



FARE OBSERVER SCHEME IN

EUROPEAN FOOTBALL

SEASON 2013-14 REPORT

network
fare

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Fare Observer Scheme in European football

Season 2013-14

1 – Introduction

The Fare network developed a wide-ranging observer scheme to monitor discriminatory incidents at international matches during the 2013/14 football season. The scheme looked at UEFA club competitions and FIFA World Cup 2014 qualification matches in Europe.

Fifty international observers were recruited and trained to implement the programme.

This report aims to help review and evaluate the observer scheme launched in July 2013. We hope the report can serve to set out the achievements of this approach and as a basis for discussions to refine and strengthen the system and identify emerging issues.

2 – Background to the system

Monitoring racism and discriminatory chanting, symbols, and other displays at European football matches has been a key element of the Fare programme for many years. Fare believes that in order to tackle issues of discrimination, it is important to understand the extent of the problem in football and to communicate these issues to all actors who have the scope to take action.

Whilst monitoring of international level discriminatory incidents had been a largely non-formalised activity of network members, a systematic approach was developed as part of the Respect Diversity programme with UEFA at the 2012 UEFA European Championships in Poland and Ukraine.

Against the backdrop of the economic crisis in Europe, which has led to the emergence of intolerances of all kinds, and partly accounts for what is thought to be the re-emergence of far-right and neo-nazi hate groups in football, Fare has received a rising number of reports from within the network and external complainants.

Given this background and a resolution adopted by the UEFA Congress in London in May 2013, 'European football united against racism', as well as a FIFA resolution 'On the fight against racism and discrimination' adopted in Mauritius in May 2013, there was a need to plan and implement a monitoring system for international competitions during the 2013/ 14 season.

The observer scheme is designed to perform two main functions:

- Collect data for analysis on a European scale to understand the scope of the problem and help develop targeted solutions
- Stimulate immediate reaction to discriminatory incidents by football disciplinary bodies

We believe that highlighting incidents and ensuring that strong regulatory action is taken can help raise awareness and encourage self-regulation amongst supporters.

In the long term the data collected may be used to focus stakeholders' attention on particular problems and stimulate a proactive debate and measures to tackle the problem on the part of international governing bodies, national associations, clubs, supporters and NGOs.

3— New sanctioning system by governing bodies

FIFA and UEFA adopted resolutions on the fight against racism in May 2013 introducing stricter sanctions for the racist misconduct of players, fans and other participants of the game. The resolutions were agreed on after a series of incidents in high-profile European football matches. The new sanctioning framework for Control and Disciplinary bodies (CDB) envisages several stages of sanctions for discriminatory misconduct along with previously employed fines.

The UEFA resolution introduced a two-stage approach to sanction clubs or national teams whose supporters engage in discriminatory behaviour. For the first offence, the club or national team should be sanctioned with a partial stadium closure concerning the section where the racist incident occurred. For a second offence, a full stadium closure and a financial penalty are provisioned. Additionally, the resolution suggests state authorities ban supporters found guilty of racist behaviour from attending football matches in future.

The FIFA resolution provisions a similar two-stage approach with an initial warning, a fine and/or the playing of a match behind closed doors to be applied for the first or minor offence committed by supporters of a team. For reoffenders or for serious incidents, the sanctions catalogue includes point deductions, expulsion from a competition or relegation.

Any person involved in the game including players, coaches, officials, match officials found guilty of engaging in racist abuse shall be suspended for at least five matches, according to the FIFA resolution. Similar provisions are foreseen in the UEFA resolution with at least a ten-match suspension for players or team officials.

UEFA have also developed three-step guidelines for referees to take action if racist incidents occur during the match. If a referee becomes aware of racist behaviour, a match should first be stopped and a public warning given. Second, the match should be suspended for a period of time. Third, and after coordination with security officers, the match should be abandoned if the racist behaviour has not ceased. In such a case the responsible team forfeits the tie.

The respective resolutions also put emphasis on educational and awareness programmes accompanying the application of disciplinary sanctions. Action plans shall be developed by the competition organisers with the intention to fight all forms of discrimination among players, officials and supporters.

The resolutions and new sanctioning system shall be implemented by all member associations and introduced in their respective disciplinary regulations.

The Fare network has a third party reporting status with UEFA and FIFA, feeding reports about recorded discriminatory incidents into the respective disciplinary systems.

4— How the scheme operates

The Fare observer scheme comprises five stages:

- Assessment of matches for the probability of discriminatory incidents
- Appointment of Fare match day observers
- Pre-match day research and observation of the match
- Reporting and providing evidence of discriminatory incidents witnessed to disciplinary bodies
- Analysing results through data mapping

Assessment— All forthcoming international fixtures in Europe are examined for the likelihood of discriminatory behaviour. Fare sends observers to matches that are identified as high-risk for potential incidents of racism, extreme nationalism, xenophobia, anti-Semitism or homophobia.

The assessment is made on the basis of previous reports received and an evaluation into the nature of the fixture in its context. Fare collects information about clubs supporters from various sources, including social media and fan forums and draws on the expertise of the Fare network across Europe.

Although it is not possible to predict all potential discriminatory actions in advance, Fare tries to ensure the most thorough analysis of the risk factors, such as known far-right following of the clubs involved; political and ethnic tensions between the countries of the participating teams; and the history of club relationships. This analysis allows discriminatory incidents to be foreseen with a high level of probability.

Risk assessment is reflected in a Yellow or Red flag mechanism. Matches designated as Yellow are those where there can be seen the potential for acts of discrimination and it may therefore be necessary to conduct desktop monitoring.

Matches flagged up as Red are those where there is a high probability of acts of discrimination and to which Fare sends observers.

Observer appointment— One observer is appointed for each Red match except for those where additional risk factors are in play and require the deployment of two observers.

Research and observation— The observers conduct research and draw on their own experience prior to their designated game. They then attend the match and record incidents of discriminatory chanting, displays of far-right symbols and other examples of overt discrimination.

Incident reports— After the match, the observer files a detailed match report to the Fare secretariat enclosing photo or video evidence material. The data presented in the report is checked to be objective and a true record of the incident witnessed by the Fare observer. The verified incident report is filed with either FIFA or UEFA.

Analysis— Fare analyses the collected data of discriminatory incidents to draw conclusions as to patterns of occurrences of particular forms of discrimination and regional spread.

What does Fare report?

Fare reports all activities of discriminatory nature: racist, homophobic and sexist incidents, abuse of disabled people and far-right or extreme nationalist symbols or actions. While the Fare secretariat does not make judgments on the incidents reported, in the reports presented to the disciplinary bodies, it only includes incidents supported by hard evidence.

Fare provides expert commentary explaining the meaning of the symbols displayed or actions witnessed with particular context of their use inside the football stadium.

We also examine public broadcasting, print, online and social media coverage of matches and, wherever appropriate, file separate reports about discriminatory incidents during a match based on the media accounts.

It is our policy to report all incidents that we consider discriminatory. We are not involved in the decision making process of the disciplinary departments of governing bodies who alone make a decision on which incidents to prosecute, levels of sanctions, etc.

5— Who are the Fare observers?

Fare relies on a pool of 50 trained observers; they are experts who have been recruited from across Europe based on their background knowledge in anti-discrimination issues and expertise in the fan scene of respective countries.

All observers speak the language of the country where they have been appointed to work and are familiar with local fan cultures. The observers work on a voluntary basis and are committed to being unbiased— they cannot be a match day observer at a match involving a club that they support, or that of a close rival club.

All observers receive training and a handbook with a binding Code of Conduct before they start their work. Fare vouches for the quality of their work, and to protect the personal safety of the observers. Fare guarantees their anonymity towards third parties.

Observers are independent experts who are not required to be Fare members. Fare members, conversely, are not inevitably Fare observers.

6 – Statistical overview July 2013 – May 2014

UEFA

From July 2013 to May 2014, Fare analysed a total of 694 UEFA competition matches, highlighting 151 high-risk and potentially high-risk matches at the UEFA Europa League (UEL) and Champions League (UCL) for possible discriminatory incidents.

Fare observers monitored 49 matches. 37 reports were filed about discriminatory incidents to UEFA involving 26 clubs. The reports resulted in 24 incidents being sanctioned applied to 15 clubs in the UEL and UCL.

Three more teams were sanctioned over discriminatory incidents in competitions under UEFA jurisdiction following reports submitted by sources other than Fare observers.

Incidents reported by competition

- UCL [21 incidents]
- UEL [16 incidents]

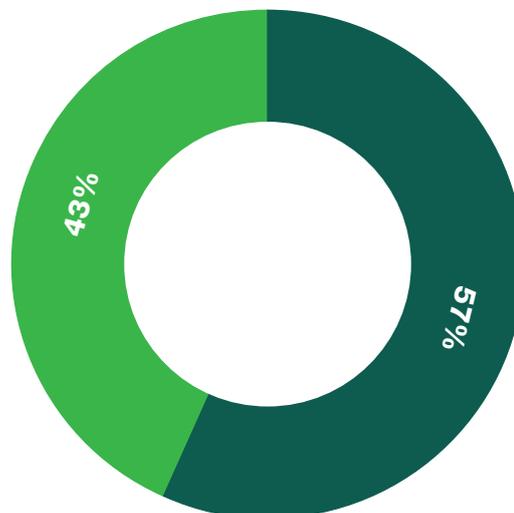


Figure 1. Proportion of discriminatory incidents reported to UEFA by Fare by competition.

Nature of the incidents reported

Discriminatory incidents recorded at UEFA Champions League and Europa League matches included far-right displays, racist, anti-Roma, anti-Semitic, homophobic abuse and the abuse of people with disabilities. About 75% of the incidents reported involved the display of far-right symbols, chants or gestures. The prevalence of far-right displays among the incidents recorded point to the scale of activity of organised far-right groups among some football clubs' following.

Nature of Incidents

- Far right
- Racism and Far-right
- Racism
- Anti-Roma
- Anti-Roma and Far-right
- Homophobia
- Homophobia and Anti-Roma
- Anti-Semitism
- Abuse of disabled people

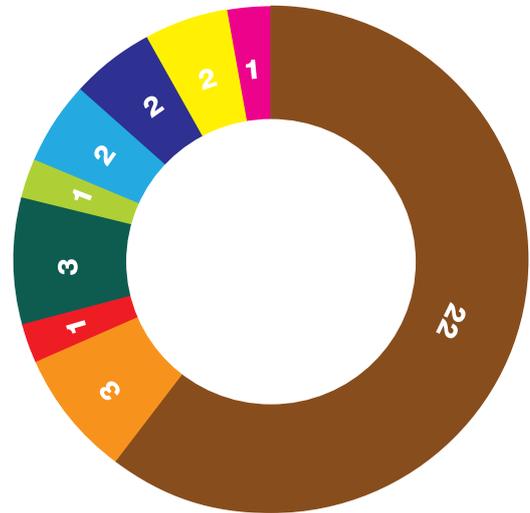


Figure 2. Nature of discriminatory incidents recorded by Fare at UEL and UCL between July 2013 - May 2014 by number of occurrences.

UEFA Sanctions

The following clubs were sanctioned by UEFA following Fare reports during July 2013 to May 2014:

Legia Warsaw (POL): Five incidents sanctioned. Partial stadium closure and €30,000 fine; Two home UEFA competition matches behind closed doors, with half of the suspension (one game) deferred for a probationary period of five years and €150,000 fine; €100,000 fine.

Usually, the UEFA CDB deals with discriminatory incidents according to UEFA's Disciplinary Regulations Article 14, which concerns racist behaviour. The CDB classified one of the five reported incidents committed by Legia supporters as a 'display of an illicit banner' and sanctioned it under Article 16 of UEFA's Disciplinary regulations.

GNK Dinamo (CRO): Three incidents sanctioned. Partial stadium closure, €25,000 fine; one match behind closed doors, €65,000 fine and one match behind closed doors suspended.

Honvéd Budapest (HUN): Two incidents sanctioned. Two matches behind closed doors (1+1 revoked the suspended previous season sanction) and €50,000 fine.

Piast Gliwice (POL): One incident sanctioned. Partial stadium closure and €5,000 fine.

Lech Poznan (POL): Two incidents sanctioned. €10,000 fine; partial stadium closure and €5,000 fine.

SS Lazio (ITA): One incident sanctioned. Initially one UEFA competition match behind closed doors, plus €40,000 fine. As a result of the appeal, the match behind closed doors was reduced to a partial stadium closure (Curva Nord) for one next match.

APOEL (CY): One incident sanctioned. Partial stadium closure for one UEFA competition home match and €45,000 fine.

Rijeka (CRO): One incident sanctioned. Partial stadium closure for one UEFA competition home match and €8,000 fine.

CSKA Moskva (RUS): Two incidents sanctioned. Partial stadium closure for one UEFA competition home match; full stadium closure for one next UEFA competitions match and €50,000 fine

Ajax (NL): One incident sanctioned. €25,000 fine; changed to partial stadium closure for one UEFA competition home match after UEFA appeal.

Olympiacos Piraeus (GR): One incident sanctioned. Partial stadium closure for one UEFA competition home match and €30,000 fine.

Zenit St. Petersburg (RUS): One incident sanctioned. Partial stadium closure for one UEFA competition home match and €40,000 fine.

Bayern Munich (GER): One incident sanctioned. Partial stadium closure of Bayern home stadium for 1 next UEFA competition home match and €10,000 fine

Real Madrid (ESP): One incident sanctioned. Partial stadium closure of Real Madrid CF Stadium Santiago Bernabeu during the next (1) UEFA competition match in which Real Madrid CF would play as a host club, and, in particular, sections 120 and 122 of the stadium Santiago Bernabeu. Additionally to display a banner with wording 'No to racism' covering the abovementioned sectors. Additionally, Real Madrid was fined €5,000.

Paris Saint-Germain (FR): One incident sanctioned. The UEFA Control, Ethics and Disciplinary Body has ordered the closure of sectors 104 and 105 of Paris Saint-Germain's stadium, the Parc des Princes, for the next (1) UEFA competition match which Paris Saint-Germain would play as the host club.

The following teams were sanctioned by UEFA following reports about discriminatory behaviour submitted by sources other than Fare.

Apollon Limassol (CY): Partial stadium closure (two sections above the tunnel) for one UEFA competition home match and €60,000 fine.

Atletico Madrid Youth (ESP): Partial stadium closure for one match and €10,000 fine.

Serbia U21: Partial stadium closure for one match and €5,000 fine.

Sanctions imposed

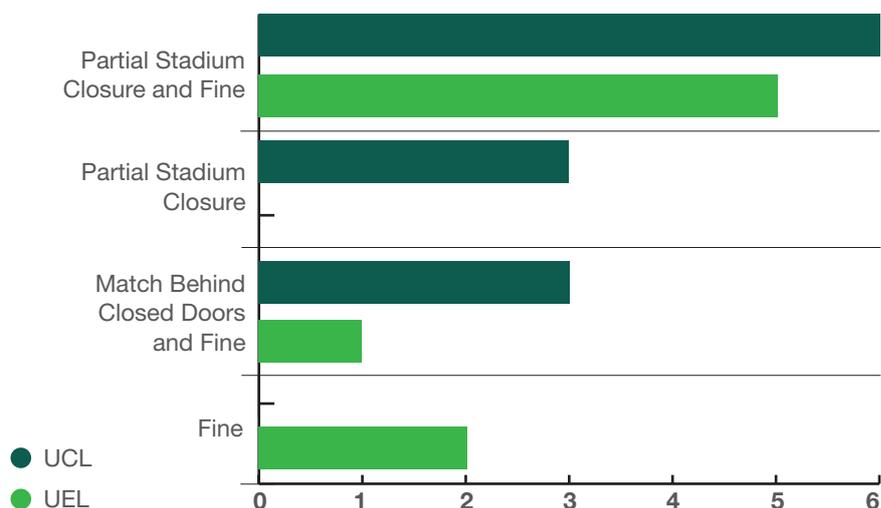


Figure 3. Types of sanctions imposed by UEFA for discriminatory behaviour by competition.

Note: In four cases UEFA CDB ruled with a single decision on two incidents committed by supporters of one club, so the total number of listed cases sanctioned is 20, not 24.

Incidents per club

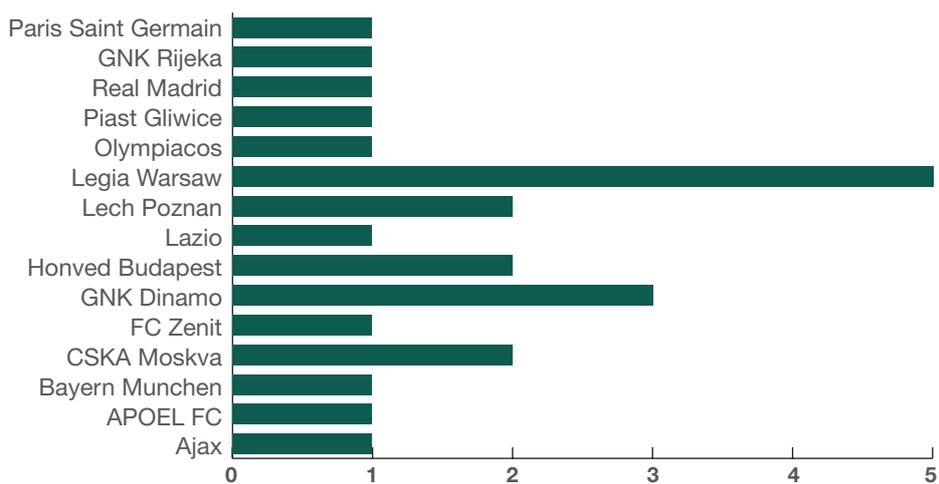


Figure 4. Number of discriminatory incidents sanctioned by UEFA in during the 2013-14 season per club.

Note: One incident committed by Legia Warsaw supporters was sanctioned under Article 16 of UEFA Disciplinary regulations.

FIFA

From August to December 2013, Fare analysed 108 FIFA World Cup Qualification fixtures in Europe and 35 international friendly matches. 22 matches were highlighted for possible discriminatory incidents.

Fare observers monitored 15 international FIFA matches. 14 reports about discriminatory incidents were filed to FIFA involving ten national teams in Europe. The reports resulted in five sanctions applied to three national Football Associations.

Incidents reported by country

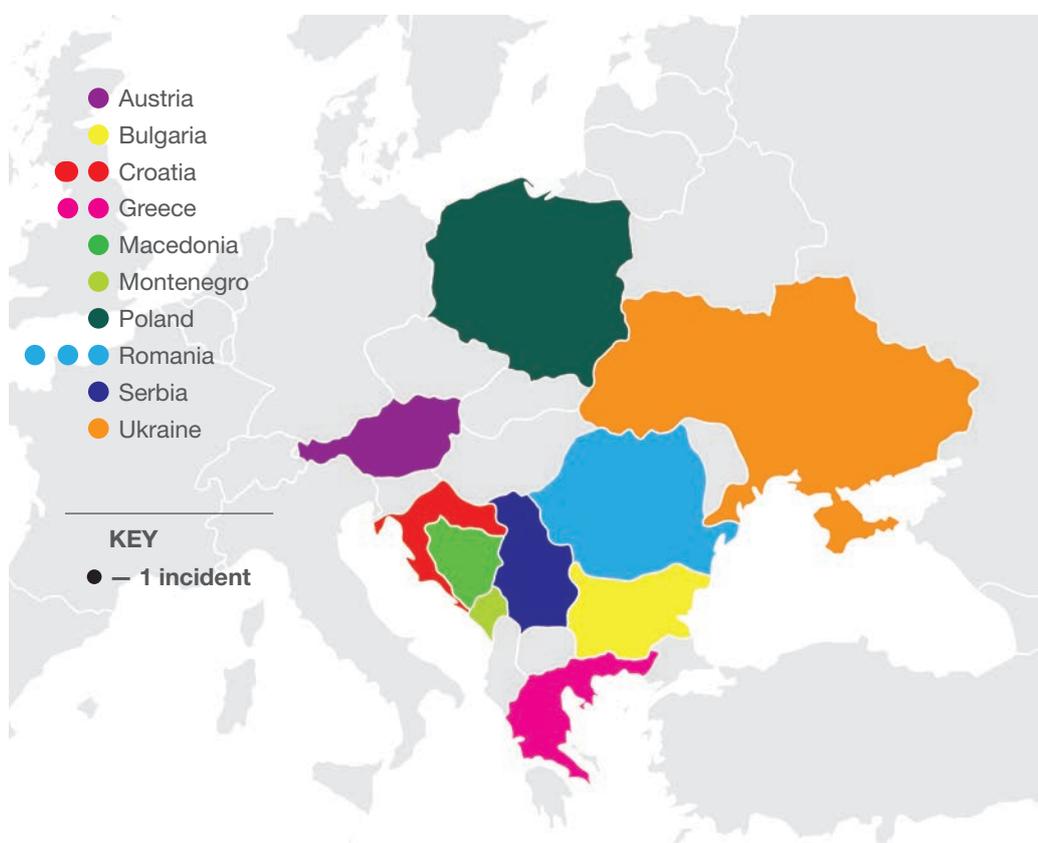


Figure 5. Discriminatory incidents reported by Fare at FIFA matches in Europe during July – December 2013.

The number of incidents reported from Eastern Europe and Balkans indicates that special attention should be given to these regions for future monitoring.

Nature of the incidents reported

Discriminatory incidents reported during national teams' matches under FIFA jurisdiction follow the same pattern as club competitions where far-right displays are dominating and often coupled with racist or homophobic abuse. Eleven incidents concerned far-right displays, one racist incident, one incident of homophobic abuse and one racist incident coupled with display of far-right symbols.

FIFA sanctions

Fare does not have a formal agreement with FIFA covering the use of the Observer system at FIFA matches, however we do send reports to FIFA when they come to our attention. At the current time FIFA does not communicate how Fare observer reports are being dealt with or the outcomes which result. The following sanctions were published at FIFA official website.

Ukraine: The Ukrainian FA was sanctioned for racism and far-right displays of their team's supporters during the Ukraine v San Marino match on 6 September in Lviv. FIFA ruled Ukraine to play the next home match of the "A" representative team of Ukraine behind the closed doors. Additionally, the team is banned from playing in the Arena Lviv stadium for the whole duration of the preliminary competition for the 2018 FIFA World Cup Russia. Finally, a fine of CHF 45,000 (€37,250) was imposed on the Ukrainian FA.

Croatia: FIFA fined the Croatian Football Federation CHF 35,000 (€29,000) for incidents during the fixture against Belgium in Zagreb on 11 October; the Croatian international Josip Šimunić was suspended for ten official matches, banned from entering the confines of the stadiums for those ten matches and fined CHF 30,000 (€25,000) for performing far-right salutes after the Croatia v Iceland game on 19 November in Zagreb.

Greece: FIFA fined the Greece FA CHF 30,000 (€25,000) for far-right displays during Greece v Slovakia fixture in Athens on 11 October; the Greece FA was fined CHF 100,000 (€83,000) for discriminatory behaviour of their fans during the play-off fixture against Romania on 15 November in Athens.

7 – Impact of the scheme

The UEFA and FIFA disciplinary action taken under the new regulations has had considerable impact in many countries across Europe. A number of national level debates were triggered and in turn have led to some measures to tackle problems by some FAs, clubs and supporters' groups.

Whilst positive developments are palpable, negative feedback in the reactions of some stakeholder have also been noted.

In Croatia a debate focused on issues of Roma and other ethnic minorities in football, far-right activity inside the stadiums and homophobia. Fare partners organised a number of activities during the Fare Action Weeks to bring together different stakeholders and formulate policy recommendations.

In Hungary the disciplinary measures applied to several clubs in the UEFA Europa League have stimulated the national association, the MLSZ, to co-host a conference during the Fare Action Weeks together with NGOs. Representatives of the clubs who were sanctioned by UEFA took part in the conference and shared their perspectives.

In Italy, after SS Lazio was repeatedly sanctioned by UEFA for racist misconduct of their supporters, a group of anti-racist fans of Lazio contacted Fare and planned a number of educational activities to challenge the situation in their fan scene.

In Ukraine the national association co-organised a conference during the Fare Action Weeks in October together with Fare members. A joint resolution to fight racism and discrimination was adopted by the participants and common actions planned.

8— Looking forward

The Fare observer scheme is being replicated, or Fare members in several countries have introduced similar monitoring systems at national level. Fare provides support in the development and implementation of similar systems to record discriminatory incidents at national competitions.

Fare is planning to continue the implementation of the observer scheme at international matches in Europe during the 2014-15 season. Matches covered through the scheme will include UEFA Champions League and Europa League, UEFA EURO 2016 Qualification and FIFA international friendly fixtures in Europe.

Fare encourages stakeholders to report discriminatory incidents witnessed during domestic competitions through the incident reporting form on farenet.org. The Fare secretariat will seek action from the relevant national football association following all evidence-based incident reports received.

Fare will conduct additional recruitment and training of match day observers from selected countries in order to strengthen capacity of the scheme.

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