal: 1350	France: 7000
Bruges	11/06/00	Denmark - France	Denmark: 600	France: 300
	16/06/00	Czech Republic - France	Czech Republic: 700	France: 400
	21/06/00	Spain - Yugoslavia	Spain: 1100	Yugoslavia: 400
Charleroi	25/06/00	Spain - France	Spain: 2000	France: 1000
	13/06/00	Yugoslavia - Slovenia	Yugoslavia: 300	Slovenia: 500
	17/06/00	England - Germany	England: 2300	Germany: 1900
Liège	20/06/00	Rumania - England	Rumania: 250	England: 2700
	12/06/00	Germany - Rumania	Germany: 1250	Rumania: 300
	18/06/00	Norway - Yugoslavia	Norway: 3000	Yugoslavia: 100
	21/06/00	Denmark - Czech Republic	Denmark: 2000	Czech Republic: 80
Ostend	Total number of visitors during the tournament (sole embassy):		810	
La Louvière	Total number of visitors during the tournament (sole embassy):		114	
Mons	Total number of visitors during the tournament (sole embassy):		30	

REMARK

Given the limited success of the fan embassy that was reserved for the Belgian fans in Brussels during the opening match, the town has decided not to renew the device for the other matches of the national team. It seems to be necessary to re-evaluate the usefulness of the local fan embassy, as practice shows that the embassies do not fulfil the needs of the target public.

III. THE FAN COACHES

In the preliminary phase of Euro 2000, the countries participating in the tournament had made a particular effort concerning the supervision of the fans coming to Belgium or the Netherlands by means of package tours. No particular measure had been taken for the coaching of the other fans. To compensate for this lack, the PSPP, together with the Netherlands and the host towns, set up teams of fan coaches.

For each of the participating countries, on average six coaches were recruited.

1. THE RECRUITMENT

In collaboration with the Netherlands, the recruitment occurred by means of contacts with the different national football federations, which had provided us with lists of candidates. For the countries that already have a tradition of fan coaching, we tried to directly work with the existing structures (FSA in England and KOS in Germany, for example).

This recruitment took the nature of the expected public into account. For Yugoslavia, Turkey and Rumania, the organising countries thus recruited fan coaches amongst their fellow citizens originating from these countries. This choice was based on the idea that the majority of the fans of these nations, present during the tournament, would be originating from the local population of the organising countries or from neighbouring countries (Germany, France, etc.). We underline that, in practice, the recruitment of personnel originating from these countries caused a number of administrative problems (visa, work-permits,...).

Among the expected qualities of the coaches, autonomy and a sense of communication were our principal selection criteria. Moreover, each fan coach had to adhere to our policy and had to be willing to join it unreservedly. Persons who or organisations which refused to accept to work following the principles we had defined for their missions, were not integrated in our device. This was the case for the KOS whose philosophy was not geared to ours.

2. THE TRAINING

From the 5th until the 8th of June 2000, the Netherlands and Belgium organised a training course for the fan coaches and the guides who were going to participate in Euro 2000, which took first place in Brussels and then in Utrecht. This training followed upon a first experiment in March 2000 within the scope of the friendly match between Belgium and the Netherlands. It was composed of a theoretical part (role of the coaches, preventive and police plan of action, legislation, etc.) and a practical part (logistics, visit of the towns, etc.).

This training proved to be very useful, given the different approaches to the coaching of the fans and given the different methods used in each country. However, these few days could only deal with the problems proper to Euro 2000. The training sector is certainly one that will need the utmost attention in the future. Learning how to coach the fans must be seen in a perspective of in-service training that takes the evolution of the phenomenon into account.



*Training of the fan-coaches.
Brussels.
Photo: Yves VAN DE VIOET*



3. STEWARDS AND FAN COACHES

The reading of the national and international press shows that the differences between stewards and fan coaches have been on the whole misunderstood. The stewards were active inside the stadiums and had no prerogative whatsoever outside these stadiums. The fan coaches, on the contrary, have worked essentially in the inner cities. This distinction of tasks corresponds to the responsibility zones of the organising countries (the stadiums) on the one hand, and of the local authorities on the other hand.

4. THE FAN COACHING DEVICE: PRINCIPLES

4.1. THE PRINCIPLES

Although the fan coaching device had great ambitions, it had to take into account the relative narrowness of the human means in comparison with the expected mass of fans. More than one million visitors were supposed to come to Belgium and the Netherlands, and our staff was limited to about a hundred coaches. It was therefore obvious that communication would be the principal factor of success or failure of the project.

The purpose of the implemented communication strategy was to avoid the isolation of our device by integrating it into a more far-reaching network installed by the Ministry of the Interior.

By being in constant contact with the Management Unit Euro 2000* and the Joint Information and Co-ordination Unit (JICU)**, we could be informed of the general evolution of the situation, but also of the specific places where our presence proved to be necessary. Similarly, we had regular contacts with our colleagues from the Netherlands in order to judge the appropriateness of sending a team in either country.

(*) The Management Unit Euro 2000 consisted of representatives of the services of the Prime Minister, of the Ministry of the Interior (Civil Protection, Foreigners Office, Permanent Secretariat for the Prevention Policy and General Police of the Kingdom), of the Ministry of Health, of the Ministry for Foreign Affairs, of the Ministry for Telecommunications, Public Enterprises and Participations, of the National Magistrate, of the Joint Information and Co-ordination Unit and of the host countries. MS Monique DE KNOP, Substitute General Director of the General Police of the Kingdom, led this unit.

(**) The mission of the JICU was to co-ordinate the police information at the national level. This unit was supervised by Colonel Herman BAKI.



Swedish fan-coach team.
Brussels.
Photo Yves VAN DE VLOET

In practice, the coaches followed the fans of their national team on their travels in Belgium and the Netherlands, according to the calendar of the matches. They were present the day before, the day of and the day after the match in the host town. Once this period over, they went to the town where the next match was going to take place.

The plan of action provided for two coaches to go inside the stadium, to keep contact with the fans, and also for two other coaches to work at the fan embassy and for the last two coaches to be present in the town centre. This theoretical scheme wasn't always been followed because, on the one hand, some fan coaches teams had tickets for the matches of their team and were advantaged to enter the stadium, and because, on the other hand, decisions had been made at the local level so that all the fan coaches would be present in the stadium. In the first case we were obliged to impose financial penalties against the concerned teams.

Each group was followed by two reference guides (cf. infra), one for Belgium and one for the Netherlands.

The coaches mainly worked in the eight host towns. Whenever necessary, they could go to another town if an important mass of fans had been reported there (for example, the English in Ostend).

4.2. THE FAN COACHING DEVICE: THE ACTORS AND THEIR RELAYS

4.2.1. The support centre

The support centre had to ensure the cohesion of the whole project and the supra-local follow-up. Besides the logistic aspects of the project, the unit installed within the PSPP ensured the general coherence of the actions carried out at the local level by the fan coaches. In agreement with the host towns, the support centre could modify the field device according to the information it possessed. Being in permanent contact with the Joint Information and Co-ordination Unit (JICU), the local prevention services, the Management Unit Euro 2000 and our colleagues from the Netherlands, the support centre could inform the field actors and reorientate their action. The support centre was open 24 hours a day.



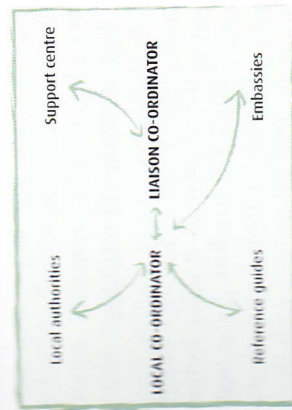
the support centre was also an important partner for the gathering and spreading of information concerning security. The JICU was regularly informed about the field recordings made by our teams on the general evolution of the situation, but also on the particular situations generating potential outbursts. If the ascendant communication functioned properly, it is to be noted however that not enough information went back to the support centre. This conclusion leads us to mention again the necessity of the recognition of the prevention services as a full partner in the security actions.

Finally, the support centre tried to solve the problems encountered in the field by the staff on the whole (travel problems, accommodation problems and integration problems within the local structures, etc.).

4.2.2. The local co-ordinators and the liaison co-ordinators

In every host town, a person was in charge with the follow-up of the project at the local level. This person worked in synergy with a liaison co-ordinator, who was in charge of the logistic support and of the communication between the local authorities and the federal government for all problems concerning prevention.

The local co-ordinator supervised the local devices and in particular the actions of the embassies. S/he represented the indispensable connection between the municipal authorities and the fan coaching device. As a representative of the town, s/he had authority over the entire staff present in the field.

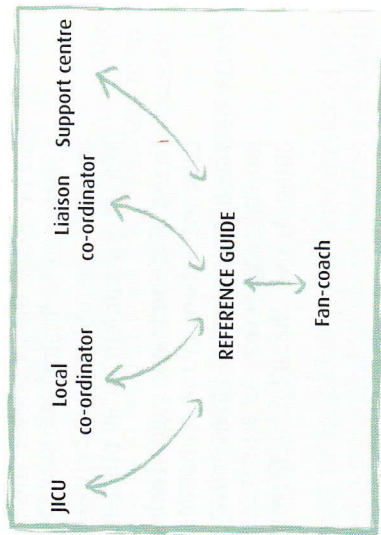


4.2.3. The Guides

The guides are the keystone of the device. There were five guides for Belgium (and five for the Netherlands), whose task consisted in following and supervising one or more fan coaching teams. In the field, they were the actual connection between the municipal (by means of the local co-ordinator) and the federal authorities on the one hand, and the coaches of their reference nation on the other hand. All the ascendant and descendant information went through them.

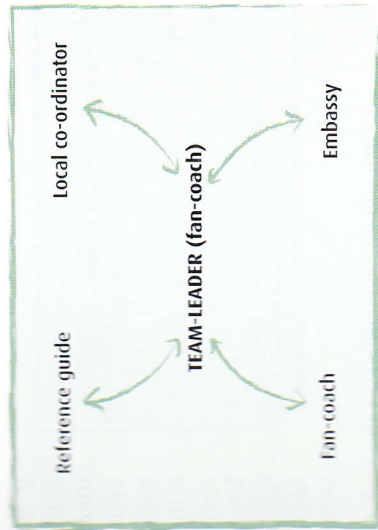
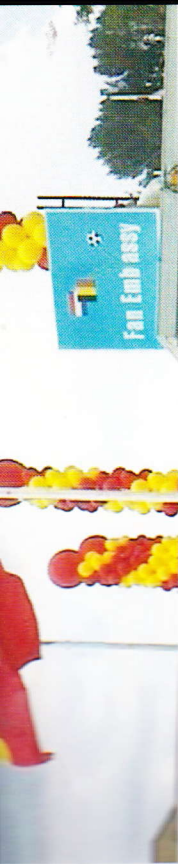
Unlike the coaches, the guides stayed the whole time in the same country. Each time the coaches changed countries, they got another guide.

The guides had to work with a contact person at the JICU to report all urgent pieces of information regarding security (see below).



4.2.4. The team leaders

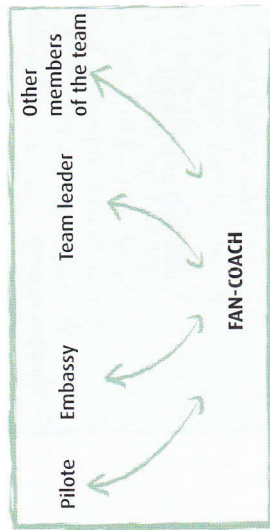
Each group of coaches designated a team leader. This team leader served as a relay between the local co-ordinator and the other fan coaches. S/he was the group's spokesperson and the guide's privileged contact person. However, all the coaches were in constant contact with the guide.



4.2.5. The fan coaches

The main duty of the coaches consisted of the supervision of the fans present in the two organising countries, with the aim to give an added value to the good reception of the fans. This supervision got realized by the spreading of a maximum of information to the fans who were present and by the quest for solutions to the problems encountered by those fans. This work proved to be an essential complement to the embassies' device. In a way, the coaches functioned as "mobile ambassadors." They ensured the relay between the fans and the local structures. In order not to give a tedious enumeration of their activities, one can describe the role of the coaches as providing all the necessary services for a good welcoming of the fans.

Another essential function of the coaches was the mediation work. We have tried to form a bridge between the police forces and the fan groups. Whenever possible, the coaches tried, by means of dialogue, to defuse the tensions and to avoid police intervention. Such actions are only possible if the officials in charge of the maintenance of law and order consider the coaches to be worthy interlocutors. An integrated prevention policy is indeed only conceivable if the role of each actor is respected. Still, a lot of progress has to be made in the recognition of the place that prevention has to occupy in the security problem.



It seems to us that certain incidents could have been avoided if mediation had been used more systematically. Within the framework of the outbreaks registered during the opening match, it seems evident that a better dialogue between the local police and the prevention services would have allowed a more limited intervention of the police forces.

Finally, the coaches had the task to inform their guide about the elements that could have influenced the positive development of the events. It has to be stipulated right away that this information was in no case of an individual nature. The coaches have never worked as "informants" of the police. The provided information was of a general nature and its objective was to avoid that major incidents would take place.

4.2.6. General communication scheme

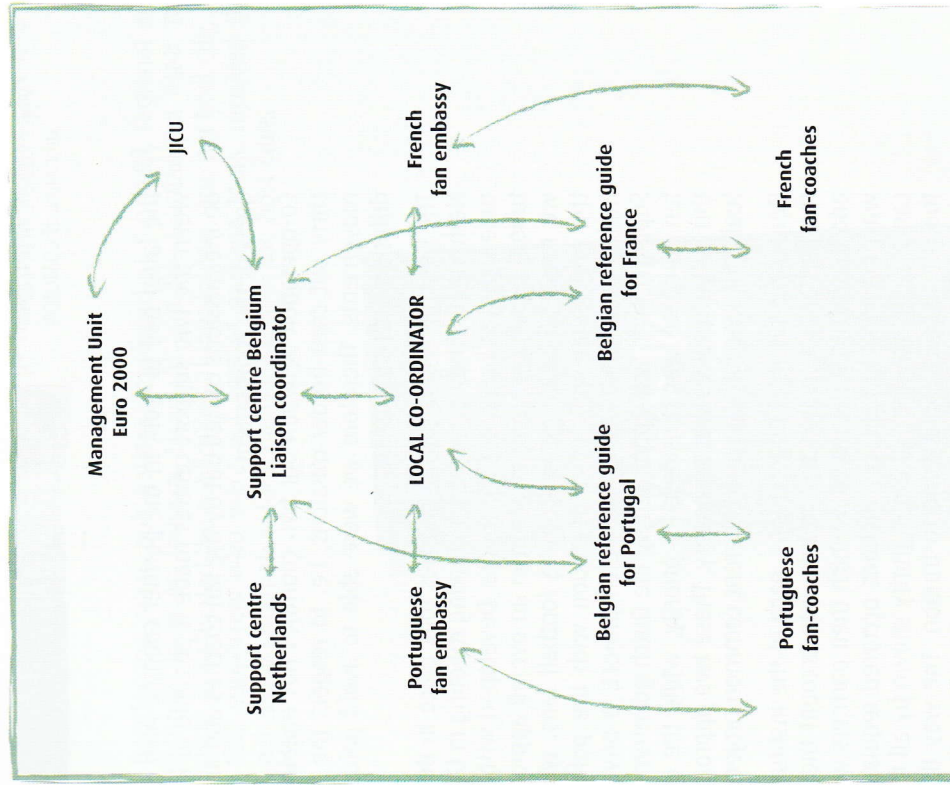
The schematic diagram displayed below (p. 27) gives a simplified overview of the functioning of the device. We took the match Portugal-France in Brussels as an example.

5. CO-OPERATION BETWEEN BELGIUM AND THE NETHERLANDS

Co-operation between two nations is a complex exercise. Although Belgium and the Netherlands share many common points, there are also numerous national cultural and social differences. One of the main merit of our two countries is that they were able to put a common objective over national concerns.

During international seminars and bilateral meetings, a common notion was gradually developed regarding the prevention policy that had to be carried out during Euro 2000.

Generally speaking, the devices developed in Belgium and in the Netherlands are similar. However, slight differences in the working methods of the embassies can be noted. The Netherlands opted for a single embassy in each host city. We have already explained the rea-



sons for the setting-up of two embassies. Because of the nature of some matches that were played in Belgium, we applied the precautionary principle in order to avoid that a large number of fans of opposing teams would come face to face.

Through the national support centres, both national structures were able to remain in touch with the fan coaches of all nations, even when



Party organized by the
Danish fans in Liège.
Photo Isabelle HEUCHAMPS
and Manuel COMERON

the latter had to work in the partner country. Also, the contacts between the two support centres made it possible to keep an overview on the missions carried out by the fan coaches and on the general progress of the tournament.

Co-operation between our two countries has enabled our coaches to carry out cross-border missions, i.e. to respect the logic of the fans' movements. Therefore we were able to avoid paradoxical situations differing policies can lead to.

The general training of fan coaches took place in Brussels. As for the Netherlands, they organised a working meeting in Utrecht on the attitude to adopt regarding the media. Developed within a federal institution, the Belgian project stood in an overall approach of security. If we mostly focused on welcoming football fans, we also considered the arbitration work in co-operation with the police services as of major importance. As to the Dutch project, a private partner (Euro Support), who was appointed by the Dutch government, set it up. The fan guidance was considered a priority, while the co-operation with the police services was secondary. These two approaches could eventually be concentrated in a coherent common project.

During the bilateral negotiations, each of the institutions in charge of the preventive section had to take into account the legal framework and the financial means with which their partners were working. This was not an easy task and frictions occurred regularly. However, one can only be delighted at the maturity shown by all the participants so that the project could come to fruition. The way the device worked shows that we had followed the right way.

IV. BROCHURES AND AWARENESS CAMPAIGNS

Besides the many publications developed at the local, regional and national level on tourism, transport and the tournament itself, the PSPP co-ordinated the publication of four folders, one per host city, so that supporters who were not part of package tours, received the necessary information for a pleasant stay in the host cities.



These folders contain:

- a common part relating to security, developed by the PSPP in consultation with the General Police of the Kingdom;



Parking-watchers V. THE PARKING - WATCHERS

- a stadium map;

- a city map showing the park-and-ride car parks, the fan embassies, the hospitals, the different emergency services, the tourist information centre...;

- the addresses and phone numbers of the different emergency services, of the fan embassies and of the tourist information centre that could supply the fans with up-to-date information.

These were printed in several languages: at least the three national languages of Belgium plus English.

They were distributed in the fan embassies, in stations, airports, park-and-ride car parks as well as in all places where fan coaches were at work.

Furthermore, the PSPP organized an awareness campaign supported by a set of humorous cards depicting how fans were expected to behave. Four cards were made by Anne-Catherine Van Santen, and were distributed in four languages (German, English, French and Dutch).

200,000 cards were printed and distributed throughout Belgium through the local prevention centres and the fan embassies. Several thousands of these cards were supplied to our Dutch counterparts.



During each of the 15 matches played in Belgium during the tournament, a group of 40 parking-watchers (students) were present in the car parks reserved for the fans.

Their task was to make the public aware of the issue of theft of and in cars. To this end, they handed out folders that contained the elementary security rules and advice. Car drivers were also informed about the objects banned from the stadiums, so that harmless objects such as umbrellas would not have to be confiscated at the entrance. At the end of the match, parking-watchers lent a hand to help coordinate the departure of cars and to regulate the traffic flow.

The presence of those parking-watchers had a deterrent goal. The control they were carrying out could under no circumstance lead to a physical intervention. Should a problem have occurred, the parking-watchers had to call the police forces they were in contact with.

During the whole duration of Euro 2000, no theft or damage was reported in the car parks we were controlling. This action was strongly appreciated by the police forces as well as by the motorists.



Parking-watchers. Brussels.
Photo Call Agency



Neighbourhood prevention

VI. THE NEIGHBOURHOOD PREVENTION

To make an international event successful, it is necessary to involve the local population in the project. Thus, besides the device developed at the national level to coach the fans, the Belgian Ministry of the Interior has granted subsidies to several towns and municipalities in order to develop preventive actions aimed at the so-called "sensitive" areas.

As a whole, more than thirty towns and municipalities have benefited from these subsidies. The measure dealt with towns where preventive structures were already in place (cities benefiting from a security or prevention contract). The project relied on an experienced network of social and preventive supervision and thus was not created ex nihilo.

The goal of this process was twofold: on the one hand, avoiding a feeling of frustration within part of the local population. International events are more and more aimed at well-off audiences, as evidenced by the often prohibitive cost of tickets. At all costs, one had to avoid that some part of the population felt excluded from the celebration. On the other hand, the experience gained during the 1998 World Cup shows that, more than between rival fans, violence can break out between the fans and the local population. Therefore, we had to develop activities likely to divert the youth from the appeal that the prospect of clashes could have for them.

The goal of the devices put into place was to diffuse and encourage the values of respect and tolerance through multicultural activities and awareness campaigns. The prevention services proposed alternative activities for the youth and tried to create a friendly atmosphere surrounding the event.

Further to this primary prevention, actions were carried out in co-operation with the police services in order to limit the possible causes of tension and outbreaks.

It appears that one of the fundamental tasks of our approach has been the respect of the cities' specificity. Once the goals had been defined, the cities developed the activities and structures that they deemed



Party organized by
the Danish fans in
Liège.
Photo Isabelle
HEUCHAMPS and
Manuel COMERON
(detail)



the most suitable to promote security. Actions carried out at the local level were based on two main lines :

1. PRIMARY PREVENTION

Actions of primary prevention aim at the population as a whole and act on general sociological factors. In the framework of Euro 2000, several actions led by this principle were carried out. Awareness campaigns were organised in many municipalities. They focused on the festive aspect of the event and on the notion of fair play. Other, more practical themes, such as alcohol-related dangers, picking-pockets... were tackled.

More specifically targeted information was spread in order to reassure residents living in the vicinity of the stadiums and the café and restaurant owners. Campaigns like this have major consequences. A "disaster" approach of the event would have resulted in a "dead city" phenomenon around the stadium and in town centres. Our view has always been that inactivity and boredom are elements likely to cause troubles, hence the need to maintain or create a relaxation or leisure-friendly environment.



*Fan assembly at the Bourse, Brussels.
Photo Olivier ANCIAUX*

Information aimed at café owners was often accompanied by work in the field of situational prevention. The goal was to change specific conditions that were considered as causing trouble. In some areas, owners were requested to sell only beverages in plastic cups with an alcoholic level lower than 6°. They were also invited to promote a behaviour of tolerance in their business (posters, election of the most fair play fan...) and to welcome street workers and police forces. Municipalities where these steps got systematically taken, have seen very positive effects on the behaviour of customers and on the way security officials were received. The key factor to that success lays in imparting the responsibilities to the personnel and managers of these establishments. Within that context, people acting for prevention and police forces are seen as partners and not as an outside, restrictive presence.

2. SECONDARY PREVENTION

Actions of secondary prevention, directed at groups seen as vulnerable, aim at reducing criminal offences. Actions carried out during Euro 2000 were more specifically targeted on the so-called "sensitive" areas. Many sport activities have been organised in those areas. These achievements were actually the continuation of the local policies of integration carried out through sports. These activities enable the youth to become more independent, to become better structured. Practising a sport requires from them that they observe the rules, in other words, it develops their relation to the law. Thus law is no longer perceived as a mere argument that precedes repression, but as an organisational necessity.

Tournaments or sport initiations were organised in all cities and municipalities taking part in the project. The general results of this part of the preventive device were extremely positive. First of all, these tournaments represented a unifying element between young people of various origins. Although hundreds of teenagers met in these often-sensitive neighbourhoods, no incident was reported. None of the activities required action or specific mobilisation of the police. As to the very low number of confrontations between the fans and the local population, it can most likely be attributed to the alternative occupations proposed to the youth.

The prevention activities were not restricted to the area of sports. It would be tedious to list all activities that were proposed during Euro 2000. Through a major collaboration with the associations, the cities and municipalities that took part in the project were able to propose an impressive range of activities. During Euro 2000, scores of thematic evenings, concerts and other get-togethers were organised to transform the event into a party for all. The projects sometimes took a most unexpected form, such as the "fair play buses" that rode through the streets and that transported fans of opposing teams, or young people from underprivileged areas who sailed down the Meuse in barges to meet youth of other areas or other cities.

Prevention actions trying to change concrete situations that can likely lead to conflicts have also been carried out. We have already mentioned the actions carried out in bars. For some hard-core fans, the local fan coaching organised the broadcast of the matches in locations away from the city centre, so that these fans would not go out and meet the hard-core fans of the foreign teams. Finally, some municipalities also organised mixed patrols in sensitive areas. Comprising members of the police forces as well as social workers, these patrols had to draw up a multi-level approach of the problems. However dialogue on the one hand and repression on the other hand have their limits, the fusion of both approaches has proved to be very efficient, since the presence of social workers has led to an improved contact between the youth and the police forces.

CONCLUSION

Euro 2000 did not turn out to be what had been announced as chaos. Of course, we have to take notice of the few local incidents, but if one takes the evolution of hooliganism in Europe into account, one should rejoice that the troubles were rather limited.

The first people to whom this success may be attributed are the fans themselves. The general atmosphere that prevailed during Euro 2000 was excellent. This can certainly be attributed to the efforts made by Belgium and the Netherlands to host football fans.

During the tournament as a whole, the embassies endlessly proved their usefulness and their efficiency. Adapted, by a suitable choice of staff, to the different cultures and sensitivities of the countries that took part in the competition, they largely contributed to the welcoming of the fans and to the conviviality of the event.

Throughout their contact network, they also enabled the optimisation of the work of the other services (tourism, care...) by making them more easily available to foreign visitors. Embassies acted as a bridge between the cities and the fans, by reducing the gap that the use of



Between the two parking-watchers, from left to right: Manuel COMERON, local Coordinator of Luik, Jamel OURIAGHI, Liaison Co-ordinator of Brussels, Régine DITMAR, of the Office franco-allemand pour la Jeunesse, Yves VAN DE VLOET, Director of the Permanent Secretariat for the Prevention Policy.
Photo Call Agency



PROSPECTS

different languages often represents. Information, service and arbitration were the three orientations of their activities.

The work of the fan coaches seemed to be an essential addition to the fan embassies. During the matches, some of the coaches headed for the embassies in order to complement the local teams. Those who were deployed within or around the city played the role of a "mobile ambassador". The solution they found for accommodation issues, for the loss of documents... eradicated thousands of possible causes of tension.

When the co-operation with the police forces was optimal, the coaches could act as mediators. There were many examples where, rather than resorting to force, the police forces resorted to our services in order to favour dialogue-based solutions. The notion of integrated approach to security demonstrated all its 'raison d'être' during the tournament. Experiments carried out during Euro 2000 will most likely be further developed in the future. Not only in the context of sport events but also in the policy of urban security as a whole. The partnership between the prevention forces and the police forces is not only the expression of the change of mentalities in the approach of crime issues but also a necessity in the field.

Finally, we have to insist on the determination shown by the local authorities to guarantee the support, the co-ordination and the coherence of the different devices.



The device put into place for Euro 2000 will have to be subjected to further developments. However, the material and organisational difficulties that are the result of an organisation comprising people from throughout Europe make the creation of a European structure all the more necessary.

There is a specific approach for each country where a fan coaching structure has been developed. The goals, the method and the means to be used vary from a country to another, and sometimes even from a city to another one. Therefore, it is extremely difficult to gather these sometimes differing approaches around one single project. The function of a European structure for the prevention of hooliganism would not be to replace such a diversity of views with a single pattern but to find a working method in which all actors could find a place during international tournaments.

Although it appears that fan embassies can be set up without major changes for other events in the size of a European Championship or of a World cup, it would however be necessary to lay the bases for a new working method for fan coaches, the experience of Euro 2000 being taken into account.

Among the sectors open for improvement, the training of field actors should constitute one of our priorities. Due to a European project, countries that would like to develop fan-coaching structures could benefit from the experiences of their precursors, for example through the exchange and promotion of the best practices. Moreover, the production and distribution of a methodology handbook should be considered.

To conclude this overview of the experience in prevention gained during Euro 2000, here are a few suggestions that could be useful for the organisation of future events. These remarks represent a partial answer to the following question: what are the elements that would have made our fan coaching device more efficient?

- Creation of mixed teams, comprising foreigners from the contender countries and persons who lived in the host country. This approach

Photo cover:

*photomontage Fortemps on the basis of the photographs of Isabelle HEUCHAMPS,
Olivier ANCIAUX, Manuel COMERON and the company Call Agency*

would combine the experience and language knowledge of the foreign coaches with the knowledge of the host country's specificity.

- A contact person (the guide) originating from the organising country is present within each team. His/her duties include control of the group and s/he is the privileged link between that group and the prevention device as a whole. During Euro 2000, a guide sometimes had to manage several teams. In our view, optimal follow-up requires that a person is fully devoted to one team.
- The teams should be present in the host country at least one week before the event begins. Meetings should be organised by the guide with the local authorities and the local actors in the field of prevention for the different sites concerned, in order to enable co-operation with the existing devices. Similarly, consultation meetings should be organised with the associations and the police forces. Furthermore, in-depth city visits should be on the agenda so that the coach will have a good knowledge of the background in which s/he will be working. During Euro 2000, these steps were taken but due to the lack of time, not to the desired extent.
- A short document explaining the role of the coaches and how they can be contacted should also be developed for the benefit of each team's fans. The coaches' visibility should be optimised. Along the same lines, a better communication policy should enable all fans to be aware of the existence of such a device.

These remarks only constitute a ground for reflection. Future devices will be increased with the experiences of other countries.

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C O L O P H O N

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Dedicated to the memory of Nick SERCU,
Belgian Pilot of the fan coach teams during Euro 2000.

This book is also available in Dutch and French.