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10 Key-Issues for a successful tournament UEFA EURO 2004 in Portugal

The organization of a European Football Championship, the third major sport event in the world, is one of the greatest challenges for every European country. It requires huge financial, human and technical resources, the review of coordination, organizational structures and strategies, the reinforcement of international cooperation networks and, last but not the least, the motivation and mobilisation of the population, so as to create the environment for conviviality amongst many people coming from all over the world. This championship is a unique opportunity for a country's projection in the international arena, promoting its culture and its ability to successfully organize a major event.

Organizational structure. The organizational model chosen for the tournament was completely different from those of the previous tournaments. Instead of assigning the organisation of the tournament to the national FA (model of EURO 96) or creating a specific foundation (model of EURO 2000), UEFA and the Portuguese Government decided that the best option would be to create two different anonymous societies – Portugal 2004 and EURO 2004 – with different social objects:

- on one side, PORTUGAL 2004, S.A. would be accountable for monitoring and controlling the construction programme of the stadiums and other infra-structures. The State had a share of 95% and the Portuguese FA 5% of the actions; and
- on the other side, the real organizer of the tournament, EURO 2004, S.A., responsible for the design, planning, promotion and organisation. This society had the following share: UEFA: 55%; Portuguese FA: 40%; and State: 5%¹.

The Portuguese Government estimated that the creation of PORTUGAL 2004, S.A. was crucial for implementing a transparent programme of supervision which would, on

the one hand, provide clear guarantees for the Portuguese people that public funds would properly be used in the construction of the stadiums and, on the other hand, ensure that these stadiums would be completed on time and in compliance with all the prerequisites set down by UEFA².

Tasks and responsibilities. In the security preparations of every major event, it is vital that tasks and responsibilities of the different parties are clear and that there are no gaps between each one's jurisdiction. The Portuguese Government ensured its full responsibility for security and safety out of the security perimeters of the stadiums and, in case of public order incident, also inside those perimeters. The organizer would be responsible for security and safety inside those perimeters, under normal conditions, ensuring the implementation of a private security and safety structure and the necessary conditions for the work of the public services inside those perimeters. Since the beginning, cooperation between the State bodies and the organiser was very fruitful and healthy. Every party was aware of its duties and responsibilities and aware of the fact that security and safety were the major priority in the organisation of the tournament.

As a result of this tournament, Portugal could improve radically the stadiums secu-

Vocabulary:

challenge = Herausforderung
reinforcement = Verstärkung
conviviality = Fröhlichkeit
tournament = Turnier
to assign = zuteilen
accountable = verantwortlich
to estimate = schätzen
in compliance with = unter Beachtung (Einhaltung, Befolgung) von
prerequisites = Voraussetzung, Grundvoraussetzung

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In the security preparations of every major event, it is vital that tasks and responsibilities of the different parties are clear and that there are no gaps between each one's jurisdiction.

Security and safety were the major priority in the organisation of the tournament.

There was a very significant review and update of the legal framework in the field of security and, more specifically, the security at sports grounds, since law, for its deterring and preventative nature, could minor the possibility of disorder and violent behaviour during the tournament.

ity and safety management model, introducing the new following features:

- clear share of security and safety responsibilities between the organiser and police/gendarmerie,
- private management of security inside the stadiums: implementation of a command and control room and a stewarding system, headed by the stadium security coordinator,
- possibility of a volunteering system, as a complement of stewarding,
- stadiums emergency plans (internal/external),
- stadiums internal regulations and
- significant improvement of comfort, safety and security in the new stadiums.

Legal Framework. With a view to the security and safety of the tournament, the Government enacted several laws and regulations, with the following purposes:

- implement the coordinating structures for the event,
- adopt the principles and guidelines of international regulations and recommendations in the fields of security at football venues and international police cooperation and exchange of information,
- systematise and modernise the national legal framework on security and safety at sports venues,
- review the private security legal framework and implement the stewarding system under its umbrella and
- temporarily reinforce the police/gendarmerie, judicial and immigration service powers as regards public order, criminal procedure and deportation procedures, respectively.

There was a very significant review and update of the legal framework in the field of security and, more specifically, the security at sports grounds, since law, for its deterring and preventative nature, could minor the possibility of disorder and violent behaviour during the tournament. A first topic that was addressed by the legislator

was the review of the private security system, including for the first time a stewarding system under its umbrella. On the other hand, the legislator took the opportunity to review the law on sport-related violence, which had been enacted in 1998³. These are some of the main innovations of the reviewed law: security forces must check security conditions, previously: if missing security measures are not adopted by the organizer, the event is cancelled (art. 20, pars. 1 and 2); police/gendarmerie have a subsidiary responsibility inside the stadium perimeter, if public order incidents occur, and the police/gendarmerie commander is the only one entitled to take the stadium evacuation decision (art. 20, pars. 3 and 4). For the first time, several sport-related behaviours are considered as crimes, namely: black-market (art. 21); qualified damage (art. 22); participation in fight, on a journey to/from the match (art. 23); throwing "missiles" into the competition area (art. 24); invasion of restricted areas (art. 25); and riots (art. 26).

The Government also decided to enact a temporary law addressed to improve the efficiency of the police, criminal justice and immigration systems, namely, in order to tackle hooliganism⁴.

This law, whose period of force was the 1st of June to the 11th of July 2004, implemented provisions such as:

- shift courts, for summary criminal procedures, in the hosting and neighbouring cities,
- coercive measures: possible to prohibit attendance, absence and contacts, as a

Vocabulary:

*tournament = Turnier
venue = Veranstaltungsort
riot = Ausschreitung, Tumult, Aufstand
provision = Regelung, Vorkehrung*

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coactive measure, when there is strong evidence of crime,

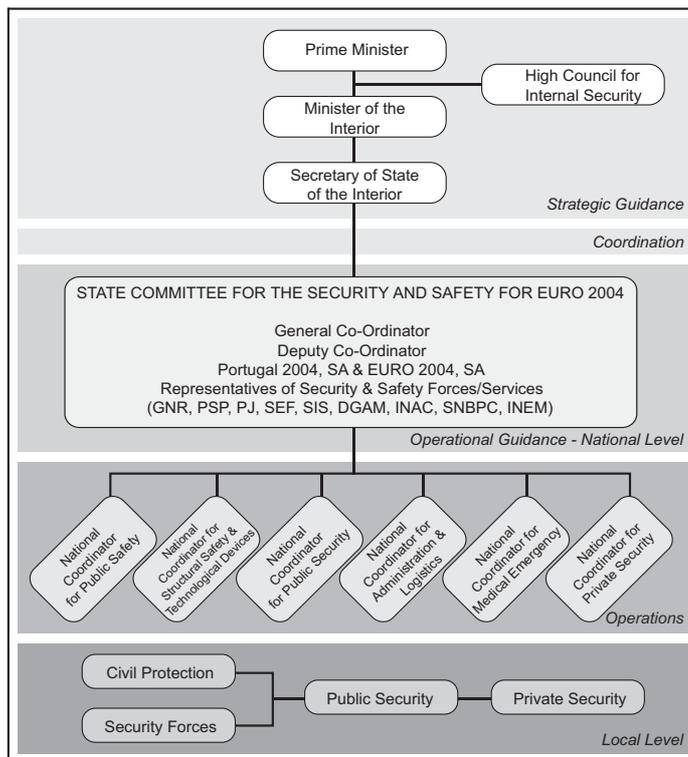
- police/gendarmerie are able to use electronic surveillance devices in public places, on a permanent basis, to capture and record image and sound, with a view to react promptly to public disturbances and to collect relevant criminal evidence,
- exceptional cautionary police measures: prevention and safety body search, to supporters and their equipment, in public transports, to avoid introduction of dangerous objects; in crowded public places, to violent-prone supporters, their equipment and vehicles; to bring a suspect to a police station, either for complete identification or for preventive reasons; for special security reasons, a criminal police official can forbid suspects from acceding to specific public places/events, for up to 48 hours.

National Coordination. The coordination between the national security and safety agencies, the agencies acting in the different public policies, the national and local level and between the State and the organizer are a matter of great importance for the overall success of a major tournament involving such different issues and levels.

The Council of Ministers' Resolution nº 109/2002, July 24th, set up the State Committee for the Security & Safety of EURO 2004, responsible for coordinating all the national agencies and bodies contributing for the security and safety of the tournament.

This Committee was coordinated by the secretary-general of the National Security Coordinating Office, which, as general coordinator of the Committee, guided the action of:

- the national coordinators (also representing their agencies) for the following six main areas: Public Security; Safety, Structural & Technological Safety; Private Security, Administration & Logistics and Medical Emergency, and
- the representatives from other national



security agencies: PJ (Judiciary Police), SEF (Immigration Service), SIS (Security Intelligence Service), DGAM/PM (Maritime Police) and INAC (Civil Aviation National Authority).

The Committee had the following powers and responsibilities: implement the general guidelines, according to national and international legislation; approve the master plan and the security specific plans of every national agency; advice on the operational scenarios; advice on the internal and external emergency plans; approve the security perimeters of the stadiums; advice on the recruitment, training and qualification of stewards; ensure close co-

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For the Portuguese public administration, the organization of such a tournament had a huge impact on the people and public organizations perceived cooperation and coordination.

Vocabulary:

- electronic surveillance devices = elektronische Überwachungsapparate (-geräte)*
- cautionary police measures = warnende Polizeimaßnahmen*
- violent prone = zu Gewalt geneigt*
- tournament = Turnier*
- advice = Rat, Ratschlag, Empfehlung, Vorschlag*

Football fans during the
EURO 2004 in Portugal.



operation with foreign police services; ensure coordination between the organiser, police and safety and local authorities; monitor compliance with security and safety laws and regulations, during the construction of the stadiums; advice on the ticketing policy (tickets and accreditation); and proposition of legislative measures. For the Portuguese public administration, the organization of such a tournament had a huge impact on the people and public organizations perceived cooperation and coordination. The focus of different public bodies and agencies on the same objective, forced them to review and change several principles and practices, adapting themselves to work in a more collaborative way, both horizontally and vertically. The tournament was a real laboratory, in the sense that it enable the public administration, at almost all levels, to test its ability to cooperate and coordinate different people and organizations with the very same goal: the success of UEFA EURO 2004™. The outcomes are quite positive, since cooperation and coordination proved to be effective and a new collaborative attitude was implemented in the different security and safety agencies.

Police Profile. Police and gendarmerie profile and approach was a key-factor for the success of the tournament, since the cool and friendly attitude and behaviour of police officers and gendarmes on the spot prevented several potentially violent situations and minor incidents from escalating. All the principles and guidelines in this regard were effectively carried out by the front line officers and commanders.

Policing should be carried out balancing discretion in procedures with a supporting and deterring visibility, within the following gradation⁵:

- Assistance and civic support,
- Deterrence by presence and attitude,
- Intervention, in order to know and solve problems,
- Repression, in a proportional way, to re-establish normal situation with previous warning when possible and convenient.

Police Units. Moreover, the use of police units on the field, addressed to re-establish and maintain public order, was grounded in the following four criteria:

- Prevention, ensured by the significant increase of police/gendarmerie presence, namely in the most critical areas of the pre-positioning of specialized units and of the adoption of deterring tactics,
- Knowledge of the situation using updated and reliable information provided by the national and/or local police information centres,
- Flexibility, grounded in reserve units with high mobility and in policing tactics easily adaptable to rapid changes,
- Proportionality enabling a rapid and effective response in a necessary way and within the respect of the citizens' fundamental rights and liberties.

Once again, the low profile and non-provocative attitude in normal situations and a tactical intervention based in a gradual response according to the seriousness of

Police and gendarmerie profile and approach was a key-factor for the success of the tournament, since the cool and friendly attitude and behaviour of police officers and gendarmes on the spot prevented several potentially violent situations and minor incidents from escalating.

Vocabulary:

*compliance = Erlaubnis, Zustimmung
accreditation = Beglaubigung
attitude = Haltung
gradation = Abstufung, Einteilung
deterrence = Abschreckung
attitude = Haltung
convenient = geeignet, passend*

the incident proved to be the more effective policing approach. A high profile police presence in peaceful but potentially violent situations can be perceived as provocative by violent prone fans and be the pretext for violence escalation.

International Cooperation and Exchange of Information. Information on supporters, namely the violent-prone and violent ones, as well as the adoption of preventative measures in the home countries is vital for organizing a peaceful international football competition. Experience of UEFA EURO 2004 reinforced the following best practices in the field of international police cooperation:

- effective national policies, like the British one, based on the identification and prosecution of violent supporters, preventing them from leaving the country before and during the tournament, and on maximizing the positive role of social-educational initiatives,
- the role of bilateral agreements, which facilitates the relationship and practical procedures in the fields of exchange of police intelligence, criminal justice cooperation and deportation of citizens,
- the importance of selecting and training skilled and motivated members of the national police delegations,
- the role of spotters in assisting and supporting local police/gendarmerie in the field, namely through the identification, liaison, prosecution and guidance of their national supporters,
- the extensive interpretation of the EU legislation as regards the constitution of police delegations, including new areas of cooperation such as terrorism, immigration and liaison with international judicial cooperation,
- the importance of previous meetings and discussions between police forces of the organizing and participating countries, together with the leaders of the relevant supporters groups, in order to exchange

useful information, mutual expectations and needs and

- the increasing role of the diplomatic representatives in the preparation of the tournament ensuring the liaison and implementing services for adequate response to their nationals before and during the tournament.

Technology. Communication and information technologies are more and more important for the effectiveness of the police work and for the adequate management of a major international event. In the construction or reconstruction of stadiums, command and control rooms, thousands of CCTV cameras inside and outside the stadiums, electronic turning styles and other safety technologies were implemented in the sporting infra-structures. Besides that, new communication systems and jamming devices, video conference between the police headquarters were set up, enabling the security and safety services to have updated and relevant information. Explosives detection, accreditation and ticketing were further areas where new technologies were important tools for a safe and secure environment.

Nevertheless, national authorities and the organizer of the tournament were always very keen to ensure the balance between security and safety, on one hand, and the civil liberties and the festive nature of the event, on the other side.

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Vocabulary:

violence-prone = zu Gewalt geneigt
tournament = Turnier
expectation = Erwartung
CCTV camera (closed circuit television camera) = Überwachungskamera
jamming device = Stauvorrichtung
detection = Entdeckung, Erkennung
accreditation = Beglaubigung

This relationship between the security national officials and the media was built in a consistent way and based on truth, confidence and objectiveness.

The media were part of the security strategy as a relevant tool for passing over, both internally and abroad, the message on the security concept, the police/gendarmerie profile and approaches, the national authorities' expectations on the foreign supporters' behaviour.

In short, the success of the tournament in terms of security could be summarized in 6 Cs: Capacity, Communication, Co-ordination, Co-operation, Confidence and Conviviality.

Media Policy. At the strategic level, the relationship with the national and international media was ensured by the general coordinator of the State Committee for the Security and Safety of EURO 2004 and his deputy, respectively, in order to make sure that the message was the same. This relationship between the security national officials and the media was built in a consistent way and based on truth, confidence and objectiveness. There was always a clear separation between the information on the security policy, which was up to the heads of the Committee or the political level, and the technical or policing issues, which were up to the local commanders or their press and public relations officers. The media were part of the security strategy as a relevant tool for passing over, both internally and abroad, the message on the security concept, the police/gendarmerie profile and approaches, the national authorities' expectations on the foreign supporters' behaviour. It was very important to explain, through the press, that certain incidents were not connected or necessarily linked with football fans or the tournament itself, in order to avoid an escalation of football-related violence.

Prevention and Hospitality Policies. The security concept drawn up by the State committee, as well as the security concept of the organizer considered social-educational prevention measures, like the contacts with the leaders of relevant supporters' groups, fan-embassies, fan-coaching

and the cities' events programmes were critical factors for creating a relaxing and friendly atmosphere. UEFA sponsored, for the first time, the implementation of an European-level coordinating structure, headed by FARE, which worked together with some of the major national football fans' associations in the implementation of fan embassies during UEFA EURO 2004™. Moreover, there was an important political engagement in rising the awareness of local mayors of the hosting and lodging cities, about the relevant role of the local hospitality policies, which proved to be quite effective in the preparation of the cities for the event, in providing attractive events programmes and, last but not least, in mobilizing the local communities for the tournament.

Community Engagement. The mobilisation of the vast majority of the Portuguese around the tournament, contributing in a significant way for the friendly and convivial atmosphere, and, more specifically, around the Portuguese national team was a very interesting phenomenon, from several perspectives. One of the factors that were behind this sociological phenomenon were communication abilities of the coach of the national team, whose wishes mobilized every Portuguese around the national team, and, through it, around the national symbols, rising the national pride and self-esteem of the people to unprecedented levels. The positive results of the Portuguese national team seemed to be, at the same time, the consequence and the cause for that collective positive wave, which also had a positive impact on the welcoming way local people hosted foreign supporters. Another positive factor for engaging all the community was the television broadcasting policy, agreed upon by the public and private channels, which enabled the free broadcasting of all the matches of the tournament in one of the four channels.

Vocabulary:

tournament = Turnier
fan-embassies = Fan Botschaften
ability = Fähigkeit, Vermögen, Begabung
national pride = Nationalstolz
self-esteem = Selbstachtung
unprecedented = beispielloos

Zusammenfassung

Last but not least, the high quality of the players, the excellent work of the referees, high competitiveness and the increasing uncertainty of the results, focused press and every people's attentions on the pitch, on pure football, rather than in lateral and accessory issues like football-related violence.

Final remarks. Behind this apparently amazing success is the planning and operational capacity, the willingness and professional attitude of the organizer, the State agencies and their personnel, the national community and the supporters. Besides the favourable environment created through the motivation and engagement of the vast majority of the Portuguese people and the very good sporting results of the Portuguese national team, perhaps the most important factors, as regards security, were the low profile of policing and a pre-positioning, gradual and quick response to incidents, on one side, and an effective international police cooperation and exchange of police intelligence (exit bans), which prevented several thousands of identified hooligans from travelling abroad during this period.

For Portugal, the benefits of having a new model of security and safety of football venues, better equipped and motivated police forces, an enhanced knowledge and culture of management, coordination and cooperation, at all levels, as well as ten excellent football stadiums, are extraordinarily relevant. Nevertheless, we believe that the emotional and economic impact, as well as the positive image of the country at the international level, although difficult to predict and quantify in the medium-long term, are undoubtedly the most important added-value brought by UEFA EURO 2004™. In short, the success of the tournament in terms of security could be summarized in 6 Cs: Capacity, Communication, Co-ordination, Co-operation, Confidence and Conviviality.

Die Organisation der Europäischen Fußballmeisterschaft – der weltweit drittgrößten sportlichen Veranstaltung – ist eine große Herausforderung für jedes europäische Land. In einer Welt voll von Risiken und Ungewissheiten kommen Sicherheitsfragen bei Großveranstaltungen eine besondere Bedeutung zu. Ihnen kommt, eingebettet in eine klar definierte Strategie, ein besonderer Stellenwert für den Erfolg eines großen internationalen Sportereignisses zu. Die UEFA EURO im Sommer 2004 wurde in Portugal veranstaltet und sowohl hinsichtlich der sportlichen Ergebnisse als auch der gewährleisteten Sicherheit für alle Teilnehmer als erfolgreiches Turnier anerkannt.

Der Artikel befasst sich mit zehn Merkmalen, die als Grundsätze für den Bereich Sicherheit identifiziert wurden.

Möglicherweise die wichtigsten Faktoren dieser Sicherheitsstrategie sind die auf die Kunden gerichtete Aufmerksamkeit – sowohl intern als auch ex-

Vocabulary:

referee = Schiedsrichter
 competitiveness = Konkurrenzfähigkeit
 attitude = Haltung
 equipped = ausgerüstet, ausgestattet sein
 to predict = vorhersagen, voraussagen

Roteiro the official
 football of the EURO.



Zusammenfassung

tern – und die daraus gewonnenen Erkenntnisse. Ein elementarer Punkt ist der Polizeieinsatz, da menschliche Ressourcen als der wichtigste Wert jeder Organisation angesehen werden müssen und daher eine entscheidende Bedingung für jede effektive Umsetzung einer Sicherheitsstrategie sind. Weiters waren der Zugang und die Einstellung der Polizei serviceorientiert, mit anderen Worten, es wurde der Blickwinkel auf die Erwartungen und Wünsche des Publikums und generell der Öffentlichkeit gerichtet. Dieser Ansatz schuf die Grundlage für eine ansteckende festliche und fröhliche Atmosphäre. Drittens war das umfassende und auf den neuesten Stand gebrachte Wissen über Risiken, Bedrohungen, Öffentlichkeit und Umwelt eine wesentliche Voraussetzung für die angemessene Planung und Durchführung der Sicherheitsmaßnahmen. Der Aufbau einer flexiblen und effizienten Koordinations- und Kooperationsstruktur auf internationaler, nationaler und lokaler Ebene ermöglichte den Entscheidungsträgern – von den höchsten politischen Ebenen bis hin zum einzelnen Exekutivbeamten an vorderster Front – durch die schnelle Weitergabe von Informationen ein korrektes Verhalten und ad hoc Entscheidungen.

Schlussendlich ermöglichten die moderne Infrastruktur der Sportstätten und das einzigartige Klima, die Landschaft, die Kultur und die Gastronomie Portugals sowie die warmherzige Gastfreundlichkeit der Portugiesen, Rahmenbedingungen für eine neue europäische Fankultur: eine Kultur der Fröhlichkeit sowie des ehrlichen und fairen Spiels.

Ein elementarer Punkt ist der Polizeieinsatz, da menschliche Ressourcen als der wichtigste Wert jeder Organisation angesehen werden müssen und daher eine entscheidende Bedingung für jede effektive Umsetzung einer Sicherheitsstrategie sind.

Der Aufbau einer flexiblen und effizienten Koordinations- und Kooperationsstruktur auf internationaler, nationaler und lokaler Ebene ermöglichte den Entscheidungsträgern durch die schnelle Weitergabe von Informationen ein korrektes Verhalten und ad hoc Entscheidungen.

Literaturhinweise

¹ Law-Decree n.o 33/2000, 14 March, as regards the society EURO 2004, S. A., revised by the Law-Decree n.o 267/2001, 4 October; and the Law-Decree n.o 268/ 2001, 4 October, as for the society Portugal 2004, S.A..

² The Government's support to the Portuguese application to organize the tournament was stated in the Council of Ministers' Resolution 117/98, enacted on 19 September.

³ The reviewed law on sport-related violence (Lei nº16/2004, Aprova medidas preventivas e punitivas a adoptar em caso de manifestação de violência associadas ao desporto) was enacted on 11 May.

⁴ The temporary law (Lei Orgânica nº 2/2004, Estabelece o regime temporário da organização da ordem pública e da justiça no contexto extraordinário da fase final do Campeonato Europeu de Futebol - Euro 2004) was enacted on 12 May.

⁵ The police profile and approach were clearly set up in the operational guidelines, approved by the State Committee on March 2003 and further developed in the security and safety master plan, enacted on 18 March 2004 by the same Committee. These general rules and procedures are further detailed in the specific operational plans of the different police forces.

Weiterführende Literatur und Links:

Law-Decree n.o 33/2000, 14 March 2000
 Law-Decree n.o 267/2001, 4 October 2001
 Law-Decree n.o 268/2001, 4 October 2001
 Law no. 16/2004, 11 May 2004
 Organic Law no. 2/2004, 12 May 2004

For further research in the field of the Portuguese internal security system and the tournament, you can consult the following relevant sites:

www.portugal.gov.pt, www.mai.gov.pt, www.mj.gov.pt,
www.pgr.pt, www.gnr.pt, www.psp.pt, www.pj.pt,
www.sef.pt, www.sis.pt, www.marinha.pt, www.inac.pt,
www.inem.min-saude.pt, www.portugal2004.pt,
www.euro2004.pt, www.fpf.pt.