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Prime Minister

STOCKTAKING MEETING ON FOOTBALL

I attach for your meeting on 30 July a progress report following the meetings of my two Working Groups and in the light of the Interim Report from Mr Justice Popplewell. I am copying this to colleagues who will be present at the meeting with the request that they let you have any additional comments or observations. In Particular, I would like to record my thanks to Giles Shaw and Allan Stewart who have supported me in the Working Groups on Spectator Violence and on the Financing of Safety Improvements. I am also copying to Peter Rees in view of his interest.

On safety improvements, the report makes clear that another meeting of the Working Group is due soon, following the publication of Popplewell and also the Home Secretary's receipt of reports from the Chief Fire Officers. I suggest you will not want to get into the details of these matters at your meeting; you may like to say that a further meeting of the Group will be arranged as quickly as possible.

I was grateful for the suggestions in your Private Secretary's letter of 12 July about public relations for the football authorities at the start of the new season. I raised this at the meeting of the Working Group last Wednesday and obtained a positive response, in particular from Ted Croker of the Football Association who said that he had prepared a paper on the subject. I have since written to the FA and the Football League confirming our discussion in the Working Group, and I feel confident that an appropriate campaign will be mounted. We could discuss this at your meeting.

Moreover, I think we should use our influence to encourage Fleet Street proprietors to take a positive line in the run-up to the new season. Many Editors ought to be receptive to an approach on this issue. You would have an opportunity to encourage positive ideas and publicity when you meet the football writers and commentators again before the new season, as I understand you have it in mind to do. I intend to write some articles for national and regional papers, and to write to every MP before 17 August telling them what the Government has done and what they can do to help locally.

I am sending copies of this to Patrick Jenkin, Leon Brittan, Nicholas Ridley, Peter Rees, Giles Shaw, Allan Stewart, John Stradling-Thomas and Tim Renton.

NEIL MACFARLANE

24 July 1985

FOOTBALL VIOLENCE AND SAFETY: PROGRESS REPORT AS AT 24 JULY 1985

The Minister for Sport's Working Group on football violence, with the Football Association (FA), the Football League (FL), the Home Office and the Department of Transport, has had 3 meetings to take forward the negotiations begun at 10 Downing Street on measures to combat hooliganism. The Working Group on Financing of Safety Improvements - a larger group encompassing also the Football Trust, the Football Grounds Improvement Trust, the Sports Council and the Scottish, Welsh and Northern Ireland Offices - has had 2 meetings. The Belgian Parliamentary Report on Brussels and Mr Justice Popplewell's Interim Report are now available. This report considers progress and issues for discussion at the meeting convened by the Prime Minister on 30 July.

SAFETY

The Home Secretary's Orders designating Rugby League clubs and Football League clubs in Division 3 and 4 comes into force on 9 August. The Home Secretary's statement of 24 July on the publication of the Interim Popplewell Report summarises the current state of play. Over the next few weeks football clubs and local authorities will discuss urgent measures which need to be taken in the light of the Chief Fire Officers' reports, the Popplewell recommendations and local authorities' and clubs' own views, in order that interim certificates can be issued. There will be further bids for money. This paper covers only football, but there will be concern over financial problems for rugby league clubs and potentially for other sports when, as seems likely, Mr Justice Popplewell recommends their designation under the Safety of Sports Grounds Act.

The Financing of Safety Improvements Group considers that it is still too early to make definite assessments of the costs of improvements. A full assessment may take until September or October. Another meeting of the Working Group is due soon, to consider the interim Popplewell recommendations, the reports of Chief Fire Officers and the assessments made by the football authorities and the 2 Trusts of the resources they have available to fund safety improvements.

SPECTATOR VIOLENCE

The Package

The package of measures so far agreed is at Annex A. It lacks what Government has regarded as an important ingredient, a membership card scheme. The clubs and authorities continue to be very reluctant to introduce such a scheme. The possibilities are being considered by a Football League Working Group due to report in the first week of September.

The FA/FL and clubs will not undertake radical change unless they are forced to - perhaps by yet another crisis: they do not perceive a problem of public confidence in their game. There is nothing new in what they propose to do next season. There are also flaws. For example, morning kick-offs and all-ticket matches appear to be the major measures, but these would be of limited value in the circumstances of London, with 18 clubs close to each other.

The FA/FL believe it is for the Government to take new steps to deal with a law and order problem. For the authorities and clubs, a membership card scheme is too radical; its potential benefits are 'marginal' and could not justify the practical difficulties and the potential loss to the game in casual support.

It seems unlikely that the present package will be sufficient to prevent trouble in the early matches of the new season. The only differences evident at League grounds will be the alcohol ban and (where installed) CCTV. Changing the times of kick-offs and making games all-ticket will of course help in some cases. A membership card scheme could not be relied on in itself to deter violence totally, and certainly not in the short term. But at least it would hold out the medium term prospect of being able to identify and eventually exclude the hooligans.

For the short term, two further steps were agreed in the Working Group:-

- the FA/FL have identified early matches (Annex B) most likely to be troublesome. Special care will be taken in the planning and policing of these games;

- a publicity campaign will be staged by the FA/FL to encourage better standards of behaviour for the new season.

For the longer term it seems right to continue to press the Football League to examine positively, through their Working Group, the prospects for introducing a membership card scheme even some little way into the season.

The Government/Football Partnership

The decision last week of the FA Appeal Commission (led by the Chairman, Bert Millichip) to overturn the penalties imposed by the original Commission of Inquiry on the rioting at the Luton v Millwall match must cause grave concern. This exposes the continuing difference of perception between HMG and football on responsibilities. Can a partnership approach on the problems of violence be maintained?

The familiar history of the FA Commission's decisions was discussed at the first meeting at 10 Downing Street on 1 April. The FA were asked to clarify clubs responsibilities under their rules. A change was made at the AGM, but this preserved the status quo, ignoring specific advice given by the Home Secretary.

To be fair to the clubs, Mr Justice Popplewell has concluded that it is 'quite clear away supporters cannot be controlled by the club whom they purport to represent'. Clubs like Millwall can organise transport and other arrangements, seek all-ticket matches (as they did unsuccessfully at Luton), but how can they control violent men, ostensibly supporting their team, who take an independent route to a match?

However, the least clubs should do is to give a clear lead. Many have failed to do so. It is right for Government to cooperate with the football authorities to combat a problem of violence which is wider than football; but it is also right to expect the football authorities and clubs to play their full part.

Further Measures

Further measures are needed to control violence at football matches and to help restore public confidence. For the early games of the new season, much will now depend upon publicity and on the preparations for, and policing of, problem games. The major gaps in the package relate to the control of away supporters and the exclusion of troublemakers from games. For Mr Justice Popplewell, both gaps would be filled by a "membership system so as to exclude visiting fans".

If the football authorities and the clubs will not do more to meet their responsibilities, Government will have to consider further action. New offences are suggested by Popplewell. Stringent fallback powers (eg for the Home Secretary to close grounds) could be taken in the Public Order Bill. Refusing financial help might encourage a change of attitude. The case for financial help needs to be further considered in the Working Group on Safety Improvements, but Ministers may wish to consider whether it would be good tactics to tell the football authorities now that any financial help from Government will depend upon their taking firm action in accordance with their responsibilities for safety and order within their premises.

Agenda for the Prime Ministers Meeting

Discussion might perhaps be helped by the prior circulation of a brief agenda with papers on the following lines:

- Item 1 The effectiveness of the package of measures so far agreed to combat football hooliganism
- paper at Annex A to this report
 - oral report by Football League on their membership card Working Party.

Item 2 Publicity and planning/policing for early problem matches

- Mr Macfarlane's letter of 23 July to Ted Croker (attached)
- Mr Croker's letter to the clubs (attached)
- List of problem matches identified by the FA/FL (Annex B to this report).

PACKAGE OF MEASURES SO FAR AGREED

A. MEASURES TAKEN BY GOVERNMENT

1. The Sporting Events (Control of Alcohol, etc) Bill has now completed its Parliamentary passage and will be in force by the beginning of the new football season.
2. The Government has published the interim report of the Inquiry into safety and control at sports grounds under the chairmanship of Mr Justice Popplewell. The Inquiry has made a number of important recommendations in crowd control and "anti-hooligan" measures.
3. The Home Secretary has designated all grounds in Divisions 3 and 4 of the Football League. The necessary order was laid on 19 July and comes into force from 9 August. From that date clubs will be required to apply for safety certificates forthwith.
4. Steps have been taken to enhance police effectiveness next season. The Association of Chief Police Officers has introduced a new system for exchanging information about the conduct of fans which should assist in anticipating and preventing trouble. Three Home Office photographic vehicles ("hoolie vans") will be available to be deployed at football matches, together with 2 experimental high-definition cameras. The police role should be further strengthened by the proposed public order legislation to be introduced next Session.
5. The Home Secretary is drawing attention to the guidelines set down by the Court of Appeal on the sentencing of violent offenders and is thus encouraging magistrates to make full use of their powers to deal with football hooliganism.

6. The Government has taken the initiative to agree binding measures with European governments. The Convention on spectator violence at sporting events was adopted by the Council of Europe on 23 July and will be opened for signature on 19 August. In addition, discussions have started with UEFA on more binding requirements for matches held under their auspices.

7. Discussions are being held with the Mexican Government on what steps are open for controlling travel to the World Cup Finals in 1986.

B MEASURES TAKEN BY FOOTBALL

1. Increased fines for players sent off.

2. Known hooligans will be banned from grounds.

3. Revised Ground Regulations will be posted around stadia which will include a clause making "police searches" a condition of entry.

4. CCTV will be installed quickly at as many grounds as possible. The Football Trust has allocated £500,000 for the provision of CCTV equipment next season. This should be sufficient to provide equipment which can be deployed at 20-30 additional grounds.

5. Plans are being developed for more all-ticket and morning matches.

6. The Football League has set up a Working Party to give full and speedy consideration to membership cards. The Working Group is to report in early September. In the meantime, the FL has recommended clubs to install individual schemes.

7. Problem matches are being identified early so that effective precautions can be taken.

8. A publicity campaign is being worked up by the FA/FL and clubs to encourage better standards of behaviour for the new season.

PROBLEM MATCHES FOR EARLY WEEKS

Saturday 17 August

A/22/17
Birmingham City v West Ham United (already agreed to be
an 11 am KO)
Sheffield Wednesday v Chelsea
Fulham v Leeds United
Huddersfield Town v Millwall

Wednesday 21 August

Oxford United v Tottenham Hotspur (see general comments
about Oxford United below)

Saturday 24 August

Manchester City v Sheffield Wednesday
Bournemouth v Bristol City

Monday 26 August (Bank Holiday Monday)

Birmingham City v Oxford United
Shrewsbury Town v Millwall
Stoke City v Leeds
Reading v Bristol Rovers

Wednesday 28 August

Leicester City v Chelsea (date already moved from Bank Holiday)

Saturday 31 August

None

Tuesday 3 September

Birmingham City v Manchester City
Brighton v Leeds

Saturday 7 September

Luton v Chelsea
Fulham v Portsmouth
Shrewsbury v Leeds
Newport County v Bristol Rovers

Saturday 14 September

Manchester City v Manchester United



DEPARTMENT OF THE ENVIRONMENT
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23 July 1985

T Croker Esq
Secretary
The Football Association
16 Lancaster Gate
LONDON
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Dear Ted :

At the meeting of my Working Group last Wednesday we agreed, following a useful and helpful discussion, that clubs should be encouraged to promote and publicise their determination to put an end to violence and hooliganism among their so-called supporters.

I briefly covered some possible actions for you and the Football League to consider:-

- a) a message from Chairmen or, preferably, team captains in match programmes covering the clubs' attitudes to hooligans and spectator and player behaviour; and what clubs expect of the police, courts and spectators. (Successive messages, tailored to the particular circumstances of the ground/match, will of course have more impact);
- b) a message over the tannoy by a respected spokesman for the club summarising the message in the programme and stressing that anyone who goes on to the pitch without authority will be liable to be removed from the ground by the police;
- c) ensure that the resolve of the club to combat hooliganism is taken seriously and made fully apparent by the numbers of police and stewards deployed and by a statement from the pitch by the Mayor/Chairman/club captain/players;
- d) ensure that appropriate resolutions are passed (preferably unanimously) at club annual meetings detailing actions taken or to be taken by the club to stop hooliganism, and that these are given wide publicity.
- e) encourage official supporters clubs to issue statements to the media condemning violence and hooliganism, demanding an end to it, and emphasising their support for tough club, police and court action.

Additionally, we suggest that before the first home game club Chairmen should call in the various editors of press, radio and television to explain the clubs' new attitude against, and determination to combat, hooliganism. The Chairmen should arrange for the Chief Constable or his representative to make very clear to the media how, with the backing of Government and club, he is going to discharge his responsibility.

You will have your own additional thoughts on this campaign. I know that you had already prepared a paper covering these themes.

We all agree that it will be very important to start the new season in the right, positive atmosphere. Clubs must take the major responsibility for delivering and maintaining a stern and clear message to the fans. You have in mind sending to clubs a "sample" programme message containing the sorts of statements you would hope they will be issuing. Doing so would ensure that the right strength of message is issued across the board.

Neil MacFarlane

NEIL MACFARLANE

DRAFT LETTER TO ALL FOOTBALL LEAGUE CLUBS

As you are well aware, English football will be under close scrutiny, both at home and abroad, in the coming season. Although we acknowledge that Clubs have taken strong measures in the past to try and ensure an absence of crowd trouble, we know that these have not always been successful and that an even more rigorous look must be taken at the possibilities.

You have already been advised by The Football League to consider your League programme, particularly in the first few weeks of the season, to assess whether some of the matches should be all-ticket, with either no tickets issued to the visiting team or possibly by arrangement a limited allocation for a very select distribution. You have been advised by The Football League to consider morning kick-offs for matches where this could ease the potential problems. A number of clubs did try this last season, with considerable success.

With reference to the two items listed above, all-ticket matches and early kick-offs, will you please advise us, within seven days, of any matches in which you will introduce one or possibly both of these measures. We have an assurance from the Home Office that they will co-operate with the Clubs as far as they are able to, to ensure that the Police support no distribution of tickets on the day of the match, which is an essential adjunct to making matches all-ticket.

The Football Association reserves the right to order Clubs to play matches as all-ticket, or with early kick-offs, but we believe that initially voluntary action by Clubs is preferable, to show the firm resolve of the Clubs to tackle this problem within the powers available to us.

We will all be watching with interest the decisions of Magistrates in the coming season, to see whether or not the promises we have received concerning law and order issues outside our control are fulfilled and we would ask you to report to us any cases that are significant, whether because of the excessive or inadequate punishments handed out. Many Clubs are continuing action they have taken in recent years to ban known troublemakers from their grounds and I am sure that if a workable scheme is possible, you would welcome such action.

The Memorandum issued in recent years by The Football Association, The Football League and the Professional Footballers Association is being revised and a copy will be sent to you in due course.

I look forward to hearing from you after you have studied your fixture list.

Yours faithfully,

E.A. Croker
General Secretary

STATEMENT ON POPPLEWELL INTERIM REPORT
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BACKGROUND NOTES

Chief Fire Officer reports

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THE INQUIRY

1. Shouldn't the Bradford and Birmingham events have been the subject of different inquiries?

No. The report has clearly vindicated the Government's view that safety and control issues cannot sensibly be separated.

2. When is the final Report expected?

This is a matter for Mr Justice Popplewell to decide in the light of the extent of the evidence he receives. However, it is understood that he will aim to complete this work by the end of the year.

DESIGNATION

3. Should designation be extended to cover the grounds of other sports?

This is a question which the Inquiry will no doubt be looking into as part of its further investigation into the operation of the 1975 Act.

4. Extending designation to stadia holding less than 10,000 spectators.

Although the Act does give certain powers to extend designation to other classes of sportsground, sports stadia (i.e. sports grounds whose spectator accommodation wholly or substantially surrounds the playing area) which have accommodation for less than 10,000 are not liable to be designated. But there are of course emergency procedures which certificating authorities can utilize if necessary.

5. Why haven't all Rugby League and League soccer grounds been designated?

Because, on the information available to us, not all the stadia have a spectator capacity which exceeds 10,000.

6. Are there plans to extend designation further?

Not at present. This is something which the Inquiry can be expected to consider further and report on.

EMERGENCY POWERS

7. Under section 10 of the Safety of Sports Grounds Act 1975, if in the opinion of a certificating authority the risks to spectators justifies doing so, it may apply to the courts to prohibit or restrict admission of spectators to the whole or any part of a sports ground until steps have been taken to reduce the risk to a reasonable level. Similar powers are available to fire authorities under the Fire Precautions Act 1971.

SAFETY CERTIFICATES

8. Who determines the terms/conditions contained in a safety certificate?

The 1975 Act confers a general power on certificating authorities to specify such requirements as it thinks necessary or expedient and, within that framework, also stipulates certain conditions which must be included within safety certificates e.g. as to spectator numbers, location and exits.

-
9. What if terms/conditions are unreasonable?

There is an appeal to the Secretary of State against particular terms and conditions. These are suspended until the appeal is determined unless on application from a certificating authority a court orders that they shall apply.

-
10. Would setting a spectator ceiling by a certificating authority be an appealable condition?

Yes.

GREEN GUIDE

11. What does the Green Guide say about pitch perimeter fences?

That they should be designed to keep spectators off the pitch, but that they should have controlled gates and/or access points so that immediate access to the pitch can be ensured in an emergency.

-
12. Does the Green Guide say how high a pitch perimeter fence should be?

No. Only that if it also functions as a crash barrier, it must satisfy the strength requirements for the latter, but may be higher (because pressures on it are likely to be less localised).

-
13. Are the Green Guide requirements statutory?

No. They are non-statutory guidelines that are commended to local authorities when a ground is designated, as proving useful guidance to the authority when framing the conditions which they consider should be included in the safety certificate. The Inquiry may wish to consider what, if any, change should be made to the Guide's status.

FOOTBALL HOOLIGANISM

14. Why does the Government not hold an inquiry into the causes of football hooliganism?

SPEAKING NOTE

As my rt hon Friend the Prime Minister said on 3 June that could go on for years and reach no conclusion. The problem is with us now. We must act through persuasion, prevention and, where necessary, punishment.

15. Why do the courts not impose stiffer sentences on football hooligans?

See also Note 29 on Reports references to penalties.

SPEAKING NOTE

For all the offences commonly charged against football hooligans, custodial sentences are available. The court of appeal has clearly indicated that custody is the appropriate response to violence directed at the police or at innocent bystanders. For less serious offences committed by young tearaways, compulsory attendance sentences, normally involving Saturday afternoon sessions, are available. Since taking office we have increased the number of attendance centres from 79 to 127, and there are plans to open more later this year. The House will have noted the heavy sentences imposed in the Cambridge case recently.

16. Do the police have the power to enforce the criminal law when they are inside football grounds?

SPEAKING NOTE

There is no doubt that the police have the power to enforce the criminal law inside sports grounds. In 1976, in the case of *Cawley v Frost* the Divisional Court, presided over by the Lord Chief Justice, made it clear that a football ground was a public place for the purpose of the criminal law.

17. Who pays for the cost of policing football matches?

SPEAKING NOTE

It is general practice for organisers of sporting events to pay for police officers present inside grounds. The cost of policing outside the ground is already met from public funds.

BACKGROUND NOTE

[NOT FOR USE The cost of policing inside grounds is however charged to the football club. This may appear anomalous, but is not. It is the general practice for organisers of sporting events to pay for police officers inside grounds, while the cost of policing outside grounds is met from public funds. This is a reasonable division of financial responsibility.]

18. How much CCTV equipment will the £500,000 provided by the Football Trust buy?

SPEAKING NOTE

I understand that the Football Trust has reserved £125,000 for 10 tripod-mounted high-definition cameras for evidential use. The remainder will be allocated in response to bids from clubs. The Trust is prepared to provide £25,000 per club if the police accept ownership and maintenance and £12,500 if they do not. In addition to the evidential cameras the money should be sufficient for between 15 and 20 installations. This will not be sufficient to cover all the First and Second Division grounds, but taken together with the existing CCTV installations and the mobile equipment, it should be possible to cover most of the First and Second Division grounds.

19. Will the Government provide additional money to buy more CCTV equipment?

SPEAKING NOTE

No. The Home Office has already provided three of the police photographic vehicles, and also two prototype evidential cameras. Provision of permanent CCTV installations is however a matter for the football authorities. The Government welcomes the money which the Football Trust has allocated for this, and hopes it may be possible to find more in due course.

20. Why does the Government not provide more police to combat football hooliganism?

SPEAKING NOTE

Mr Justice Popplewell emphasises in his report the amount of police effort which is already put into the policing of football matches. For its part the Government has greatly strengthened the police service - the total manpower, both police and civilian in England and Wales, has increased by well over 12,000 since May 1979 - so that more officers are available for chief officers to deploy as required.

BACKGROUND

It has been suggested that the police should form specialist squads to deal with football hooliganism but they have no plans to do this. Instead wherever possible league matches are policed by local officers with reinforcements as necessary. At least one force (Hampshire) has experimented with sending police officers to away matches to assist in identifying a hard core of potential troublemakers. This is one of the options which is being considered by the ACPO Football Subcommittee.

21. What is being done to deal with extreme right wing organisations such as the National Front which instigate football violence?

SPEAKING NOTE

It is difficult to measure the effect which the presence of political extremists has on the level of crowd violence, but we do not rule out the possibility that this is a contributing factor. Anyone with evidence that political extremists are inciting or organising violence at football matches should draw it to the attention of the police. I understand also that the Football League is taking action through its ground regulations to prevent the distribution or sale of literature. In his interim report Mr Justice Popplewell raises the possibility that it might be made an offence to chant obscene or racist abuse at sports ground. The Government will study carefully any recommendation which he makes about this in his final report.

22. What effect will the Government's proposals on public order have on football crowds?

SPEAKING NOTE

The Government's White Paper on the review of public order was published on 16 May and the Government intends to bring forward proposals at the first legislative opportunity. The proposals in the White Paper concerning assemblies in the open air will considerably strengthen the powers available to the police to guard against the risk of disorder. Whenever they reasonably apprehend serious public disorder at a football match the police will, in effect, be able to limit the gate. Under this sanction, the police should be able to achieve whatever steps they judge necessary to minimise the risk of disorder.

23. Why not confiscate the passports of known troublemakers?

SPEAKING NOTE

Passports are issued, refused or withdrawn from an individual under the Royal Prerogative. The power to withdraw passports is exercised in certain closely defined circumstances and has never been used to deny a passport to an individual simply on the basis of a criminal conviction, whether related to football hooliganism or to other more serious offences such as murder or rape.

24. What action are the police taking following the Brussels tragedy?

SPEAKING NOTE

Following the Brussels tragedy the Merseyside police have examined a large quantity of film and video recording of this lamentable incident. The current position is that over twenty people have been arrested and remanded on police bail. Many of those arrested were identified by means of video recordings of the events of Brussels. The Merseyside police are closely co-operating with their counterparts in Belgium in their investigations. We have offered the Belgians the assistance of the DPP in any extradition proceedings which may follow.

25. What steps are being taken to learn the lessons of the incident at Brussels?

SPEAKING NOTE

Enquiries into the riot in Brussels are of course a matter for the Belgian authorities. The Belgian Parliamentary Inquiry reported on 6 July. The examining magistrate in Brussels is pursuing her enquiries. The terms of reference of the Popplewell Inquiry are already wide enough to enable any lessons learnt from Brussels to be taken into account.

BACKGROUND NOTE

The terms of reference are: "To inquire, with particular reference to the events at Bradford City and Birmingham football grounds on 11 May, into the operation of the Safety of Sports Grounds Act 1975; and to recommend what if any further steps should be taken, including any that may be necessary under additional powers, to improve both crowd safety and crowd control at sports grounds."

26. Will the Government seek to make it an offence to encroach on the pitch?

SPEAKING NOTE

Mr Justice Popplewell says that he will consider this later. The Government will consider carefully anything he says on this point in his final report.

BACKGROUND NOTE

All the uglier forms of encroachment are already caught by the criminal law (assault, criminal damage, threatening behaviour). The more innocent forms of encroachment (eg congratulating the goal scorer) are already dealt with in most cases by ejection and it is doubtful whether invoking the criminal law would be more effective. Enforcement would be difficult whenever there was a pitch invasion (eg at the end of the season to celebrate promotion). An offence could not sensibly be restricted to football. It would also need to extend to other sports (eg running onto the cricket pitch to congratulate the century-maker, or to stop the ball before it reaches the boundary rope). Subject to what Mr Justice Popplewell may say, we do not think that encroachment should be made a criminal offence.

27. Will the Government implement now the recommendation that it should be a criminal offence to have a smoke bomb or similar device at sports grounds?

SPEAKING NOTE

We will certainly look positively at this recommendation. I cannot possibly conceive of a legitimate reason for taking a smoke bomb to a football match. What we need to do is to see how a new offence would fit in with existing controls; the Firearms Act and the Explosives Act for example already apply to some kinds of smoke generators. We also need to consider Mr Justice Popplewell's recommendation that there be a specific offence of throwing a missile at sports grounds.

BACKGROUND NOTE

Smoke generators are sold for a variety of legitimate purposes: distress signals, theatrical special effects, wind indicators, fumigating greenhouses or detecting leaks in pipes. Some are covered by the Explosives Act 1875 and can only be sold to people over 16 and must not be discharged in a public place. Certain propelled varieties require a firearms certificate. The Football League are considering making the possession of a smoke canister a ground for refusal of entry or ejection under their Ground Regulations which are currently being revised. We need to consider the effectiveness of these different measures before deciding whether the hazard presented by smoke bombs is such that their possession at sports grounds should be made a criminal offence.

28. Will the Government act on the recommendation that there should be a specific offence of throwing a missile at sports grounds?

SPEAKING NOTE

No one doubts the growing menace presented by hooligans hurling missiles; and we take very seriously any suggestion that there may be gaps in the law. To the extent that there are problems of proving intent this should be remedied by the statutory redefinitions of the public order offences proposed in the Government's review of public order law [see background note]. If there are still gaps in the law we will naturally consider further amendments to ensure that missile-throwers do not escape prosecution; for the moment it seems more likely that this is primarily a problem of detection and enforcement rather than of any deficiency in the law.

BACKGROUND NOTE

In the public order review Ministers rejected the police request to make missile-throwing a specific offence, accepting the argument that there was no gap in the existing law (possession of an offensive weapon, assault, threatening behaviour). To the extent that there are problems of proving intent this should be met in the statutory redefinitions of the public order offences: the White Paper proposes adoption of the Law Commission's definition of unlawful violence, which would include "throwing at or towards a person a missile of a kind capable of causing injury which does not hit or falls short". To make missile-throwing at sports grounds a specific offence would add nothing to the criminal law: its main justification would be denunciation of a growing nuisance. It would

present difficulties of drafting, to exclude those who throw missiles with a legitimate purpose (javelins and cricket balls; tossing an orange to a fellow picnicker etc): there would have at the least to be a defence of lawful authority or reasonable excuse.

PENALTIES

29. As the Report recognises, the existing maximum penalties (attached) for offences connected with football hooliganism are not insubstantial (Report, paragraph 6.56). On the penalties that should be imposed in any particular case, the Report draws attention again (paragraph 6.58) to some trenchant words by Lord Justice Lawton to which the House's attention has been drawn before. No doubt magistrates will take note of what is said in the report on this point.

MAXIMUM PENALTIES AVAILABLE TO THE COURTS FOR OFFENCES ASSOCIATED WITH FOOTBALL HOOLIGANISM

<u>Offence</u>	<u>Maximum Penalty</u>
Wounding with intent to cause grievous bodily harm/riot/affray	Crown Court: life imprisonment and/or an unlimited fine.
Criminal Damage	Crown Court: 10 years' and/or an unlimited fine. Magistrates' Court: <u>if value over £400</u> 6 months' / £2,000 fine <u>if value £400 or less</u> 3 months' / £1,000
Assault occasioning actual bodily harm or malicious wounding	Crown Court: 5 years' and/or an unlimited fine Magistrates' Court: 6 months' / £2,000
Threatening behaviour likely to cause a breach of the peace	Magistrates' Court: 6 months' / £2,000
Assault on constable	Magistrates' Court: 6 months' / £2,000
Having an offensive weapon in a public place	Magistrates' Court: 3 months' / £1,000
Common assault	Magistrates' Court: 2 months' / £400

Powers to deal with juveniles (ie 10-16 year old offenders) are more limited. No juvenile may be sentenced to imprisonment, but where they might otherwise have been imprisoned boys aged 14 or over may be sentenced to detention for between 21 days and 4 months, and offenders aged 15 or 16 may also be sentenced to youth custody for up to 12 months. Juveniles may be fined up to £400, or £100 in the case of children under the age of 14. Parents may be held responsible for these fines. Offenders aged under 21 convicted of these offences may also be sentenced to a total of up to 36 hours' (24 for juveniles) attendance at an attendance centre, sessions at which are usually on Saturday afternoons.

WALES

30. What steps are the Government taking to assist Welsh football clubs to pay for the safety work they will be required to carry out under the new arrangements?

The position of (the 4 Welsh Football League clubs) (the one Welsh club to be included in the new designation order) is the same as that of the English clubs. My hon friend the Minister for Sport is leading a working party that includes representatives of the Football Trust and the Football Grounds Improvement Trust and is studying the question of financing the required improvements to all Football League grounds.

-
31. Is the rt hon gentleman aware that there is no record of accident or hooliganism at Welsh football grounds that justifies the severe measures the Government is rightly proposing for England?

The Government is aware that the level of hooliganism in the Principality has not been as high as in England, but in the light of recent events and the lessons that have been learned from them it would be wrong to exclude Wales from the measures that are now being taken.

-
32. The provisional recommendations in the Interim Report include one to designate all sports grounds under the Safety of Sports Grounds Act. Is the Secretary of State aware that this has the most serious implications for (Welsh Rugby clubs) (Welsh sports clubs generally) although crowd behaviour at their grounds has been consistently good and there is no evidence that measures appropriate for professional football grounds are needed on amateur (rugby) (sports) grounds.

It is premature to comment on recommendations that may or may not be included in the Inquiry's final Report, but it will be remembered that the Wheatley report in 1972 envisaged that rugby grounds would be included in the measures then recommended for football grounds. The risk of fire is not limited to any particular sport or type of ground of course.

NORTHERN IRELAND

33. Although the Safety at Sports Grounds Act 1975 does not apply, active consideration is being given to the consequences for Northern Ireland of the Interim Report's recommendations.

SPORTS ISSUES

34. What financial assistance will be made available to sports clubs for safety work?

The financial implications of safety improvement work are being considered by the Working Group set up by my rt hon Friend the Prime Minister following the tragedy at Bradford and chaired by my hon Friend the Minister for Sport. A preliminary estimate of work required at newly designated 3rd and 4th Division football clubs has been produced by the Football Grounds Improvement Trust. The Working Group will now need to consider the implications arising out of Mr Justice Popplewell's interim report and the Chief Fire Officer's inspections. Until all those components have been taken fully into account it is too early to consider how much and from what source funding might be available.

35. Why doesn't the Government re-invest into the game some of the money it takes out of football in Pools betting duty and VAT?

Pools betting duty is a tax on gambling not football. The Pools Promoters Association pays about £5 million a year for the use of League fixtures. VAT is charged on entry fees to all places of entertainment including theatres and

cinemas. There is no justification for football being treated differently in these respects.

36. Council of Europe Convention?

As I have said, the Convention was formally adopted by the Committee of Ministers of the Council of Europe yesterday and will be opened for signature on 19 August. The Secretariat is confident that an authenticated text can be prepared by that date. As soon as an authenticated text is available, a copy will be placed in the Library of the House. My hon Friend the Minister for Sport listed the features of the Convention in reply to a Question from my hon Friend the ^{member for Northfield} 1 on Friday 5 July (Vol 82 Col 278-279).

37. Wouldn't a binding agreement with UEFA be more effective?

At their meeting on the 27 June, the Ministers for Sport agreed to propose to UEFA that they should introduce binding requirements for both the use of stadia and the organisation of matches held under their auspices. An officials' working group of the Council of Europe is to discuss with UEFA the preparation of a draft memorandum of understanding to give effect to these requirements.

The group will report to a future meeting of European Sports Ministers.

38. The Minister for Sport gave the football authorities 6 weeks to consider a practical membership cards system. That was 4 months ago. Why the delay?

The Government regrets that speedier progress has not been made on the introduction of a membership card system by the football authorities. But [as I have said] the Football League have recently established a Working Party to consider the options which is to report early in September. The Government welcomes this development and urges the League and the Football Association to make rapid progress.

39. What is the view of HMG on the FA Appeals Committee ruling on Millwall and Luton?

These are matters for the football authorities and they must decide what punishments are appropriate on the basis of the facts and evidence before them. But I have to say that in the light of recent and tragic events in football we very much regret that the football authorities did not feel able to confirm the severe penalties imposed by their disciplinary committee on these clubs for the appalling incidents at their 13 March game.

40. Does the Government support the FIFA/UEFA ban?

Regrettably, the action taken by the international governing bodies was all too understandable. It is up to the football clubs and supporters in this country to demonstrate if and when the bans are no longer justified. [The decision to reduce the scope of the FIFA ban appears sensible as there is no history of the supporters of English clubs causing trouble outside Europe.]

41. What are the football authorities doing?

The football authorities are developing plans for more all-ticket and morning matches. Known hooligans will be banned from grounds. CCTV will be installed quickly at as many grounds as possible. Problem matches are being identified early so that effective measures can be taken.

42. What is being done to stop fans from travelling to matches (domestic)?

We consider that more all ticket matches, with ^{severe} ~~some~~ restrictions on the sale of tickets to visiting fans, together with more early kick offs will play an important part in limiting the number of away supporters travelling to 'problem' matches. There would also be ^a useful role for membership cards if introduced more widely. We are encouraging the football authorities to pursue urgently these measures.

43. What is being done to stop fans travelling to matches abroad?

The Scottish clubs taking part in the European competitions next season are discouraging their fans from travelling. The Government fully supports that decision. Effective control of ticket sales will also help significantly. [We are considering what steps are open for controlling travel to the World Cup Final in Mexico next year.]

For passports see Note 23

CHIEF FIRE OFFICER REPORTS : BACKGROUND NOTE

1. Scope of the survey

The survey has covered:

- all undesignated Association Football League grounds (ie third and fourth divisions)
- all Non-League Association Football Clubs with accommodation for more than 10,000 spectators
- all Rugby League grounds (first and second divisions)
- all major cricket and rugby union grounds
- all major race courses, motor racing circuits, greyhound tracks
- all major tennis clubs with stands for spectators
- all major athletics grounds with stands for spectators

In addition some fire authorities have been able in the time available to inspect stands with accommodation for much smaller numbers of spectators on the basis that, although such grounds could not be designated, a fire hazard could be detected and dealt with by the use of section 10 emergency powers. Fire authorities with a great number of large sports grounds in their area have not yet been able to inspect the smaller grounds but are to be encouraged to do so.

2. The Findings

Fire safety standards at most of the uncertificated Association Football and Rugby League grounds are in general satisfactory or need only minor improvements. Some potentially serious fire risks have, however been discovered. These include:

E.R.

- stands made wholly or largely of timber
- stands with unprotected voids beneath timber floors
- combustible materials (petrol, bottled gas etc) stored beneath stands
- inadequate gangways and final exit doors

3. Action in hand

Chief fire officers have sent copies of their findings to the management of the sports grounds they have visited indicating what remedial measures are to be taken. This has involved

- the complete closure of some stands until remedial/rebuilding work is done
- strict limits imposed on the number of spectators to be allowed into some stands
- creating extra gangways or widening others

The managements of sports grounds are considering the findings and how they are to be implemented. Where closure or part closure of stands is required, the reaction of management has been to co-operate and accept the requirements.

4. Fire Safety for the new football season

The survey undertaken by chief fire officers has provided the necessary information locally to ensure proper identification of potential fire hazards. Sufficient powers are contained in section 10 of the Safety in Sports Grounds Act to ensure that essential safety requirements are complied with.

5. The Reports

These are being fully analysed in the Home Office and a digest is being prepared for submission to the Inquiry. It will be for the Inquiry to decide whether and in what form this analysis will be made available or published. Reports on individual grounds have been compiled on a confidential basis between clubs and local fire authorities: there would be no objection to a club revealing what the report said about its ground if it so wished.

BRADFORD: POLICE COMMUNICATIONS

BACKGROUND NOTE

There is no evidence that either the police radio system in operation at Bradford or the personal radios themselves were other than fully serviceable. The equipment used is designed for normal police operations, including the policing of football crowds, but in the special circumstances of the fire at Bradford the system was unable adequately to cope with an exceptionally high quantity of voice message traffic which degraded the quality of transmission. The difficulty was compounded by the exceptionally high level of background noise.

In such an operational environment the only practical means of communication between police officers and with their control points is by voice transmission over radio. Where the quantity of voice traffic exceeds the capacity of the system the only measures available are to reduce the number of transmissions through greater radio discipline, or to increase capacity. The former may be achieved through training, but the latter requires more radio channels and base station equipment. These factors are already taken into account by police forces in planning the best use of their communications resources.

There remains the problem of communicating with standard personal radios in a very noisy environment. This is a technical problem but its solution must take account of operational objections to the use of headsets in a disorderly crowd. The Home Office Directorate of Telecommunications is considering the problem as a matter of urgency.

INQUIRY INTO CROWD SAFETY AND CONTROL AT SPORTS GROUNDS
INTERIM REPORT JULY 1985 (CMND 9585)

GOVERNMENT RESPONSE TO RECOMMENDATIONS

GROUND MANAGEMENT

RECOMMENDATIONS

1. Evacuation procedures should be a matter of police training and form part of the briefing by police officers before a football match. (Paragraph 3.9).

2. The local authority team responsible for issuing safety certificates in respect of designated grounds should, as heretofore, include police officers. (Paragraph 3.15)

Certificating authorities and chief officers of police will be invited to act upon these recommendations (see also Recommendation 10).

RECOMMENDATIONS

6. Those managing sports grounds not governed by safety certificates should give serious consideration, with the assistance of fire authorities, to the presence in a ground of suitable fire fighting equipment. (Paragraph 3.54)

7. Stewards at all sports grounds should be trained in fire fighting. (Paragraph 3.55)

8. In designated grounds it should be a term of the safety certificate that an adequate first-aid room should be provided. (Paragraph 3.99)

10. Stewards in all grounds should not only be trained in fire precautions and fire-fighting (see Recommendation 7 above) but should also be trained in how best to help the police in evacuation.

(Paragraph 3.104)

14. Suitable and adequate exits should be provided in all sports grounds. (Paragraph 3.138)

15. No smoking should take place in combustible stands, that this should be a condition of entry to the ground that signs to that effect should be prominently displayed and this should be a condition of entry to the ground. (Paragraph 3.141)

The relevant sports authorities will be invited to draw the attention of sports grounds managers to these recommendations, and certificating authorities will be asked to consider reflecting the recommendations in new or amended safety certificates as appropriate in the case of designated grounds. The fire and police services will be asked to stand ready to advise on equipment and assist with training as appropriate.

RECOMMENDATION

9. There should be urgent consultation between the Health and Safety Executive and the fire authorities and local authorities as to how best to co-ordinate and communicate their inspections and reports.

(Paragraph 3.95)

The HSE has appointed a member of its Executive to review liaison arrangements between its inspectors and the fire authorities. He will consult Government Departments and others in this review, the results of which will be made public.

RECOMMENDATION

16. Fire Authorities should identify and visit all sports stadia in their areas and should prohibit or restrict the use of any stands which, in their view, constitute a risk to spectators because of the inadequacy of the fire precautions. (Paragraph 3.142)

Chief Fire Officers in England and Wales were invited by the Home Secretary on 16 May to inspect all sports grounds and were reminded of the powers available to them to take emergency action if, in their view, fire hazards constituting a risk to spectators are revealed. The Secretary of State for Scotland similarly asked Firemasters to inspect sports grounds in Scotland. Reports received show that fire brigades have not hesitated to recommend emergency action where necessary, including in a number of cases a prohibition on the use of stands or a restriction on the number of spectators allowed into them.

RECOMMENDATION

17. In order to ensure a complete record of sports grounds a local registration system should be set up. (Paragraph 3.150)

Consultation will take place with the local authority associations to establish how such records may best be compiled and maintained. The recent visits of the fire brigades (see Recommendation 16) should have in practice marshalled much of the relevant data already.

STRUCTURES

RECOMMENDATION

13. Building of new permanent stands of combustible materials should be prohibited as a general rule. (Paragraph 3.132)

This recommendation will be given speedy and urgent consideration by the Departments who are responsible for building regulations.

GREEN GUIDE

RECOMMENDATIONS

4. The Green Guide should be amended to include in Paragraph 11 a provision that, wherever practicable, roads within a quarter of a mile of a sports ground should be kept entirely-free of parked vehicles. (Paragraph 3.35)

11. Paragraph 6.14.6 of the Green Guide should be amended to read: "All exit gates should be manned at all times while the ground is used by the public and be capable of being opened immediately from inside by anyone in an emergency." (Paragraph 3.111)

12. The Green Guide should be amended to contain a specific provision, in relation to stewards,

(i) that they should be trained and instructed to deal with any emergency relating to fire or evacuation (see also Recommendations 7 and 10);

(ii) that they should be given written instructions about the action to be taken in cases of emergency;

(iii) that they should receive practical instruction and training appropriate to their responsibility;

(iv) that no one should be employed as a steward unless they have been so instructed and trained; and

(v) that they should be adequate in number, physically and mentally capable of performing their duties, effectively deployed, effectively supervised and readily identifiable.

(Paragraph 3.117)

19. The next edition of the Green Guide should make it clear that it applies to all sports grounds. (Paragraph 3.154)

These points will be noted for inclusion in the next edition of the Green Guide which will be needed after the Inquiry's final report is received. Action will not however depend upon the availability of a fresh edition and certificating authorities and chief officers of police (Recommendation 4) will be invited to take such steps as are open to them now.

CROWD MANAGEMENT

RECOMMENDATIONS

5. Consideration should be given to making it a criminal offence in England and Wales to have a smoke bomb or similar device at sports grounds. (Paragraph 3.42)

22. There should be a specific offence of throwing a missile at sports grounds. (Paragraph 6.57)

The case for inviting Parliament to create new criminal offences on these lines will be studied urgently in connection with the Government's intention of introducing legislation in the next session of Parliament following its review of the law relating to public order.

RECOMMENDATIONS

20. Urgent consideration should be given by football clubs in England and Wales to introducing membership system so as to exclude visiting fans. (Paragraph 6.48)

23. Football clubs should review their arrangements for entry and the organisation of their turnstiles. (Paragraph 6.62)

Both these recommendations are for football authorities and clubs, but the Government hopes that they will be given serious consideration. The Government has been encouraging the Football Association and the Football League to introduce a scheme of membership cards and the options are currently

being considered in a Football League working group: that group's attention will therefore be drawn to the Inquiry's Recommendation 20. The governing bodies' attention will also be drawn to Recommendation 23 which might be influenced by decisions upon Recommendation 20.

RECOMMENDATION

21. Closed circuit television should be introduced at League football grounds in England and Wales and in the Premier Division in Scotland.
(Paragraph 6.54)

The Football Trust has allocated £500,000 for the provision of CCTV equipment in League grounds during the 1985-86 season. The Trust's attention, and that of the Football Associations and the Football Leagues, will be drawn to this recommendation.

MISCELLANEOUS

RECOMMENDATIONS

3. Early attention should be given by the Home Office Directorate of Telecommunications to consider the practicality of producing a more suitable personal radio for the police. (Paragraph 3.33)

18. Consideration should be given as how best to deal with temporary stands and marquees (Paragraph 3.151)

24. Consideration should be given to the design of a standard, efficient perimeter fence, with proper exits. (Paragraph 6.63)

Each of these will be studied as the Inquiry advises. Recommendations 18 and 24 may best be taken forward in the context of the Inquiry's next stage and when it turns to examine the Green Guide as a whole.

PROVISIONAL RECOMMENDATIONS

(To be reviewed in the Final Report)

1. I am minded to recommend that in England and Wales the police should be given the unfettered right of search before entry to football grounds by statute. (Paragraph 3.41)
2. I am minded to recommend that Section 10 of the Fire Precautions Act 1971 should be amended with a view to giving the Fire Authority power in cases other than those which are regarded as wholly exceptional (Paragraph 3.61)
3. Linked with the above, I am minded to recommend that consideration should be given to introducing legislation giving powers for the Fire Authority to apply to the High Court for an injunction (or to the Court of Session for an interdict in Scotland) under Section 10 of the Fire Precautions Act 1971. (Paragraph 3.61)
4. I am minded to recommend that Section 10 of the Safety at Sports Grounds Act 1975 should be amended in like manner to Section 10 of the Fire Precautions Act 1971 (see Provisional Recommendations 2 and 3) and an application to the High Court for an injunction (or to the Court of Session for an interdict in Scotland) should be an alternative remedy. (Paragraph 3.76)
5. I am minded to recommend that the Secretary of State should exercise his powers to designate all sports grounds, whatever their size to include indoor as well as outdoor activities. (Paragraph 3.145)
6. I am minded to recommend immediate designation of any ground capable of holding over 5,000 spectators, to cover all sports grounds, not merely football grounds. (Paragraph 3.146)
7. I am minded to recommend that consideration should be given to providing the police with additional powers of arrest under the Public Order Act, 1936. (Paragraph 6.66)
8. I am minded to recommend that consideration should be given to creating a specific offence of chanting obscene or racist abuse at a sports ground. (Paragraph 6.67)

These are noted and the Government will stand by to assist the Inquiry in its further consideration of the matters.

TO BE CHECKED
AGAINST DELIVERY

FINAL VERSION

24 JUL 85

Q.
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HOME SECRETARY'S STATEMENT ON SAFETY AND CONTROL AT SPORTS GROUNDS

With permission, Mr Speaker, I should like to make a statement. The Government has today published the interim report of the Inquiry into safety and control at sports grounds under the chairmanship of Mr Justice Popplewell, established following the tragic fire at Bradford City football ground and the events at Birmingham City on 11 May. My rt hon friend the Secretary of State for Scotland and I are both deeply grateful for the speedy, clear and thorough way in which the Chairman and his two assessors have tackled this difficult and important task.

The Inquiry concludes that the Bradford fire was probably caused by the accidental dropping of a lighted match or cigarette or tobacco onto accumulated rubbish below the stand; that had the Guide to Safety at Sports Grounds (the 'Green Guide') been complied with, the tragedy would not have occurred; and that the riot at Birmingham - which the police could not reasonably have foreseen - was caused by spectators bent from the outset on violence. No one reading the report, or who followed the public hearings in Bradford, can doubt that the Inquiry has investigated these matters as thoroughly as possible.

The Inquiry make 32 recommendations, 8 of which are provisional. They fall into 2 groups: those concerned with safety and those

/concerned with control

concerned with control. I am making available separately a written statement dealing with each of the recommendations.

The safety recommendations include a number designed to improve arrangements at sports grounds by, for example, improving evacuation procedures, the training of stewards, the provision of fire fighting equipment and increasing the scope of safety certificates. In all these cases the Government will be inviting the local authorities, the police and the sports authorities to respond immediately to the spirit of the recommendations. The Government will issue a fresh edition of the 'Guide to Safety at Sports Grounds', the 'Green Guide', in the light of the Inquiry's final report. But it will also ask certificating authorities and the police in exercising their powers to take full account of the recommendations for amending the Green Guide, before the issue of the new edition of the Green Guide.

So far as crowd control is concerned, the Inquiry has made a number of important recommendations concerning membership cards and closed circuit television, the creation of new criminal offences relating to smoke bombs and the throwing of missiles and the need for a more suitable police radio.

On membership cards, the Inquiry recommends that urgent consideration be given by football clubs in England and Wales to introducing a membership system so as to exclude visiting fans. Also recommended is that closed circuit television be introduced at League football

/grounds.

grounds. The Government strongly supports the television recommendation and has also already made clear its support for a scheme of membership cards to help exclude troublemakers. A Football League working party is looking at the options and I would urge both the League and the Football Association to take heed of the recommendations of the Inquiry by seeking jointly to reach positive conclusions at the earliest practicable date.

It is also proposed that new offences should be created making criminal the possession of smoke bombs in football grounds and the throwing of missiles. This proposal will be carefully considered for possible inclusion in the public order legislation which the Government hopes to bring forward next session. The Directorate of Telecommunications at the Home Office will also consider, as a matter of urgency, how best to meet the concern expressed about the personal police radios used at Bradford.

In its provisional conclusions the Inquiry indicates that it is minded to recommend changes to the provisions of the Fire Precautions and Safety at Sports Grounds Acts; that the police be given additional powers of search and arrest; and that consideration be given to the creation of a specific offence of chanting obscene or racist abuse at a sports ground. We shall of course consider with care any recommendations which the Inquiry makes on these and other points in the final report.

/I hope it will

I hope it will also be convenient for me to bring the House up to date on matters relating to safety and control since my statement on 13 May.

First, under the Safety at Sports Grounds Act I have designated all the qualifying grounds of clubs in Divisions 3 and 4 in the Football League in England and Wales, as well as in Divisions 1 and 2 of the Rugby League. The necessary Order was laid on 19 July and comes into force on 9 August. From the latter date clubs will be required to apply for safety certificates before admitting any spectators. I have made it clear to the certifying authorities that the expectation is that they will work swiftly, normally by means of issuing interim certificates. In some cases the best way of providing immediate protection - while also reducing the costs of implementation - may well be to restrict attendance ceilings in grounds or parts of grounds.

My rt hon friend the Secretary of State for Scotland has decided for his part not to proceed at present by extending designation in Scotland beyond its existing limits. However, he has arranged for all non-designated clubs and all governing bodies in sport in Scotland to conduct an urgent review of ground safety in co-operation with their local fire authorities.

Secondly, all uncertificated grounds of the third and fourth divisions of the Football League, of the first and second divisions of the Scottish Football League, and of the first and second divisions of the Rugby League have been inspected

/as a result of

as a result of the request that I and my rt hon friend made to Chief Fire Officers and Firemasters. In addition accommodation for spectators at the larger cricket grounds, rugby union grounds, race courses, motor racing tracks, greyhound tracks, tennis clubs and athletics grounds has been inspected.

Chief Fire Officers and Firemasters have sent copies of their findings to the management of the sports grounds indicating what remedial measures have to be taken. In some cases this will involve the complete closure of a stand until rebuilding or remedial work has been completed: in other cases strict limits are being placed on the number of spectators allowed into the stand. My hon friend the Minister of Sport will be looking further at the financial implications with the interests concerned in his working group on the financing of safety improvements. Managements have responded in a co-operative way and have either set necessary work in hand or are considering how to comply with the requirements. Local authorities and local fire authorities have sufficient statutory powers to ensure that essential fire safety requirements are complied with. These will in no way be affected by the separate proposals directed towards streamlining the present law on fire precautions published yesterday in a consultative document and which I am inviting the Inquiry also to consider in the context of their work.

My rt hon friend the Secretary of State for Scotland and I are grateful to Chief Fire Officers and Firemasters for the prompt,

/efficient and careful

efficient and careful manner in which this survey has been carried out. A digest of the reports will be submitted to the Inquiry.

Thirdly, the House will of course be aware of the rapid passage through both Houses of the Sporting Events (Control of Alcohol etc) Bill. It will be in force by the beginning of the football season.

Fourthly, steps have also been taken to enhance police effectiveness next season. In England and Wales the Association of Chief Police Officers has introduced a new system for exchanging information about the conduct of fans which should assist in anticipating and preventing trouble. Three of the Home Office photographic vehicles will be available to be deployed at football matches, together with 2 experimental high-definition tripod mounted cameras. This is in addition to the £500,000 worth of closed circuit television equipment purchased through funds provided by the Football Trust.

Fifthly, my hon friend the Minister for Sport has helped to promote and draw up a Council of Europe Convention on Spectator Violence which was adopted by the Council of Europe Committee of Ministers yesterday .

There is no single, simple method of making sports grounds safe and free from violence, but I believe that the steps taken in the last few months, coupled with the implementation of the important recommendations of Mr Justice Popplewell's inquiry, have already made and will make a significant contribution towards preserving football as a major spectator sport.

CC/HB



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB

01-212 3434

My ref: M/PSO/15202/85

Your ref:

Hugh Taylor Esq
PS/Home Secretary
50 Queen Annes Gate
London
SW1

23 July 1985

NB3M

Dear Mr Taylor

BELGIAN BAN ON BRITISH SOCCER CLUBS

Flap PL-3

Mr Macfarlane was grateful for your letter of 24 June, dealing with the Home Secretary's discussions with Mr Scarfaro and Mr Nothomb, of Italy and Belgium, during the margins of the meeting of the Ministers of the Interior in Rome on 20/21 June.

Some concerns about the suggested approach to the Belgian Government to relax their ban on British teams were expressed subsequently by both No 10 and also the Foreign and Commonwealth office. However, we would now suggest that any UK action should await the outcome of the current political uncertainty in Belgium. In Mr Macfarlane's view we must now await FCO advice on the timing and nature of any next steps to be taken on this issue.

For the future, if any approach is to be considered, it should in the Minister's view be based upon simple arrangements. Any form of vetting would be cumbersome and should be avoided. It may be that the Belgians would eventually accept visits by teams without supporters (save, perhaps, relatives and managers/coaches); that would remove the problem which concerns them but would permit the great majority of tours by amateur sports teams which are so unfairly affected by the present ban.

I am copying this letter to Mark Addison (No 10) and Alistair Harrison (FCO).

Yours sincerely
Paul Heron

PAUL HERON
Private Secretary

Football Hooley.
Home Affairs Pt 4



For Addison

File

You should see this

J 24/7

MS

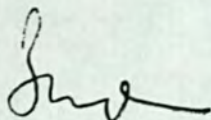
PRIME MINISTER

FOOTBALL FINANCES

As you know, I was the source of the weekend newspaper stories which warned the FA/FL from pleading poverty when they come to see you next week after the contract Sunderland have given to Lawrie McMenemy, ex-Southampton manager. He is reputed to be getting £150,000 a year - or £3000 a week as newspapers put it.

I am told by friends in the North East that, having given him this contract Sunderland, in one of the highest unemployment areas of the country, have raised season ticket prices by up to 20%. The dearest seat on the ground now costs £120. The supporters' club is up in arms complaining that fans are being asked to pay first division prices for second division football. (Sunderland were relegated last season.)

Sunderland AFC's action shows, however, that clubs have no compunction about raising money when they have to. But they don't raise it to spend on fans.



BERNARD INGHAM

23 July 1985

From: THE PRIVATE SECRETARY

cc Pops
Vf.



Prime Minister. ②

For information. You will note the statement is now down for Wednesday, not Thursday. We have a meeting on Wednesday, which will preclude your sitting in.

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

22 July 1985

Dear Mr Graham

POPPELWELL INQUIRY: INTERIM REPORT

MEA 22/7

I must sign
Good statement out

In his letter of 16 July the Home Secretary explained his plans for responding to the interim report. It is now expected to be published on Wednesday 24 July.

... I attach drafts of the oral and written statements the Home Secretary proposes to make which have been agreed in broad outline between officials. I would be grateful if you could confirm at your earliest opportunity whether your Secretary of State is content.

I am copying this letter and its enclosures to the Private Secretaries to the Lord President, the Lord Privy Seal, the Secretaries of State for the Environment, Wales and Northern Ireland, the Minister for Sport, No 10 and Sir Robert Armstrong.

Yours sincerely
Walter Fittall

W R FITTALL

J S Graham, Esq

HOME SECRETARY'S STATEMENT ON SAFETY AND CONTROL AT SPORTS GROUNDS

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The Inquiry concludes that the Bradford fire was probably caused by the accidental dropping of a lighted match or cigarette or tobacco onto accumulated rubbish below the stand; that had the Guide to Safety at Sports Grounds (the 'Green Guide') been complied with, the tragedy would not have occurred; and that the riot at Birmingham - which the police could not reasonably have foreseen - was caused by spectators bent from the outset on violence. No one reading the report, or who followed the public hearings in Bradford, can doubt that the Inquiry has investigated these matters as thoroughly as possible.

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/concerned with control.

concerned with control. I am making available separately a written statement dealing with each of the recommendations.

The safety recommendations include a number designed to improve arrangements at sports grounds by, for example, improving evacuation procedures, the training of stewards, the provision of fire fighting equipment and increasing the scope of safety certificates. In all these cases the Government will be inviting the local authorities, the police and the sports authorities to respond immediately to (the spirit of) the recommendations. The Government will issue a fresh edition of the 'Guide to Safety at Sports Grounds', the 'Green Guide', in the light of the Inquiry's final report. But it will also ask certificating authorities and the police in exercising their powers to take full account of the recommendations for amending the Green Guide, before the issue of the new edition of the Green Guide.

So far as crowd control is concerned, the Inquiry has made a number of important recommendations concerning membership cards and closed circuit television, the creation of new criminal offences relating to smoke bombs and the throwing of missiles and the need for a more suitable police radio.

On membership cards, the Inquiry recommends that urgent consideration be given by football clubs in England and Wales to introducing a membership system so as to exclude visiting fans. Also recommended is that closed circuit television be introduced at League football

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grounds. The Government strongly supports the television recommendation and has also already made clear its support for a scheme of membership cards to help exclude troublemakers. A Football League working party is looking at the options and I would urge the football authorities to take heed of the recommendations of the Inquiry by seeking to reach positive conclusions at the earliest practicable date.

It is also proposed that new offences should be created making criminal the possession of smoke bombs in football grounds and the throwing of missiles. This proposal will be carefully considered for possible inclusion in the public order legislation which the Government hopes to bring forward next session. The Directorate of Telecommunications at the Home Office will also consider, as a matter of urgency, whether it is possible to meet the concern expressed about the personal radios used at Bradford.

In its provisional conclusions the Inquiry indicates that it is minded to recommend changes to the provisions of the Fire Precautions and Safety at Sports Grounds Acts; that the police be given additional powers of search and arrest; and that consideration be given to the creation of a specific offence of chanting obscene or racist abuse at a sports ground. We shall of course consider with care any recommendations which the Inquiry makes on these and other points in the final report.

/I hope it will

I hope it will also be convenient for me to bring the House up to date on matters relating to safety and control since my statement on 13 May.

First, under the Safety at Sports Grounds Act I have designated all the qualifying grounds of clubs in Divisions 3 and 4 in the Football League in England and Wales, as well as in Divisions 1 and 2 of the Rugby League. The necessary Order was laid on 19 July and comes into force on 9 August. From the latter date clubs will be required to apply for safety certificates before admitting any spectators. I have made it clear to the certifying authorities that the expectation is that they will work swiftly, normally by means of issuing interim certificates. In some cases the best way of providing immediate protection - while also reducing the costs of implementation - may well be to restrict attendance ceilings in grounds or parts of grounds.

My rt hon friend the Secretary of State for Scotland has decided for his part not to proceed by extending designation in Scotland beyond its present limits. However, he has arranged for all non-designated clubs and all governing bodies in sport in Scotland to conduct an urgent review of ground safety in co-operation with their local fire authorities.

Secondly, all uncertificated grounds of the third and fourth divisions of the Football League, of the first and second divisions of the Scottish Football League, and of the first and second divisions of the Rugby League have been inspected

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as a result of the request that I and my rt hon friend made to Chief Fire Officers and Firemasters. In addition accommodation for spectators at the larger cricket grounds, rugby union grounds, race courses, motor racing tracks, greyhound tracks, tennis clubs and athletics grounds has been inspected.

Chief Fire Officers and Firemasters have sent copies of their findings to the management of the sports grounds indicating what remedial measures have to be taken. In some cases this will involve the complete closure of a stand until rebuilding or remedial work has been completed; in other cases strict limits are being placed on the number of spectators allowed into the stand. My hon friend the Minister of Sport will be looking further at the financial implications with the interests concerned in his working group on the financing of safety improvements. Managements have responded in a co-operative way and have either set necessary work in hand or are considering how to comply with the requirements. Local authorities and local fire authorities have sufficient statutory powers to ensure that essential fire safety requirements are complied with. These will in no way be affected by the separate proposals directed towards streamlining the present law on fire precautions published yesterday in a consultative document and which I am inviting the Inquiry also to consider in the context of their work.

My rt hon friend the Secretary of State for Scotland and I are grateful to Chief Fire Officers and Firemasters for the prompt,

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efficient and careful manner in which this survey has been carried out. A digest of the reports will be submitted to the Inquiry.

Thirdly, the House will of course be aware of the rapid passage through both Houses of the Sporting Events (Control of Alcohol etc) Bill. It will be in force by the beginning of the football season.

Fourthly, steps have also been taken to enhance police effectiveness next season. In England and Wales the Association of Chief Police Officers has introduced a new system for exchanging information about the conduct of fans which should assist in anticipating and preventing trouble. Three of the Home Office photographic vehicles will be available to be deployed at football matches, together with 2 experimental high-definition tripod mounted cameras. This is in addition to the £500,000 worth of equipment purchased through funds provided by the Football Trust.

Fifthly, my hon friend the Minister for Sport has helped to promote and draw up a Council of Europe Convention on Spectator Violence [which was adopted by the Council of Europe Committee of Ministers yesterday].

There is no single, simple method of making sports grounds safe and free from violence, but I believe that the steps taken in the last few months, coupled with the implementation of the important recommendations of Mr Justice Popplewell's inquiry, have already made and will make a significant contribution towards preserving football as a major spectator sport.