Justice Committee

Offensive Behaviour at Football and Threatening Communications (Repeal) (Scotland) Bill

Supplementary written submission from the Scottish Football Supporters Association

1. Further to the Justice Committee Official Report, 3 October 2017, concerning the above Bill, we were invited to provide the Committee with specific ideas about how engagement with football fans could be improved (Column 48 of the Official Report), particularly with regard to our proposal that further work should be done on 'policing with community consent' to address inappropriate and offensive behaviour. In this regard we attach a paper entitled 'Positive fan engagement with policing at football' which sets out the approach we would recommend.

2. Further to our verbal evidence set out in the Official Report, we are also attaching a Comment on the current OBFA Act, summarising our stance. In particular, we would draw attention to the concluding paragraph, which states: "Our view is that tackling hate crime, threatening behaviour and other misbehaviour in the context of football should remain a primary concern and responsibility of the football community, backed by appropriate public order legislation and the implementation of the criminal and civil law. Above all, however, solutions to the problems faced within and by football are best found within football, through active citizenship and through the development of an ethos and culture within football clubs that promotes community engagement and harmony. That can only happen with the full involvement and consultation of football fans in taking and sharing responsibility for the development and implementation of those solutions" (emphasis added).

3. Finally, we are currently completing a three-stage report on fan engagement for the purposes of addressing behaviour, enhancing community benefit and extending stake-holding. We attach the draft of part one, which focusses specifically on behaviour issues.

We are happy to engage further on any or all of these papers and the proposals they contain.

Simon Barrow
Chair
Scottish Football Supporters Association
18 October 2017
Positive fan engagement with policing at football – policing with community consent

(a) What is this about?

Issues of disorder, violence, sectarianism and other forms of communal prejudice/hatred and violence continue to arise in Scottish football and need addressing via education, the development of ‘community spirit’, the mobilisation of supporters against divisive behaviour, and the development of effective forms of policing with community consent that can address accompanying public order issues – taking into account recent thinking on ‘ladder punishment’ and restorative justice in the community. Our approach would involve establishing a liaison and policy group to engage with the police and community organisations with relevant expertise, plus further European liaison, to create fresh, testable and pilottable approaches to these issues. Piloting in one or two clubs is key, as is bringing on board people with both experience of football and mediation / conflict transformation skills.

(b) Why is it needed and what can it deliver?

There have been serious concerns expressed by the Scottish Government, the media, Police Scotland and the football authorities about the re-growth of disorder (especially following the 2016 Cup Final), hooligan behaviour and aggressive gangs at a number of clubs. Further questions have arisen in relation to proposals to substantially revise or scrap the Offensive Behaviour at Football and Threatening Communications (Scotland 2012) Act. Ensuring good order, the reduction and elimination of violence and abuse, and a positive atmosphere conducive to community good at Scotland’s football grounds requires the engagement together of police, clubs, supporters and the authorities. Our aim would be to help deliver non-coercive strategies that work: for example, an app to enable supporters to report disorder or threat via their mobile phones, as calling stewards and the police can make fans feel under threat themselves, or accusations of ‘snitching’. We would deliver the following specific activities:

• Drawing in wider resources as a member of the Fare Network (http://www.farenet.org/) which is part of a European movement that relies on its active membership to tackle discrimination and successfully work for social change, taking the opportunity to participate in the organisation by contributing ideas and sharing/sourcing best practice from across Europe.

• ‘Fans Focus’ meetings attended by Football Safety Officers, the police, and SFSA (Fans Europe) to organize awareness raising and discussion about the rights responsibilities of being a fan in 2017. This will produce two further initiatives: i) A nationwide campaign - based around a character to be created using the input from the ‘Fans Focus’ groups as a means to education about pyrotechnics, abusive language, being a social media troll, etc., being bad news for supporters and their clubs. Our core idea for delivering this is based on the testable success of parallel advertising campaigns in the youth and consumer market. ii) Customer Service at Football workshops for and with Police Scotland and stewarding companies, to enable the specific,
localised sharing of information and insight on what works and why in terms of building a good atmosphere and tackling behaviour problems

- Publication of league tables of fan arrests by club, in order to examine the factors behind these and drive them down.

- Specific developments through the Fans App to enable confidential reporting of problem individuals/situations – in a way that ensures fans reporting problems are not themselves open to targeting or accused of ‘snitching’ by mates.  
  (c) Future developments from this programme.

- We propose examining practical alternatives to banning orders/prison sentencing through the development of a pioneering Community Work Programme in football, involving proven partners such as Street Soccer, FARE, Nil by Mouth, Show Racism the Red Card, neighbourhood organisations, experts in restorative justice / conflict transformation, and others, as well as clubs themselves. It is vital to be taking trouble makers out of a culture where they are being hardened and criminalized, rather than simply using restrictions which risk pushing the problem onto other parts of the community.

- Detailed consultation with Police Scotland on the list of 30 clubs with alleged hooligan elements in order to better understand who they are, looking to detailed, evidenced European experience at ways that issues such as pyrotechnics (pyros) and gang aggression can be more effectively addressed.

- The rebirth, re-focusing, rebranding and re-launch of a Fans’ and Community Charter built from the grassroots up rather than the top down: one can that gain buy-in and support from fans through Charter Advocates.  
  (d) What can the SFSA offer? What we bring is grassroots expertise, networks and engagement, plus the ability to bridge the gaps between police, supporters, clubs and others. Also the capacity to develop apps and other practical tools, and to link with NGOs and individuals with mediation and conflict transformation skills. (In terms of bringing fans on board we have already crowd sourced our Manifesto from 10,000 supporters, and we now have 70,000 fans signed up as individual members and affiliates). The policing issue is one we began to engage at the early stages of the development of SFSA. This includes how to handle developments such as the increasing use of flares and pyrotechnics, where we are already seeking to develop better ways of tackling the safety concerns these produce through our European partners – who bring considerable expertise to an issue that is relatively new in Scotland. We have been invited to represent Scotland at a high- level consultations in 2016 and 2017 on this, as the recognized Scottish fans’ national body.

Simon Barrow (Chair) and Paul Goodwin (CEO) Scottish Football Supporters Association http://scottishfsa.org  Revised: October 2017
Offensive Behaviour at Football and Threatening Communications (Scotland) Act 2012 – comments from the Scottish Football Supporters Association (SFSA)

Background: The Scottish Football Supporters Association (SFSA) was established as Scotland’s first, independent national fans’ organization in 2015. We have 70,000 members and growing – 20,000 individuals and 50,000 through affiliate bodies.

In 2016 our survey of 10,000 individual members formed the backdrop to our fans’ manifesto, ‘Transforming Scottish Football’. We have recently concluded a first major benchmarking survey on governance across Scottish football, with results due to be published last month.

1. We are looking to make a submission to Lord Bracadale’s Hate Crime Legislation Review, which covers the OBFandTCA. The issue of the act has not been raised as a major concern by our members and has not been a major focus for SFSA’s work. However, we have been actively engaged in research over the past year on fan engagement in relation to handling disorder and managing security at football, and have been considering the Act in this context – that includes awareness of opinion research among supporters, and the views of partner organisations within Scotland and across Europe. We represent Scotland within the official Football Supporters Europe (FSE) network. We have spoken to both Government and opposition party politicians about the Act, and have received representations from fans in conversation and correspondence on these questions.

2. We note that Fans Europe has issued an objection in principle to legislation singling out and appearing to attach particular criminal liability to football fans. This appears to be shared as a widespread feeling among fans expressing a view in Scotland, along with mixed views on the effectiveness of the OBFandTCA.

3. We note the concerns expressed by groups concerned with hate crime associated with football, such as Show Racism the Red Card and Nil By Mouth, that adequate safeguards and legislative protections should be in place for tackling offensive, threatening behavior and communications – and the signals thrown out by how this is handled.

4. We note and agree with the conclusions of Dr Duncan Morrow’s report reviewing the implementations of the recommendations of the Advisory Group on Tackling Sectarianism in Scotland, which made its final report in 2015 – namely that Scotland should consider introducing strict liability rules in order to tackle sectarianism in football. We see this as an urgent way of addressing the issues the OBFandTCA has intended to address, and note that such an approach towards effective liability has been adopted in England and other parts of Europe.

5. We believe that the future of the OBFandTCA should be tackled in relation to the full range of hate crime legislation currently implementable in Scotland, as in the Bracadale review. Outwith the political arguments about this legislation, it would make sense for further actions to be taken in the context of that review, which we understand will be complete in March 2018.
6. It would be helpful and responsible for consideration of the repeal or reform of the OBFandTCA to be considered alongside other ongoing measures to tackle offensive and threatening behaviour at football – such as strict liability, and proposals SFSA is working on for some specific and targeted experiments in policing by community consent – that is, bringing together fans, members of the community, stewarding bodies, club representatives and police to consider collaborative and coordinated ways of tackling misbehaviour and disorder – and encouraging community spirit – with assistance from specialists in conflict mediation and transformation in Scotland.

7. We note the comments of Dr Morrow (4. above) in March 2017 that “football [is] only one part of the jigsaw of sectarianism in Scotland” and that “the [Advisory Group on Tackling Sectarianism in Scotland] also recognised the risk that external solutions such as strict liability could have unintended consequences which could be avoided through a constructive and collaborative approach to addressing sectarianism with those directly involved in football. The continuing reluctance of the football authorities to demonstrate serious commitment on this issue, means that strict liability must remain a real option.”

8. Our view is that tackling hate crime, threatening behaviour and other misbehaviour in the context of football should remain a primary concern and responsibility of the football community, backed by appropriate public order legislation and the implementation of the criminal and civil law. Above all, however, solutions to the problems faced within and by football are best found within football, through active citizenship and through the development of an ethos and culture within football clubs that promotes community engagement and harmony. That can only happen with the full involvement and consultation of football fans in taking and sharing responsibility for the development and implementation of those solutions.

Simon Barrow and Paul Goodwin SFSA, October 2017
Scottish Football Supporters Association

ADDRESSING FAN BEHAVIOUR AND MISBEHAVIOUR POSITIVELY

STAGE ONE

- Qualitative research on fan behaviour and response
- What can be learned from wider European experience
- Action pointers for Scottish football partners
1. Background, aims and methodology

In 2016 the Scottish Football Supporters Association (SFSA), a voluntary body which links together some 68,000 supporters as individual members and members of affiliated groups) proposed to the Scottish Government an exercise in qualitative Fan Behaviour Research. The aim was to assist action by key stakeholders in the Scottish game and to provide input for longer-term strategic review and response in Scotland from 2017 onwards.

The backdrop to this consists in continuing concern in Scotland regarding misbehaviour at games, debate around proposals for Strict Liability on clubs, fallout from incursions and subsequent arrests at the 2016 Scottish Cup final, the issues the Scottish government and the football authorities face in reviewing and reconsidering legal measures addressing sectarianism, the 2017 guidelines issued by the Scottish Professional Football League, further work on ‘safe standing’, hate incidents at football grounds in 2017, responses to the UEFA independent study on pyrotechnics published on 3 July 2017, the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events (updated 2017) and what the SFSA believes are significant further opportunities for engaging fans themselves in addressing these questions more successfully.

Our intention in this three-stage research (part two looks at Renewing Fan and Community Engagement and part three at Community Based Approaches to Football Safety) to is to provide an overview of the current situation, analysis based on direct engagement with fans, and access to practical research on addressing fan behaviour and misbehaviour from European partners.

This research derives from our proposal to the Scottish Government on ‘Knowledge, experience and attitude change via European partners’ that saw us participating in, and representing fans at, several key European football consultation events last summer (beginning with a major European conference in Turkey from 14 – 18 July 2016) and continuing with the 6 – 9 July 2017 Ninth European Football Fans Congress in Lokeren, Belgium.

What is presented here sets the scene in narrative form for a more detailed response to the activities, culture and actions of supporters across the European continent, with direct domestic applications that can be turned into measurable outputs. It includes lessons from focus groups across Europe, a detailed pan-European fans’ survey produced in the final quarter of 2016 and continued in 2017. We will also draw upon a Hibernian-Rangers focus group SFSA coordinated on 31 August last year, with appropriate follow-up, following the events at the 2016 Scottish Cup Final (with transcript) and an assessment of the Working Group on Supporter Involvement in Football Clubs (WGSIFC) report, and the 2017 report reviewing the implementations of the recommendations of the Advisory Group on Tackling Sectarianism in Scotland, which made its recommendations in 2015.
In this research we are beginning by focussing specifically on practical engagement around the handling of unacceptable and antisocial behaviour at football matches, the increasing use of flares at some grounds, and response options for Scotland based on in-depth learning from other nations. The complete report will be made available to the Scottish Government and to the football authorities, leading to the opportunity to create a practical case conference on strategies for engaging fans in behaviour change and community benefit – which we see as intrinsically linked. We would stress that it is essential that this work is carried out on a continued assessment basis, to ensure maximum benefit, rather than as a one-off exercise. We are initiating rather than completing a process in this research.

2. The importance of the wider European experience

It is clear from the contacts SFSA has developed over the past two and a half years (based on a far longer history of fan engagement by our coordinator and board members) that, compared to Scotland, other European nations are significantly advanced in researching and responding to changing fan behaviour and order/disorder in a cosmopolitan context, and that our work will enable clubs and officials in Scotland to access the latest thinking and investigation on these issues.

Our research has been carried out in relation to Football Supporters Europe (FSE), of which we are active members. FSE is a UEFA and EU funded fans’ organisation open to national fan bodies across the continent. It operates in 48 countries and has a membership committed to anti-discrimination, rejection of violence, a ground-up approach to addressing football issues, and a commitment to seek fair play and good governance throughout the game.

These are values and an approach we share. In consulting with FSE members we aspire to offer concerned parties in Scotland a different dimension to the issues of misbehaviour at football grounds and how these are being addressed across Europe.

This research takes two approaches. Firstly, face-to-face meetings and discussions (qualitative) and secondly the development of a practical survey of the wider membership (quantative) which, in combination with our own focus group, will provide a far larger sample of the current landscape than has hitherto been available.

This document provides the findings of initial discussions with fans and fan group representatives.
3. Overview: The problem is ... fans?

3.1. Who are ‘the fans’?

Over the years there have been many academic studies on global football fan behaviour. All of these recognise that supporting a football club is a lifelong project which begins at an early age and continues for a whole life cycle. This makes football a fundamental experience in cultural, social and behavioural terms.

History shows us that a fan’s relationship with a club more often than not continues as an honourable family and peer group trend, with the scarf figuratively (and often literally) being passed on to the next generation. In an increasingly fast-paced, consumer-oriented world this is not something that most would now do with their bank, shop or family lawyer, for example. The nearest comparison until recently would be the now declining or mutating phenomenon of religious commitment and affiliation. Football studies unequivocally demonstrate that football fandom is a way of life, and for many the often-misquoted line from Bill Shankly (that “football is more important than life and death”) remains a potent expression of the intensity of a game that supporters truly love. The fan's daily and weekly agenda is frequently shaped or determined by his/her relationship with their football club. For men, football is often a primary mode of the kind of emotional expression that may not readily be seen in other areas of life.

Most importantly, football fandom is a significant component of identity: it is stable and effective in a very turbulent world where people feel they have little protection against economic instability, global change and terrorism, for example. Supporting football teams is indeed a critical component in the fan's identity profile and his or her place in society. To that end it is a unique marker that cuts across social and economic boundaries like no other spectator sport.

Across Europe there are significant differences in the way that fans are perceived and treated; but there can be no doubt there is a shared as well as unique profile that is applicable from Alloa to Zagreb. In this research we seek to explore how fan behaviour is seen across Europe and how we might learn from it.
b) What fans perceive

Committed football fans from across Europe recognise that there are a small number of unacceptable incidents (ranging from violence to antisocial behaviour) at and around football grounds. These are a minority in the context of good and law-abiding fan culture and behaviour. But they can and do cause the football authorities, clubs, local communities, the police, an on-looking public and government considerable concern. However, there is a very real concern among fans that the means to an end in dealing with such incidents is often experienced by supporters as excessive and disproportionate to the level of concern or actual risk involved in controlling unacceptable behaviour. Though problems persist, as in all walks of life, the days of mass hooliganism have gone and are not expected to return. While there does remain some unsavoury activity in the name of the club or an ultra sect, it is now mostly reported away from grounds and has little impact on ordinary fans and their perception of the game.

Given the millions of football fans who attend football matches across Europe every week (some 7.5 million, according to SportingIntelligence.com research in 2012) the efforts and energy spent on such a small percentage of potential troublemakers can seem disproportionate and more often than not completely inappropriate (where it has an impact on the majority). In recent times our colleagues in Germany have shown that the arrest rates for rock concerts and a major event such as the Munich Beer Festival are considerably higher – and often have far more serious crimes attached to them – than anything similar happening at football matches. Yet the authorities are often fulsome in their praise of those events, while quick to condemn incidents connected with football.

As a European example in season ending 2015, for which consolidated data is available:

- German football fan attendance was 18.3 million over the season
- 1,137 supporters were arrested: an arrest rate of 0.006% of those attending games
- 1,142 people were injured as a result of going to a game: again, 0.006%
- 13,302 people were recorded on the national police fan database, with fewer than 3,000 convicted since inception of the register

Police response to football in Germany: we need more surveillance and more resources to combat hooliganism. Yet, by comparison, during the same period at Octoberfest:

- Seven million visitors over the month
- 793 people arrested = 0.011% of those attending
- 10,322 people injured = 0.053% of those attending
However, there were no people on a special Octoberfest database. Police response to Octoberfest was that it was a safe and enjoyable event, even though the percentages of misbehaviour were higher.

There is therefore a widespread belief among fans, backed up by verifiable evidence, that indiscriminate top-down use of force against an entire crowd for action of a minority is unhelpful and illegitimate. Many fans who behave properly at and around football games perceive that they are being ‘criminalised’ as a group or category by the attitude and response of the authorities and the media. The unfortunate result of this can be solidarity among the crowd with a minority of perpetrators against those on “the outside” of the game. This means that while for the police ‘strong tactics’ might bring short-term success, the consequences are a longer-term backlash impact, an “us and them” atmosphere, lack of cooperation and a barrier between fans and law enforcement or behaviour adjustment measures.

It is important to recognise that there is an alternative to this cycle of negative reinforcement, whereby fans and the authorities view each other with suspicion and hostility, well beyond the minority who misbehave and whose misbehaviour causes harms that must clearly be dealt with. The aim should be that the football crowd increasingly regulates itself, that undesirable behaviour is prevented and restrained through peer pressure without the need for undue intervention from “the outside”, and that collaborative procedures are established in stewarding and policing which are effective, transmissible and in the long-run saving of both time and money. This is an approach that employs methods of ‘policing by community consent’ (something that the SFSA has already recommended low-cost and ring-fenced experiments in for the Scottish game).

It is vital that the objectives and strategy for stewarding and policing at football grounds is understood by those in control. The interventions of these organisations are of course supported by the majority of supporters, as long as the interaction is regarded at legitimate and appropriate. The call throughout Europe is that supporters must be made part of the solution and that process starts with the establishment of sustainable processes of self-regulation and policing of the wider football community. Only by working in tandem with the authorities (such as the
SFSA are seeking to do (through this research process) will there be the impetus to prevent new incidents occurring and to find more effective means of ensuring security, good behaviour and a positive atmosphere at football matches on a sustainable basis.

In summary, our research indicates that throughout Europe there is a general feeling that there has hitherto been very little transparency between the authorities and the fans on key issues about how football is run and managed. Communication is in most circumstances poor and the overall impression from the supporter perspective is that football fans are often ‘targeted’ unfairly, and that there is not the same degree of proportionality when it comes to dealing with football crowd behaviour in comparison with other events and festivals.

c) So what would fans want to happen instead?

Our engagement with fan groups across Europe over the past seven months indicates an number of common responses which we believe will be echoed throughout the Scottish game:

- Target perpetrators rather than entire groups/sets of supporters: only then will intervention be seen as legitimate

- Consider specific situation/ local context/ the dimension of each incident before the event management and control takes place

- Decrease room for escalation by having a graduated, light touch approach. Consider the consequences for majority of innocent supporters in relation to each intervention

- There is a need to include fans consultation and proper supporter liaison as a two-way process. This needs to foster a relationship where there is accurate and reliable information flowing between the parties on an openly collaborative basis

- The belief is (and it has been demonstrated with Strict Liability in Europe) that peer group pressure is the best and most successful mechanism to achieve sustainable change.

- An ongoing strategy where the focus is on prevention where there is no prejudging or labelling of entire groups of fans is essential if trust has to be build and measurable results obtained.

- Supporters don't want arrests, clubs don't want arrests and the police don't want arrests – so there is a common interest and a desire for common outcomes which can and should be built on
- It is important to foster a culture of self-reflection and of policing by community consent, with proportionate response and friendly stewarding

d) Summarising a better approach

With positive policing and stewarding by community consent, combined with effective communication both internally and externally from the authorities, many disorder or problematic behaviour issues around football can be de-escalated. With better dialogue and the professional hosting of the events (games) there should be fewer problems and of course fewer arrests. Contextual experiments at specific clubs and situations are needed to test fresh approaches and methodologies, and to look at which experiences and policies are transferrable and which need to be developed afresh in situ.

3. Best practice: ways in which this can be achieved and possible creative solutions

At the first stage in our research (August 2016 to January 2017), we saw a number of ways forward in the construction of a more collaborative approach to building security at football matches/clubs through fan engagement and the utilisation of the fan perspective, spelt out in section 2. above. We set them out below.

These ideas need be explored further both individually and collectively (using case conference and consultation methods to test specific proposals moving forward). They are offered as initial ideas to be supplemented and qualified in stages two and three of this research. There are a number of ways in which a national fans’ body with European links, like SFSA, can assist. In the first instance we are suggesting that:

- All clubs should have a tailored and revised Fans’ Charter detailing what they offer both to home and away supporters. Here both the rights and the responsibilities of the club and the supporters are detailed. There should also be an access point for customer service complaints with an agreed response time.
Proposal: work to establish this with a ‘best in class’ approach from across Europe. Send material to every club in Scotland, every fan group, and provide a range of creative executions for use by clubs and fans groups.

• Supporters’ Councils should be established at each club, with components from each part of the fan base.

Proposal: Work to establish this, again with a ‘best in class’ approach from across Europe, and taken to every club in Scotland via a series of Roadshows.

• Fan Embassies should be common practice for fans where there is international competition involved. This innovation has been hugely successful through recent World Cups and Euro Championships and should be encouraged.

Proposal: Promote the concept ahead of major tournament, where this would be very important given many of the issues supporters face in host countries.

• Fans’ projects / fans’ coaching. For far too long fans have been on the outside looking in at their club. It is essential that clubs are educated to understand that supporters are not just a financial benefit to them, and are far more than numbers on a balance sheet. They need to be involved in the life of the club through specific projects, consultation, coaching events and more. Clubs should be encouraged to have an open door policy towards their supporters and to collaborate with fans associations and the SFSA more intentionally. This builds the goodwill that enables cooperation on security and fan behaviour issues outlined in this paper.

Proposal: Ongoing communication process via fans’ networks, mobile app, and face-to-face meetings.

• Enhancing Supporter Liaison. In most countries Supporter Liaison Officer posts have had little impact in the overall need to improve relations between clubs and the fan base. In most countries (with the exception of Germany) it seems there has been little interest in using the SLO as a wider tool for fan and community engagement. It appears to have been a part of club licensing that is attended to by clubs as a ‘necessary requirement’ and safety valve rather than as a marketing and operational tool. If adapted properly there is an opportunity to create a compelling new agenda for this role.

Proposal: Work to develop the Roadshow concept, with experts from across Europe, distilling best practice and disseminating new ideas for enhancing fan experience, spreading goodwill and engaging the community.
4. The changing security landscape across Europe

To set the scene for the following stages of this research it is important to make reference to the deeper external threats football across Europe faces. Fans do appreciate the difficulties that football matches at the higher level present to the police. The terror incident back in 2016 at the France v Germany international friendly match at the Stade De France in St Denis, Paris, acted as a real reminder that across Europe there remains a real threat of attacks from violent extremists. This has been reinforced by the Manchester Arena bombing on 22 May 2017, and a series of incidents in London.

It is widely appreciated that a large gathering of people at a public event of this type can be an attractive proposition for individuals and groups intent on causing major, life-threatening incidents. With that threat there is a growing understanding that there comes a collective responsibility to support the police and security forces with the vital work that they do in this area. However, it is essential that this is not done in a way that is seen to be furthering the erosion of the civil liberties of the individual football fan. That would be to give in to terror in another way.

Fans can of course be the eyes and ears of security operatives on match day if we work together. For that to be both possible and credible, far better regular relations between fans, clubs, event managers, stewards and the police are required. Counter-terror operations are the responsibility of specialist agencies and not something we can comment on in detail. But interventions in emergency situations are clearly enhanced if there is an existing fabric of cooperation and goodwill at the football club impacted. In this way ‘normal’ collaboration and fan engagement becomes more significant when it comes to the civilian response needed in more extraordinary situations.

It is also important to look at the relationship between the regular issue of fan behaviour and ‘special measures’ that the authorities are, or might, consider in times of additional threat.
A full survey of all the major members of Football Supporters Europe (FSE) was instigated in September 2016 ([http://tinyurl.com/fan europesurvey](http://tinyurl.com/fan europesurvey)) in relation to security issues. That includes response to measures such as preventative stadium bans, forcing entire supporter groups to disband, issuing travel bans for a whole fan base, or the imposition of national fan ID cards on all supporters. There has been continuing discussion and debate in 2017, which we have been tracking and will report further on in the subsequent stages of this research. Ultimately, as we demonstrate in stages two and three of this report, the issues of safety and security around football, fan and community engagement in enhancing the game, and specific questions about the role of parliamentary scrutiny and legislation, cannot be extrapolated from larger concerns about governance.

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Published by:  
SFSA  
Unit 5  
3 Whitehouse Road  
Stirling  
FK7 7SP [http://scottishfsa.org/contact-sfsa/](http://scottishfsa.org/contact-sfsa/)