



THE INDEPENDENT **FOOTBALL** COMMISSION

---

**REPORT** ON EURO 2004

*september 2004*

**REPORT ON EURO 2004**

[www.theifc.co.uk](http://www.theifc.co.uk)

*FA to woo fans with forum in Portugal* (headline in the London Evening Standard, February 10 2004) ... *hooliganism is not the main risk this summer. More dangerous than jobs throwing chairs would be a crush in a stadium.* (Financial Times, February 21 2004) ... *on the Algarve, the hooligans were the dogs that didn't bark. Nothing went wrong.* (report on the England friendly against Portugal, The Financial Times, February 21 2004) *Everything suggests this summer should be a wonderful celebration of football, a sunny hymn of praise to a beautiful game. But we English have a disease that does not allow us to see things so simply any more, not where football and the mass movement of fans is concerned.* (Daily Mirror, February 28 2004) *"We have an opportunity to present the best possible image of ourselves in the knowledge that, if we do, it could pay dividends in the summer"* (Football Supporters' Federation Deputy Chairman quoted in The Resident, local paper for ex-pats in the Algarve, February 2004) *"Any minor alcohol-fuelled incident will be described as football hooliganism. In Spain every summer the police arrest and detain more than 2,000 UK citizens for this type of behaviour. It would be unduly optimistic to think there will be no incidents of this kind during Euro 2004."* (Junior Home Office Minister Caroline Flint, quoted in The Times, May 7 2004) *"... is my noble friend aware of the excellent work that is being done by ... Fans 4 England, in building good relations in Portugal around the 2004 competition? I understand this involves school visits, mini tournaments, links to children in orphanages in Portugal and many other activities."* (Question asked by Lord Carter in the House of Lords, May 2004) *Injunctions have been obtained in England preventing the resale of tickets because of (UEFA's) worry that security would be breached if there is no segregation of fans.* (The Times, May 7 2004) *"There is no doubt that many of these 17 hooligans would have been organising fights at Euro 2004. It's a major success having them behind bars."* (British Transport Police officer quoted in The Guardian, May 8 2004) *About 120 members of Englandfans, the Football Association's supporters organisation, were refused tickets for England's games in Portugal when security checks turned up their records as thugs and criminals* (The Guardian, May 9 2004) *"I'm very hopeful that Euro 2004 will pass off relatively, if not entirely, trouble-free. There's no one for England fans to fight in Portugal as they have no history of hooliganism, and all the hassle you get from police these days means a lot of lads [hooligans] who would usually go on England trips think it's not worth it any more."* (Former football hooligan quoted in The Guardian, May 9 2004) *The FA has written to Uefa warning that the Portuguese authorities' plans to erect big screens in public areas so that ticketless fans can watch games together could lead to trouble* (The Observer, May 9 2004) *"... I am very taken by the approach of adopting a community and providing support and encouragement to local young people ... to participate and get involved in football and see it as something to enjoy rather than something to be frightened of or worried by."* (Lord Bassam, speaking in the House of Lords, May 2004) *UEFA, European football's governing body, has come under fire from hospitality agents for its Euro 2004 ticketing policy, which they say is fuelling the black market, not controlling it.* (The Times, May 10 2004) *"We believe we've done everything we can to ensure a safe and enjoyable tournament"* (Junior Home Office Minister Caroline Flint, May 26 2004) *Convicted hooligans were warned yesterday that they would be caught if they attempted to enter Portugal from airports in Scotland and Northern Ireland, or if they flew to Malaga in southern Spain to use that as a jumping-off point.* (The Independent, May 27 2004) *Today's event is just one of the many initiatives that fans have been giving up their own time to work on to improve the image of England supporters abroad, and by coming today you are demonstrating that you too would like to help make that change.* (Introduction by Sir Trevor Brooking to 4England's 7-a-side competition in Coimbra, June 2004) ... *(at) the last European championship ... violence involving England followers led Tony Blair to apologise on the floor of the House of Commons, and Uefa to threaten England with expulsion, a threat that still hangs over the team.* (The Guardian, June 5 2004) *"Although it is nice to win, the main goal of our event is to provide a fantastic experience for everyone and hopefully change many people's perceptions of English football fans."* (4England welcome to the 7-a-side competition in Coimbra, June 2004) ... *the FA has tried to persuade Uefa that it is unrealistic to hold the association responsible for 50,000 England fans* (The Sunday Times, June 6 2004) ... *a spokesman for the Home Office said: "It's difficult to see what more the FA could do. This is the most detailed and expensive preparation for any tournament ever."* (The Sunday Times, June 6 2004) *Sadly all too often the fans are the one group that doesn't get consulted or listened to when the big issues affecting the game are decided – despite the fact that, directly or indirectly, we contribute most of the money and all of the atmosphere the game enjoys* (Football Supporters' Federation, 4England 7-a-side competition in Coimbra, June 2004) *"I am absolutely sure that there has never been a tournament where so much preparation has been done to make sure that everything is in place before it starts."* (David Swift, Deputy Chief Constable of Staffordshire, quoted in The Sunday Times, June 6 2004) ... *Uefa's Chief Executive has again warned the Football Association that England will be thrown out of the tournament if there is serious trouble ... The FA will be held ultimately responsible for the conduct of all English fans in Portugal, regardless of whether they have tickets.* (The Sunday Times, June 6 2004) *Politicians, diplomats, police chiefs and fans are quietly optimistic that warnings from the organisers, Uefa, that the England team will be sent home if violence erupts among their supporters will prove to have been unnecessary* (The Times, June 12 2004)

## **EURO 2004**

*a report by the Independent Football Commission on the FA's  
role in off-field initiatives and services provided for supporters*

## LIST OF ABBREVIATIONS

ACPO	Association of Chief Police Officers
BTP	British Transport Police
CEO	Chief Executive Officer
CFA	County Football Association
CRB	Criminal Records Bureau
CRU	Customer Relations Unit
DCMS	Department for Culture Media and Sport
EMC	England Members Club
EUROTOK	Euro Transfer of Knowledge
FA	Football Association
FADSG	FA Disabled Supporters Group
FAPL	FA Premier League
FBO	Football Banning Order
FCO	Foreign and Commonwealth Office
FIFA	Fédération Internationale de Football Association
FIU	Football Intelligence Unit
FL	Football League
FLA	Football Licensing Authority
FMT	Follow My Team
FSF	Football Supporters' Federation
IFC	Independent Football Commission
NADS	National Association of Disabled Supporters
NCIS	National Criminal Intelligence Service
PFF	Portuguese Football Federation
PUS	Parliamentary Under-Secretary
UEFA	Union of European Football Associations

## CONTENTS

List of abbreviations	2
Contents	3
Chairman's Foreword	4
Executive Summary	5
I Introduction	6
II Purpose and Scope	7
III The Strategic Approach to Euro 2004	9
IV Supporters	12
V englandfans	16
VI Going Forward	29
Annexes	
A Preliminary scoping document	32
B Organisations and individuals consulted	34
C Materials seen by the IFC	35
D IFC publications	36
E Members of the Independent Football Commission	37

## CHAIRMAN'S FOREWORD

The Independent Football Commission has conducted an enquiry into the Football Association's role in planning and implementing its initiatives relating to the European Championships held in Portugal. All observers welcomed the greatly improved atmosphere surrounding Euro 2004, compared to the problems of public disorder witnessed at Euro 2000 in Holland and Belgium. Our report analyses the factors which contributed to that improvement and in particular the FA's activities in promoting off-field initiatives and in providing services to supporters.

This is the second free standing report published by the IFC during 2004. The first was on self-regulation as a contribution to the review of the Commission itself and was published in May 2004 in time to inform the discussions by the football authorities. This report is published soon after Euro 2004 as a timely commentary on an important event in the football calendar and as a contribution to the future strategy for the next major event, the 2006 World Cup.

The report will, I hope, be of value to the Football Association, both as a retrospective evaluation of what the organisation achieved in Euro 2004 and as a background to its review of englandfans. It will also be of interest to government departments, supporters' organisations and their members, and to a wide range of football stakeholders. This report is published in the context of the IFC's role in evaluating the performance of the football authorities, in this case on the ticketing policies for an international championship and the impact they had on the experience of supporters. The commentary draws out, also, the important role of non-football agencies and the valuable partnership between government agencies, the police and football in preparing for Euro 2004.



Professor Derek Fraser  
Chairman

## EXECUTIVE SUMMARY

The **Introduction** outlines the reason for the IFC's enquiry into Euro 2004 and the focus of its attention (page 6). Section II describes the **Purpose and Scope** of the report and identifies the main issues, which are set out in Annexe A (page 32). Exceptions to and variants on the initial scope are explained, and the methodology used by the IFC in pursuit of its enquiries (pages 7-8).

Section III, the **Strategic Approach to Euro 2004**, considers the history of public disorder generated by England supporters in the nineties. It focuses on legislative and organisational changes in the UK to address the problems, following much-publicised football violence at Euro 2000, and the threat from UEFA to expel England from future competitions. The lead taken by the Home Office, the strengthening of previous football disorder legislation, the multi-agency approach to Euro 2004 and the FA's role and view of its own objectives are examined (pages 9-11). The section **recommends** that the FA should reconsider the expression of its strategic objectives for the future.

In section IV, **Supporters**, the IFC examines the growth and increasing acceptance of fan initiatives since 1996, culminating in significant supporter empowerment at Euro 2004. The report notes that Euro 2004 saw the concerted support of the Home Office, the Foreign Office, police authorities and the embassy in Lisbon, and welcomes the FA's decision also to work with supporters, in contrast to its previous position at Euro 2000 and the 2002 World Cup. The IFC **recommends** that the FA should maintain this policy and the appropriately low-key approach that went with it. The IFC also commends the community and relationship-building the fans undertook and their success in changing perceptions of the "typical" England supporter, noting that success was largely dependent on the initiatives being supporter-led (pages 12-14). This section draws attention to some risks attendant on the success of supporter initiatives and hopes the FA will draw the attention of its partners to them (pages 14-15).

Section V looks closely at **englandfans**, in three parts: englandfans; the Euro 2004 experience; the FA's general role and responsibility toward supporters of the England team. The first part traces the creation of englandfans following the disbanding of the England Members Club after Euro 2000. The IFC analyses internal changes made by the FA in order to build relations with the supporters and create a more open and listening culture (page 16). The section then turns to the measures and risks taken by the FA to eliminate the hooligan element and the aims it set for the new club, which the IFC finds appropriate. The IFC questions certain assumptions, however, particularly those that predicate a link between ticket-holding and violence, and non-segregation and violence, drawing attention to the open sale of tickets for Euro 2004 and the questions this raises in the wake of the trouble free tournament. The IFC cautions the FA against too strong an aversion to risk (pages 18-19) and **recommends** that it revisit its risk assessment procedures. Finally this section examines members' views of englandfans and suggests where attention might be focused to bring about beneficial change. The IFC **recommends** action particularly on behalf of minority groups; that supporters' representatives should be given access to senior decision-makers within the FA; and that attention should be given to information flows and the monitoring of member satisfaction. It also **recommends** that the FA should more clearly set and monitor standards, working with the membership (pages 19-24). Part two evaluates the Euro 2004 experience as a positive one for supporters and considers what contributed to, and also detracted from, the atmosphere (pages 25-26). In the final part, the IFC questions the FA's determination to take responsibility only for the members of its club, a small percentage of the away supporter contingent, and suggests that the FA should consider a wider role. The IFC **recommends** that the FA should reach an understanding with the international authorities on where responsibilities lie, well in advance of the World Cup in 2006 (pages 26-28).

In the concluding section, Going Forward, the report notes those achievements at Euro 2004 with which the FA has, it feels, reason to be satisfied, and summarises the main areas for the FA's attention in the period leading up to the World Cup (page 29).

## I INTRODUCTION

The Independent Football Commission (IFC) was established by the governing bodies of football in England – the Football Association (FA), the FA Premier League (FAPL) and the Football League (FL) – with the agreement of government. Its creation, at the end of 2001, was in direct response to a recommendation of the Football Task Force, which was convened by the government in 1997, to investigate and suggest reforms to a range of issues in football that were of growing public concern. The Task Force produced four reports between 1998 and 1999, in the last of which it recommended the establishment of an independent body to scrutinise the performance of the governing bodies. The IFC resulted. It comprises a Chairman, Professor Derek Fraser, and five Commissioners (see Annexe E, page 37). The IFC is funded by football's three governing bodies.

The IFC's terms of reference require it to have particular regard, in its review and reporting work, to ticket prices, accessibility to matches, supporter and other stakeholder involvement, and merchandising. It is in discharge of this part of its remit that the IFC undertook an examination of the FA's off-field aims and achievements at Euro 2004.

However, the IFC's interest in the FA's interaction with supporters was not a product simply of the Euro 2004 campaign. It first held discussions with the FA about englandfans, the FA's club for England supporters, in May 2002 and retained a watching brief over the two year period between then and the tournament in Portugal. This period included the World Cup in Japan and the full qualifying campaign for Euro 2004, besides the tournament itself. Whilst the focus of this report is on Euro 2004, the Commission's comments take into account activity and initiatives over the last two years, and in particular the development of englandfans as a successor club to the England Members Club (EMC).

In conducting its investigations, the IFC has consulted a wide range of individuals and organisations, in meetings, via e-mail and in informal exchanges with supporters on journeys, at football matches, and socially. The full list of those consulted is given in Annexe B of this report (page 34). The IFC is grateful to all those who have engaged in discussion with the Commission, and thanks them for their time, interest and enthusiasm. The IFC also welcomes the co-operation and help of the Football Association, particularly in the last year. The Commission looks forward to an on-going and constructive relationship with the FA on the subjects covered by this report, in the interests of achieving positive change and an ever-improving climate of enjoyment and confidence for the thousands of people for whom the participation of England in international football competition is an important source of pride and pleasure.

## II PURPOSE AND SCOPE

### *Purpose*

The IFC's purpose in its work on Euro 2004 was fourfold:

- to evaluate the success of the FA in organising and running its club for England supporters, taking into account the FA's stated aims and its success in understanding and responding to the wishes of members and potential members;
- to determine and assess objectively the views of supporters on off-field issues important to them as supporters of the England team;
- to identify best practice with regard to supporter issues at Euro 2004 and encourage its future application;
- to suggest areas where change might bring about improvement to the FA's service-provision and also to the wider image, for which the FA may be seen to be the guardian, of English football and its supporters in the international context.

The IFC has given this work priority in 2004. Its decision to do so reflected a national concern about the image of English football and the attention it would be given in Portugal, and was also because the management of England fans' participation in the tournament could have serious consequences for that image and England's participation in future international competition.

### *Scope*

The IFC's work on Euro 2004 fell under the broad umbrella of its general scrutiny of ticketing issues, stemming from the football authorities' wish, expressed in the terms of reference, that the IFC explore ticket prices. In fact, soon after its inception, the Commission felt that it could not appropriately comment on absolute ticket prices, but that it could fulfil a more useful function by taking on board a wide range of ticketing issues raised by supporters and other interested groups. In 2002 it thus examined away ticketing and related issues for away supporters. In 2003 it looked at match rescheduling and the impact on those purchasing tickets for live games, or choosing alternative access to football matches. These enquiries were reported respectively in the IFC Annual Reports for 2002 and 2003. The present report is a third "ticketing" report, published as a stand-alone report ahead of the 2004 Annual Report, so that it may contribute to FA considerations for the future organisation of englandfans, and learning curves from Euro 2004 that will carry forward to the World Cup qualifying campaign.

Whilst ticket allocation and related services are a core element of its scrutiny, the IFC felt it was important to establish that its focus was not limited to ticketing alone, but would extend to the wider arrangements for supporters of the England team to attend European Championship matches in Portugal safely and legitimately. This was the definition of the IFC's focus contained in the document presented to the football authorities in February 2004, describing the scope of the proposed work. This scoping document is reproduced in Annexe A (page 32).

### *Main issues*

The main issues, as the IFC then identified them, were set out in the scoping document. In the event, the issues listed in February proved to be relevant and appropriate. Some minor modifications were made, slightly to reduce the scope of the work. These were partly a consequence of limited resources – particularly time – and partly to permit the Commission to focus in greater depth on certain issues, such as supporter initiatives in Portugal, that merited more attention than originally anticipated. These adjustments were as follows:

1. The IFC made little enquiry into touting. Action against illicit ticket trading on the ground, on the internet etc. for international tournaments, is the responsibility of the host country and/or the tournament organiser. While not relegating the seriousness of touting, the IFC, with no locus on the issue with either the Portuguese authorities or UEFA or Euro 2004, felt time it might devote to this

aspect of ticketing could not be put to constructive use. Comment is therefore limited to the IFC's limited first-hand experience of touting, and where fans raised touting as an issue.

2. Again, because the FA had no role in concessionary pricing policies for Euro 2004, the IFC did not examine concessions.

3. The IFC advised the Football League and the FA Premier League of the work it was doing on Euro 2004 and, before beginning work on its report, formally asked both bodies if they had any points or comments they wished to make. As neither did, the FA is the only governing body to which the report refers.

### ***Methodology***

The IFC conducted its work primarily through face to face meetings (see Annexe B). Notes were taken from all these meetings and kept, in confidence, by the IFC. They provide the main evidence for this report. Additionally, the IFC attended fans' forums and road shows, and also attended friendly, qualifying, and tournament matches either in an IFC capacity or, on occasion, a member of the Commission would contribute experience or findings from a game attended in a private or professional capacity outside the IFC. All these occasions provided opportunity to engage with supporters and to deepen our understanding of the issues that were most important to them. While this evidence was not systematically or scientifically gathered, it was regarded as very valuable and has been drawn upon. Formally, however, the IFC logged, investigated and took into account any issues pertaining to Euro 2004 that were raised by e-mail or in correspondence. The IFC also asked both the FA and the Football Supporters' Federation (FSF) to post a notice on their respective websites, advising their members of the IFC's enquiry and encouraging feedback. Unfortunately, owing to technical difficulties, the FSF was unable to post the notice during the relevant period. The FA did post the IFC's notice and although it was posted rather harder on the tournament than the Commission had hoped, it elicited around two dozen e-mails which were of particular interest because of the detail and trouble that the authors went to in putting forward their views, experiences and ideas.

### III THE STRATEGIC APPROACH TO EURO 2004

The purpose of this section is to give a context to the preparations for Euro 2004, as background to an assessment of the success of the FA's participation.

The last European Championships took place in Belgium and Holland in 2000. The tournament was marred by scenes of public disorder, drunkenness, and street violence involving England supporters. There were around 950 arrests for football-related disorder during the tournament. Unlovely pictures of English football hooligans were given international exposure through the media, and public and media attention in turn raised serious questions at UEFA and FIFA about whether England could be permitted to participate in their competitions while its team attracted the kind of behaviour witnessed in the Euro 2000 host countries. For the FA this was alarming. The prospect of such national humiliation was daunting. Should the England team be banned, blame would certainly be directed at the FA, as guardians of the game in England and of the national team. Moreover, the FA depends on ticket and merchandise sales for significant income; marketing a team that no longer featured in football's principal international tournaments would not be good for business. The prospect of an England disqualification was of serious concern to the government, too. In consequence major changes to the approach to managing the England team's following took place within both government and the FA.

Because football's problems manifested themselves as disorder, the Home Office became the lead government department in addressing them, instead of the Foreign and Commonwealth Office (FCO) working with the police. Legislation<sup>1</sup> was implemented that strengthened, rationalised and extended that which had been in existence since 1986 permitting Football Banning Orders (FBOs). The powers the new legislation in 2000 conferred were more extensive than in any other country, and peculiar to football. The role of Football Intelligence Units (FIUs) became more important in terms of collecting and using intelligence; new processes were introduced for imposing FBOs. Port operations were another result of the new legislation, also the concept of a control period, normally extending from 5 days before a match or tournament to its end, during which the police are given additional powers: for example an individual can be intercepted on departure if he or she is thought to pose a risk, even if the individual is not the subject of an FBO. Banning orders cover attendance at home and away games and can require those subject to them to report to a designated police station at the start of the control period and at subsequent specified intervals, and to give up their passport<sup>2</sup>.

The disorder at Euro 2000 was thus acknowledged as a problem that England, rather than host countries, must solve. In parallel, the FA recognised that the old EMC, characterised by an image of the English hooligan, had to be replaced by a club from which troublemakers would be removed. The most significant change that turned the EMC into englandfans – discussed in more detail in section V on page 16 – was the introduction of the concept and practice of vetting club applicants' background for violence and/or public order offences. This engendered a working relationship between the FA, the Home Office, the National Criminal Intelligence Service (NCIS) and the Metropolitan Police, strategically aimed at minimising, if not eliminating, the known hooligan element at away England games.

By the time of the World Cup in Japan and Korea in 2002, 1,053 FBOs were in place, compared with 100 at Euro 2000. There was no trouble during the World Cup and no arrests. There were other contributory factors to this success. For example the cost of travel, and the unfamiliar language and culture at the other end, deterred large numbers of fans from travelling (only an estimated 8,000 made the journey). The hosts had prepared locally for a hooligan invasion and had discussed tactics with the British authorities; but more important, the prevailing attitude at the venues was one of welcome and respect and this did much to influence behaviours and create a positive and non-aggressive atmosphere. The FA's careful PR, centred on players with mass appeal to the host nation, also contributed to changing the image of English football for the better. Even taking these additional factors into account, the trouble-free tournament was a major achievement.

---

<sup>1</sup> Football Disorder Act 2000

<sup>2</sup> NB These measures apply to the whole of football i.e. domestic as well as international games

The strategy for Euro 2004 was to build on this success. The challenge was greater. Travel to Portugal was not only easy but familiar. Portugal, the Algarve in particular, is a favoured holiday destination for around 1.25 million English people each summer<sup>3</sup>; getting around held no particular worries, neither did communications, there being many speakers of English as a foreign language in the main tourist spots. The climate, the food, the cafés, the drink, local friendliness towards English visitors, inexpensive accommodation would all encourage the English to travel.

The Home Office again took the lead, basing its strategy on a co-ordinated multi-agency partnership. A working group on football disorder, chaired by Lord Bassam, had been set up in October 2000, following Euro 2000, drawing together a wide range of organisations and individuals with an interest in combating disorder issues around football. Members of this group included obvious traditional partners in government and policing such as the Association of Chief Police Officers (ACPO), the British Transport Police (BTP), NCIS, the Department of Culture, Media and Sport (DCMS) and the FCO, but others too: academics, supporters groups, the FA, club representatives, the Football Licensing Authority (FLA), for example<sup>4</sup>. This group contributed to wider thinking beyond preventing undesirable individuals from travelling and helped inform the multi-agency approach to Euro 2004.

Working closely with partners, the Home Office had three linked tactical thrusts:

- maximum use of the powerful FBO legislation;
- influence on the overseas environment and the host authorities;
- encouragement to supporters to self-police the event.

Whilst noting the large range of measures that came into play in support of this strategy, such as port operations and the suspension of the Schengen agreement, it is not the purpose of this report to comment on the Home Office strategy in any detail. However, the IFC does underline the success of this strategy. There were just 53<sup>5</sup> arrests for football-related violence during Euro 2004, of which only one – on the eve of a match – was at a stadium where England was playing. Social disorder erupted in only one place and relatively briefly: this trouble, at Albufeira, was seen to be alcohol-related rather than football-related and was reported thus, even by an English press traditionally hungry for football-disaster copy. Given that an estimated 50,000 English people travelled to Portugal for Euro 2004 and that there were a further estimated 150,000 English holiday-makers in Portugal in June, the small number of arrests was a tribute to a strategy that was effective in its own right but also produced two trouble-free international tournaments in succession and a revision of the image of English football from the export of mayhem to a happily enthusiastic crowd intent on enjoying the sport and the atmosphere. Battles between the Dutch and the Germans at Porto during the tournament and the involvement of Greek fans in fracas over tickets for the final underlined the peacefulness of the massively larger English contingent<sup>6</sup>.

The FA had a role to play by taking responsibility for those to whom it made tickets available from the allocation provided to the FA by UEFA; by assisting the promotion of a positive image of English football and its supporters; by generally working with other agencies in pursuit of shared and individual objectives; and, through englandfans, encouraging a different type of supporter to travel from those identified with hooliganism and the EMC. At the end of the tournament, the FA described its own objective as having been:

*to ensure the safety and security of the team and fans, and to minimise the risk of security problems and anti-social behaviour from English nationals following the football team in Portugal<sup>7</sup>.*

---

<sup>3</sup> Figure supplied by the British Embassy in Lisbon

<sup>4</sup> The IFC attends these meetings on an observer basis

<sup>5</sup> Figure supplied by the Home Office

<sup>6</sup> One English fan was fatally stabbed by a pickpocket in Portugal, a tragic occurrence that might happen to any tourist and unrelated to football

<sup>7</sup> FA report on Euro 2004, *Outcomes and Lessons Learned*, July 2004.

The IFC believes that the FA's contribution to the overall strategy was important but is not well-expressed in this statement. The FA was not in a position to deliver the objective as described above and to aspire to do so places unreasonable expectations on the FA going forward to the World Cup in Germany in 2006, and perhaps opens it to being charged with inappropriate responsibilities. A more appropriate objective for the future might be, "to play a recognised, positive role in the multi-agency approach and to minimise the risk of security problems and anti-social behaviour from those to whom the FA issues tickets."

**The IFC recommends that the FA should give careful consideration to its strategic objectives for the World Cup qualifying campaign and competition and express them unequivocally from a position that recognises the relatively small role it can play and a willingness to contribute to the larger strategy led by the Home Office.**

We turn now to the biggest change to take place not only since Euro 2000 but also since the World Cup in 2002: the attitude taken to and by the supporters.

## IV SUPPORTERS

4England is a supporters' organisation that was set up after Euro 2000, when the EMC was scrapped in 2001. It was driven initially by anger, directed towards the FA, the media and the government, at the stereotyping of England fans. The 4England founders had had enough of being universally regarded as yobs, mainly drunk and clothed in the Union Jack; and they objected fiercely to the use of "England supporter" and "football hooligan" as synonyms. 4England saw itself as representing normal, law-abiding fans. Its abrupt emergence and the mood it exemplified of a supporter majority ready to take its own initiatives to rectify the problems associated with England fans abroad was one of a number of shifts that was starting to transform the supporter landscape.

Supporter initiatives were not new. They date back to 1996 and the FSF, whose initiatives then were at an embryonic stage, in receipt of general, but little or no practical, support from government, and none from the FA. The FSF's development of "fans embassies" became of increasing importance, however, as an information conduit for supporters and, with their presence at overseas events, a contributor to positive public relations on behalf of England supporters. Modest funding support was offered by the Home Office after the World Cup in 1998; more substantial funding after Euro 2000. The Home Office continues to provide an annual grant for the FSF's international work, along with an additional grant for each "embassy". The embassies and other fan activity operated independently of the FA and EMC, prior to 2004. But notably, for Euro 2004, the FA joined in the government's backing. The Home Office, the FCO and the FA all worked actively with the supporters' groups in 2003-04, not only acknowledging the supporters' role in combating football-related disorder, but seeking positively to enable them as a unique tool that no others can effectively wield.

In Japan and Korea in 2002, the FA had little or no involvement with fan groups other than englandfans members. The IFC's impression is that the difference since then has been the FA's determination to be in a position to demonstrate that it is doing everything possible to deter trouble, in the event of a UEFA ban being broached, and a genuine recognition of the value of fan involvement in the strategy for a trouble-free Euro 2004. All the supporter groups to which the IFC spoke and, with very few exceptions, all the individuals who mentioned the FA, praised the change in attitude and complimented the staff of the FA's Customer Relations Unit (CRU) in particular for their willingness to discuss the issues and, most important of all, to listen. The team, or individuals within it, have attended fans' forums and sat on panels at Euro 2004 roadshows which the FA helped fund, alongside the Home Office and FCO, for example. Fans have complimented their honesty, their frankness and their courage in facing sometimes hostile exchanges without side-stepping the issues. From this has emerged a feeling, often voiced, that the FA is starting to be "more transparent" and "more willing to recognise what fans put into football", and a respect – though criticisms remain – for the FA's changing relations with supporters.

The IFC believes that the CRU team deserves much credit for the FA's success in changing perceptions of the FA amongst these groups – quite as important strategically as changing the public perception of an England supporter.

The second big difference from previous international tournaments was the range and vigour of supporter initiatives prior to the tournament, geared to convincing local populations and authorities that the stereotyped England supporter is not the norm, and to shifting the balance of public opinion from negative to positive. In this the fans were greatly helped by Home Office and FCO support. The embassy in Lisbon, in particular, led by the ambassador and with a football attaché posted to Lisbon before and during the tournament, pioneered embassy commitment to the triple cause of: a trouble-free event; building positive relations and images of Britain; and the education of diverse groups in each others' interests. With Home Office support and the involvement of ACPO, the embassy staged seminars ahead of the tournament – starting as early as March 2002 – to which (another first) fans' representatives were invited in 2003; liaised on football matters with Portuguese civic authorities and with the Portuguese Football Federation (PFF) and Euro 2004; and gave full backing to pre-tournament supporter activity. The embassy's commitment was remarkable, and practical as well. At one point early in the tournament, for example, when the FSF was having difficulty in obtaining a venue for its fans

embassy, the ambassador announced she would drive the van herself to a suitable location and stay in it until an official venue was found. Against a backdrop of this kind of new and robust support, the fans recognised that they would be trusted and helped to take responsibility themselves for public relations with the Portuguese and for establishing the typical English football fan as a law-abiding lover of the game, enjoying the opportunity offered by the international programme of sharing the football experience with other nationalities and overseas hosts in particular. With the last European championships still very much on people’s minds, it seemed a tall order. However, regional groups of englandfans members, 4England, 365Englandfans and the FSF identified activity they would individually undertake, working together to ensure the effort was appropriately spread geographically, and helped by the local British Council office for funding and logistical support. Activity included fans forums in Portugal, at which supporters made presentations and took local questions; community activity; and football “celebrations” with local schools and sports groups. Some of the events and activities are listed in figure 1.

- Faro Fans Forum, February
- Lisbon Fans Forum, April
- 4England members donate a playground to Coimbra Children’s Refuge, May
- Lisbon Welcomes England Fans: get-together of English and Portuguese fans on the eve of the tournament, organised by London englandfans, June
- United Colours of Europe: anti-racism event for fans from all the competing countries, organised by englandfans members, June
- 4England children’s 7-a-side tournament, Coimbra, June
- Beach cleaning in the Algarve, organised by north-west englandfans, June
- Huge in Ericeira: southcoast englandfans’ 32-team 5-a-side tournament with teams from England, France, Portugal and Switzerland, followed by a fans beach party and charity auction. €11,000 raised for charity. June
- Lisbon schools visit, June

fig. 1

During the tournament itself, the FSF’s fans embassy was parked at venues advertised on the FSF website and provided information and advice on demand. Over the years, the FSF has established its embassies as a regular feature, and those leading the fans embassy work as reliable, approachable, well-known and respected. The value of this is that supporters trust the FSF in this role and will use it as a source of advice, whereas the FA, FCO or Home Office in this role would find it harder to generate trust and confidence. Moreover, the FSF is experienced in achieving the right local profile and winning co-operation on the ground. IFC staff who visited Lisbon for the France v England match tested this by asking for help in finding the fans’ embassy locally. Whereas the Tourist Information Office in central Lisbon knew nothing about the FA or the FA’s office in Lisbon, it was able to give directions to the fans’ embassy readily. Another IFC member successfully located the van simply by asking supporters where it was. Supporters were, however, unable to direct the IFC to the FA office (though the FSF members staffing the fans embassy

could!). The FA, under the campaign banner “Alltogethernow”, offered a theme for fan events and provided some funding, information via its website and promotional material. It contributed to the fans’ forums, attending them and fronting Sven Goran Eriksson and Trevor Brooking at an early forum in April 2004. The FA has also provided media training for fan representatives (the IFC was told that around 60 supporters have been trained since 2002); and backed, along with the FCO and the Home Office, the FSF’s *England Supporters Portugal Euro 2004 guide*, overcoming some early misunderstandings with the FSF. But supporter activity at Euro 2004 was essentially supporter-led and depended, for success, upon reflecting genuine supporter initiatives.

**The IFC believes the FA adopted the right approach in providing support and encouragement but keeping it low-key and, in the case of its office in Lisbon, low-profile. It recommends that this policy should carry forward to preparations for 2006.**

The fans’ initiatives made an important impact in two ways. The public relations exercise was very effective, changing the stereotypical image of the English supporter. This was demonstrated in positive press coverage in Portugal and positive reactions to the English invasion in Lisbon, in particular, where the main square was taken over by thousands of English supporters to the huge enjoyment not only of the locals but other nations’ supporters competing for attention too. A change of attitude was noticeable amongst English reporters, with much credit given to the supporters in print, in welcome contrast to press reporting of Euro 2000. The second important impact was that the supporters were able to show

that they could influence supporter behaviour. Self-policing worked. The IFC was given several examples, by officials and by academics in Portugal researching the policing of football, of supporters exerting positive influence on the majority behaviour and the general tenor on the streets; and acting to defuse potential trouble, either independently or by recommending intervention. The success of self-policing, coupled with successful relationships built between Portuguese and British experts and authorities on how football crowds are best policed, provides a model for future development. The achievement of the fan groups is the greater when the numbers of supporters and football travellers in Portugal are taken into account. Englandfans had, at the time of Euro 2004, around 18,000 members. The FSF has around 130,000 members. Some of these supporters also participate in fan networks such as 4England. The total population represented by the groups that led the fan activity in Portugal is nonetheless a tiny fraction of the English football-going population of millions that attended FAPL and FL football over the 2003/04 season<sup>8</sup>. The vast majority of fans are unaffiliated to any supporters organisation. The roadshows attracted relatively low turn-outs of around 100 fans; fans forums at their most successful pulled in similar numbers. But all this was pioneering activity, successful in establishing principles about fan empowerment. Through supporter discussion, e-mail networks, invitations to the media to attend fans forums, forum reports on the FA website<sup>9</sup>, access to some events for all supporters, the availability of FSF publications such as *Free Lions* and the FSF guide to the tournament at departure points and matches, and the general dissemination of positive, key messages, an extended supporter population was reached, of which large numbers would be football tourists (travelling to Portugal and other tournaments to enjoy the atmosphere) and prospective away supporters for the future.

The IFC strongly endorses the supporter initiatives and FA policy to continue to assist them.

Nonetheless, the Commission draws to the FA's attention the risks attendant on the success of these initiatives around Euro 2004. These are summarised below.

- Activity in Portugal was greatly assisted by the FCO. The ambassador estimated that by April 2004, two months ahead of the tournament, the percentage of time she was giving to Euro 2004 was 60% and rising. This was in addition to the full-time football attaché on her staff for ten months; six additional consular staff, and a press officer and a police officer (seconded through ACPO) for the duration of the tournament. Should this level of support and commitment drop, then there could be a commensurate drop in the success of activity on the ground overseas<sup>10</sup>.
- The embassy and others relied significantly on the abilities of the FSF and, though to a lesser extent, other fan groups. The capacity of the supporters' organisations to influence attitudes has been proven, but there is a risk that too much might be expected of them.
- The FSF's success has been helped by its having a figurehead for its overseas work with a large stock of accumulated experience and contacts, known to the fans as someone reliable and non-judgmental, who is on their side (rather than that of officialdom) and truly representative of the fans. Dependence on a single person with these competencies carries a risk.
- The spokespeople for the fan groups have fulfilled their role skilfully. The greater their success with embassy staff, journalists, local authorities etc., the greater the risk that supporters will be wary of their alliances. There must be regard to this in the way official support is given and spread.
- The fan groups recognise their reliance on grants from the FCO (some of it via the British Council) and the Home Office. There is no indication that these subsidies are in jeopardy.

---

<sup>8</sup> The estimated attendance over the 2003/04 season is 33 million, a figure which includes repeat attendance of course. Nonetheless, the capacity attendance at just two FAPL stadiums alone, Old Trafford and St James's Park, is over 120,000.

<sup>9</sup> The FA posts reports of members' forums on the englandfans' section of its website. Headlines on the main site would reach a bigger fan audience, of course.

<sup>10</sup> The consular support is unlikely to be at risk, given the responsibility of the FCO to assist distressed British nationals overseas, whatever the context of their difficulties.

Alternative funding sources are not evident, however, and help in diversifying them might appropriately be given.

- Through the assistance provided by government departments, for example, considerable additional tax-payers' money is indirectly going into football. This is a point that has been made to the IFC. The football authorities should be aware of the potential for public criticism.<sup>11</sup>
- Carrying forward the expertise and experience from 2004 to the World Cup campaign carries obvious advantages. Some members of the wider team have already left the scene, however, notably at the FCO and the FA. The IFC understands that liaison with the German authorities is already in hand and is aware that the FA has kept a record of its communications on the tournament, and that UEFA intends that lessons learned will be shared with Germany and other future hosts via EUROTOK<sup>12</sup>. Nonetheless, there is a disconcerting sense of starting again from the beginning in terms of key experience and skills. The risk of losing momentum, as well as knowledge, is evident.

The IFC does not suggest that the FA can itself manage these risks or put risk avoidance strategies in place. However, it believes that the FA is in a position to identify these risks with the multi-agency partners and hopes that it will do so and influence appropriate measures to minimise them.

---

<sup>11</sup> This indirect public funding is not taken into account in Deloitte and Touche's finding in their *Annual Review of Football Finance* 2003 that football contributes around £1½billion a year in tax to the Exchequer. According to Deloitte and Touche, their figures are a global estimate of money paid directly to the exchequer from direct money going into football, and do not include any indirect costs.

<sup>12</sup> Euro Transfer of Knowledge system

## V ENGLANDFANS

The first part and bulk of this section summarises the IFC's understanding<sup>13</sup> of the FA's aims for englandfans; its success in meeting them; and its vision of a successful operation. The second part examines the Euro 2004 experience for the supporters and the part played by the FA in making it a positive one. Finally, this section considers the FA's general role and responsibility towards supporters of the England team attending, or seeking to attend, international matches in which the team is competing.

### **englandfans**

englandfans was formed in 2001. It replaced the EMC which had become associated with a negative national and international impression of England supporters, particularly following Euro 2000 in Holland and Belgium. As the FA explained<sup>14</sup> to the IFC, the process of planning for Euro 2004 started with a review of Euro 2000, but also a determination to try to replicate the positives from the World Cup in 2002: the warm welcome for supporters in 2002, and elimination of the "invasion" mentality which had infiltrated both fans and host authorities in 2000 in a mixture of fear and aggression on both sides.

Following Euro 2000, the FA had therefore sought not only to restructure the EMC and rebrand it, but to take specific steps to exclude known and potential hooligans from the supporters' club, and to work with other agencies to curtail the opportunity for known offenders to travel to England matches abroad. With this overhaul of the EMC, the FA imposed on itself a challenging reappraisal of its relationship with England supporters, its aims for the supporters' club, its working methods in achieving them, and both the network of other agencies with which it worked and the balance of operations between them. There were both costs and risks in this.

The FA needed to focus heavily on its customer relations in order to build a different club that would present the positive face of English football support. The introduction of Customer Charters to football in 2001, following recommendations from the Football Task Force, had placed a firmer spotlight on customer relations and helped inculcate a changing culture. This shift was dependent on skilled and dedicated people handling the interface between fans and the governing bodies and setting clear standards for, and commitment to, the services they would provide. An investment in staff to perform this task was made at all three governing bodies and to a greater or lesser degree at all professional clubs. The FA's own Customer Relations Unit was established in May 2000, with a team of 3, growing to a team of 4 by 2004, which led both on services to the club members and communications with them. **The creation of the CRU was fundamental to the FA's role, being the only part of the FA in direct contact with the supporters.**

A further cost lies in the simple equation of income and expenditure. The FA investment in the new club sat alongside its awareness that the amount a supporter would regard as a reasonable subscription fee was limited. englandfans has run consistently at a financial loss, including through the recent period of cut-backs and economies at the FA.

This gamble to achieve benefits that might not be easily quantified was one risk. There were others. Some of the measures that would be introduced to counter the hooligan element were bold and further reaching than those imposed on other sports or sectors of the leisure industry. The majority of supporters are law-abiding and might resent them. There might be human rights challenges. Success would be dependent on new systems of data sharing with the police authorities, and working relationships that would be built on mutual recognition of a common cause not previously surfaced. The biggest risk of all was that, whatever the endeavour, the Euro 2000 scenes would be repeated during the World Cup qualifying campaign, or at the World Cup in 2002, and that ejection from subsequent international competition would be the lot of the England team. How serious this risk was is hard to evaluate. The size of the England team's following far outstrips that of other countries and gives some

---

<sup>13</sup> Between May 2002 and August 2004, the IFC met the FA on 5 occasions to discuss englandfans and/or Euro 2004.

<sup>14</sup> At a meeting with the IFC on 1 June 2004

perspective to the challenge facing England, as well as the value of English support to tournament organisers. Of the 16 competing countries only Germany and Holland traditionally have any sizeable travelling support. Russia has a growing contingent but for Euro 2004, the Russian FA failed to sell its ticket allocation. The Czech Republic, which reached the semi-finals, didn't take up its full allocation. For comparison: the FA had 41,884 tickets from UEFA for England's four games (see figure 3 on page 26)<sup>15</sup>, and a further 3,820 Follow My Team (FMT) tickets were allocated from the general public allocation. Figures for Germany and the Netherlands (who played five games) were respectively: 28,913 plus 2,592 FMT tickets, and 40,348 plus 3,955 FMT tickets. However, UEFA additionally sold some 37,000 tickets to German addresses on open sale and some 7,500 to Dutch addresses. Open ticket sales to English addresses were in the region of 100,000. In other words, there were over 77,000 more English ticket-holding supporters in Portugal than German ticket-holding supporters, and nearly 94,000 more than the Dutch.

Moreover, the marketing value of the England team is enormous. The finances of international competition without England would be significantly troubled. Nonetheless, England's failure to qualify for tournaments carries the same downside for UEFA and its willingness to grasp the nettle looked real. The FA took the threat of disqualification seriously.

In 2002, the FA's aims for the new club, as expressed to the IFC, were to promote the best interests of English football and the reputation of supporters of the England team. A further, important objective was, the IFC was told, to make englandfans "a genuine club". And another was to encourage youngsters to attend games and identify with the national team. [This seemed to the Commission an appropriate set of aims and objectives, addressing urgent issues.](#)

In 2000, there were specific problems surrounding the then supporters' club membership. The EMC was drifting towards a static membership with many subscribers regarding it simply as a process that delivered tickets in envelopes. There was little club atmosphere or identity. Without this, there was little appeal to the younger generation of fans, especially those who might never get to see the England team play but nonetheless wanted to identify with it and be part of its "club". In examining the move from the EMC to the club that existed at the time of Euro 2004, it is helpful to look at the two aspects of the exercise stemming from the FA's aims and objectives: first, action taken to promote the interests and public perceptions of England supporters; second, action to create an attractive supporters' club.

In transforming the EMC into englandfans, the FA made a number of changes. The most significant were evidently driven by concerns about supporter behaviour and the threat posed by the disruptive element to the safety and reputation of the majority. Some measures were quietly telling: the code of conduct for supporters, for example. But the most important of the new measures was to require englandfans applicants to make a declaration of any public order or violence offence, football-related or not, as a condition of membership, along with formal agreement on the part of the applicant to having his/her criminal record checked and details from the Criminal Records Bureau (CRB) disclosed to the FA. The Home Office funds the vetting procedure. The FA uses the findings to exclude or eject undesirables from membership of the club and thus from access to tickets for England games officially allocated to the FA, and is confident that it has pretty well eliminated known and potential hooligans from its supporters' club.

In the course of its enquiry, the IFC found that the impact of this strategy was positive. The Commission met no supporters who had objections to CRB checks, encountering two types of reaction: those who shrugged off vetting as a necessary measure; and those who positively welcomed it as assuring their personal security at England games. FBOs are also accepted. The usefulness of FBOs to the Home Office and police authorities to contain the potential for trouble ahead of England games and international tournaments is recognised. For Euro 2004, a target was set for the imposition of 2,500 FBOs i.e. the exclusion of at least 2,500 known trouble-makers from Portugal: the final number in place was 2,370<sup>16</sup> – and the authorities were able to deliver trouble-free England participation.

---

<sup>15</sup> Of which over 3,000 were held back (see page 18). Other ticketing figures supplied by Euro 2004 SA.

<sup>16</sup> Home Office figure. NB FBOs apply to football as a whole, of which travelling away supporters will be only a percentage.

Nonetheless there are flaws here. First of all, in the FA's policy of denying trouble-makers access to englandfans and thus to tickets, there is an assumption that there is a link between ticket-holding and violent behaviour. This assumption is questioned by fans. Secondly, the FA can control only the sale of tickets from the allocation provided to it as the national association. There are other ticket sources, both legitimate and illegitimate. UEFA puts tickets on open sale via its website for example, allowing anyone to apply for up to four tickets. There is no vetting procedure. In the case of Euro 2004, the FA attempted to close the gap by using information from UEFA to vet ticket purchasers with an address in England. However, as only the purchaser's details were collected at point of sale and each purchaser could purchase up to four tickets, 75% of those purchasing tickets from UEFA would not be vetted. Not only were tickets easily available from UEFA but the national associations of competing teams with a small population of travelling supporters ended up with excess tickets that either found their way on to the black market or were returned for selling-on. The FA took steps to address this too by accepting unwanted tickets from UEFA returned by Croatia, for example but, for Croatia v. England, holding on to them to avoid their falling into undesirable hands when they felt they had insufficient time to vet all purchasers. Whilst this went against the grain for the FA in many ways – not least in wanting the biggest support possible for the England team in Portugal – it felt the risk of breaching the careful security it had built up over a four-year period was too high to take. But such measures, even so, looked like a finger in the dyke by the time of the tournament. Sponsors' tickets for example were evidently sold on – though again the FA conducted full CRB checks on its own sponsor recipients; englandfans tickets were also sold on, with the FA admitting there was not much it could do to prevent this; tickets found their way on to internet auctions – again, the FA tried to tackle this<sup>17</sup> through site monitoring and contact with eBay, for example, but the Internet market is beyond effective control; and touts were widely in evidence at tournament venues. At England's first game of Euro 2004, against France at the Luz stadium in Lisbon, estimates were that over 70% of the 62,000-capacity stadium was occupied by England supporters, of which around 12,000 were official englandfans ticket-holders, vetted by the FA and acknowledged as the FA's responsibility. In other words, the vast majority of England supporters, over 30,000 fans, had not been vetted and were outside the segregated area. Thirdly, however, and most important of all, there was no trouble at this match or any of the four games England played in the tournament. The behaviour of the unvetted was indistinguishable from the behaviour of the vetted. Vetting as a benefit of being an englandfans member in providing members with a secure environment in which to enjoy the game remains valid. But that vetting englandfans members prevents disorder at matches is questionable. In domestic football, trouble inside football grounds is now rare. Public disorder takes place away from the stadium and is likely to be energised by alcohol or the politics of national extremism rather than by the act of watching live football. The capacity of the FA to contribute to its control is minimal. Notably, the only trouble involving English fans in Portugal took place in Albufeira, away from the venues of England games and acknowledged by the Portuguese and English authorities, and the media, as alcohol – not football-related, and part of a pattern of anti-social behaviour endemic every year at certain hot-weather holiday venues, notably in Spain and Portugal, favoured by the English.

The FA must take care in appraising and presenting its security policy: ensuring the safety of its club members is one thing – well done and valid. But in the face of the evidence, the IFC is uneasy about implied links between vetting, segregation and match-crowd safety, and between ticket-holder vetting and any contribution to public disorder control or the passage of tickets on to a black market.

Understandably in the context of all this, and given the calamity facing the FA should there be supporter violence at an England game, the FA exhibits a heightened aversion to risk. We offer three examples. One: during the Euro 2004 qualifying campaign, the FA decided not to accept its allocation of tickets for the game against Macedonia, in Skopje, on the grounds of the security risks it felt were threatened. A number of fans were unconvinced by the FA's argument and resented the lack of dialogue and consultation. In the event, around 600 supporters travelled to the game, having obtained tickets without the FA. The FSF, with Home Office support, provided a fans' embassy. There was no trouble at the

---

<sup>17</sup> As did Euro 2004, bringing one successful action against a British-based company

game nor before or after it, and fans reported on the friendly welcome they had received<sup>18</sup>. Afterwards, fans saw the FA's decision as "a mistake", with the security risk over-exaggerated. Notably, however, the fans did accept – while still wishing they had been consulted – the FA's decision not to accept the allocation for the away game against Turkey, where supporters' direct experience of Turkish fans' hostility helped substantiate the FA's case. The fans also respected the FA for being "straight" about the Turkey decision and taking the trouble to attend fans' forums to explain it. Two: the IFC was told of the FA's reluctance to stage a friendly England game in Portugal, in the Algarve, in February 2004. The game provided opportunity not only to test security arrangements but also to give an early taste of some of the fan initiatives. Should there have been trouble, however, the FA ran the risk of seeing four years of careful preparation in ruins and the threat of England's expulsion from the summer tournament again on the cards. Around 3,000 England supporters attended. All went well, with the bonus of positive press reporting too. Three: Euro 2004 proposed to show live coverage of games during the tournament on big screens in city squares and other open venues. The FA was opposed to this and counselled against England games being shown on screens, again putting forward the risk of crowd violence and reminding the authorities of trouble that broke out in France during the World Cup in 1998 where matches were shown on big screens. Despite FA advice and reservations, Euro 2004 went ahead with the big screens, pointing out that the tournament was about enabling people to enjoy football in a festival spirit and that to deprive the majority of opportunity to gather together outside the stadia on the occasion of the most popular matches because a minority of fans from one competing country might cause trouble would be unfair and against the spirit of the tournament. Again the FA's fears proved unfounded.

**The IFC appreciates the obligation the FA feels to highlight risk and offer advice, whether to supporters or to the relevant authorities in the UK and overseas, that it feels is appropriate. However, if risk seems to be excessively identified the effect can be some loss of trust in the FA as an objective and honest analyst. The IFC recommends that the FA revisit its risk assessment procedures, drawing on external expertise. Consultation and communication with supporters in this would be advantageous in building confidence and understanding.**

Generally, however, the FA has been successful in building good relations with englandfans' members, and the IFC applauds the determination with which the FA has addressed the problems associated with the EMC, particularly where bold and controversial measures were called for. The rebranded supporters' club has, after Euro 2004, a sound basis and reputation on which to build, in sharp contrast to the failures at Euro 2000.

So much for policy and positioning. Of equal importance is the reputation of englandfans to its members, as a club that meets their needs and expectations.

The IFC found that the views of englandfans members it consulted followed a consistent pattern. The fans were positive about:

- englandfans, compared to the EMC
- the effort the FA has put into improving communications
- regular consultative meetings between the FA and the fans
- the new willingness of the FA to listen to supporters
- the FA's care for the safety of englandfans members i.e. vetting procedures
- the reasonableness of englandfans administration charges
- access for englandfans' members to the qualifying rounds of international competitions
- the current state of good relations between the FA and fans' groups

---

<sup>18</sup> By contrast, the IFC also heard reports of supporters' extreme anxiety about the game and their personal security.

- support for englandfans initiatives from the Home Office and the FCO
- the FA's acceptance of independent fan initiatives and the move towards self-policing i.e. the FA's preparedness to see fans as part of the solution, not the problem
- the intelligence-led nature of FBOs (compared to perceptions that police clamp-downs in the past were indiscriminately directed at all football fans)
- FSF fans' embassies.

Criticisms focused on the following:

- FA policy in making englandfans a club only for away supporters
- the englandfans loyalty system
- cost of membership
- lack of transparency at the FA, particularly over the way tickets are allocated
- difficulties in accessing senior managers and decision-makers at the FA
- insufficient encouragement and provision for families, ethnic minorities and the disabled to attend internationals
- lack of interest from the FAPL and FL
- the FA's overheated attitude to risk, and its apparent fear of political fall-out
- poor information flow from the FA: the FSF is seen as a better source
- poor consultation and communication on major issues
- lack of control of UEFA and internet ticket sales, and touting
- "over-packaging" by the FA of its products and successes
- inferiority of some of the services provided by FA-supported companies
- poor ticketing service provided by sub-contractors.

The last was the biggest criticism consistently voiced to the IFC.

The IFC was impressed by the range of positives put forward by the fans and the general appreciation of the changes the FA has brought about, not only to the supporters' club but in its own approach. The Commission's view is that the FA has accomplished a difficult transition from the EMC to englandfans very successfully. It applauds the FA's achievement in significantly allaying fans' suspicions that the FA was hostile to supporters and uncaring of their needs and interests. Again, the CRU deserves much of the credit for this. The IFC is aware of the FA's sensitivity to criticism, however, and its desire that triumphs should be given equal weight as failures. In the following paragraphs, the IFC addresses the criticism put forward against a background of the enormous progress made in creating a good international supporters' club, and in the interests of helping the FA identify the main areas for its attention and, at the same time, offering its own impartial suggestions for improvement.

The Commission readily recognises that the FA is aware of members' discontent with some aspects of englandfans and that it has surveyed members' views, with the help of professional opinion researchers. Review of, and action to correct, some of the identified weaknesses in the club's structure and systems are already in hand and are being communicated to fans. For example, almost all those who spoke to or e-mailed the IFC commented negatively on the existing loyalty scheme on two main grounds: it did not reward attendance of home games; and the limited carry-forward of loyalty "caps" discriminated against the most loyal and regular fans by restricting recognition of accumulated loyalty points to any one campaign. In part, this policy was born of EMC problems. EMC members could apply for a pair of

tickets at Wembley for each game. With EMC membership at around 32,000, this became untenable and it was inevitable that guaranteeing club members unlimited access to England games would have to cease. Policy probably swung too much in the opposite direction, however. The IFC understands that, in its plans for changes to England fans, measures that the FA intends to introduce include rolling loyalty over the last two campaigns, an automatic extra “cap” for all membership renewals, and the extension of the loyalty scheme to home matches. The IFC welcomes these proposals and the FA’s direct response to fans’ wishes.

The IFC understands that the FA is taking steps to address two other issues raised by fans: third party service providers, and diversification of the England fans membership base. The IFC welcomes this. For example, the FA advertises to members specific travel companies which it approves in return for adherence to certain guidelines (such as the ratio of couriers to supporters). The FA cannot be expected to oversee the activities of these companies. It does, however, owe some responsibility to its club members to satisfy itself that the quality of care provided by the favoured companies is appropriate. *The IFC’s own experience as well as comments from fans strongly suggests that supporters do not receive a level of customer care that non-football travellers would expect. This is not acceptable.* The IFC trusts this can be examined in the interval between the end of Euro 2004 and the launch of the new England fans membership in January 2005.

The IFC also hopes the FA will also use this time to formulate specific plans for attracting an England fans membership more reflective of England’s diverse society that enjoys football. There was some media coverage and some anecdotal evidence that more fans than previously from ethnic minorities attended Euro 2004. But the percentage remains small. *The IFC looks forward to learning from the FA what action it intends to encourage a nonetheless promising trend.* The number of disabled supporters that were able to attend was very low: 41 England fans members across the four matches England played<sup>19</sup>. The IFC applauds the work the FA has done to establish regular dialogue with disabled supporters through the FA Disabled Supporters Group (FADSG), which it chairs, and welcomes the positive feedback on the FADSG from the National Association of Disabled Supporters (NADS), and action NADS is taking to obtain advance information for disabled supporters from FIFA, for 2006. *The IFC hopes the FA will take decisive steps to create the conditions that will give disabled supporters more confidence to support England: early and reliable information about venue facilities; collection and dissemination of feedback from disabled supporters who have experienced international tournament conditions; concessions (currently not available); influence, through UEFA, on real standards of provision for the disabled across all member associations.* The wish for more care and opportunity for family attendance at internationals has been regularly raised with the IFC. The IFC understands that the FA provides a limited scheme for youth groups and families for easy-access friendlies, including discounted travel. *The fans have ideas for something more far-reaching; the IFC hopes the FA will seek to share them, and revisit its policy of denying concessions to the disabled and senior citizens.*

**The IFC recommends action in these areas, which would follow logically from the FA’s expressed intention to widen the membership.**

There are other areas where beneficial steps could relatively easily be taken. For instance while the CRU’s dialogue with fans is welcomed, senior management seems to play no part in the interface with fans. **Especially given the significant income the FA generates from supporters of the England team, it would seem appropriate, and the IFC therefore recommends, that there should be an annual occasion when fans’ representatives could discuss current issues with the CEO or a senior manager with the power to make executive decisions.**

Another issue to address is the perceived mystery surrounding the distribution of tickets from the official UEFA allocation. This seems to have fostered unnecessary suspicions. The fans know and accept that the FA owes a responsibility to the “football family” (grassroots representatives, County FAs (CFAs) etc.), to VIPs and sponsors – and that they reasonably expect some access to tickets. But the pattern of

---

<sup>19</sup> Figure supplied by the FA

distribution is not shared with fans, some of whom see the UEFA allocation to the FA as “their” allocation, accompanied by a right to know what happens to it. If the FA genuinely believes this is its business only it should say so. But the IFC can see no point in this and believes the lack of information is generating probably unfounded suspicions. **The IFC recommends that the FA should make information available on how the official allocation is distributed and the vetting procedures applied to all recipients of tickets.**

The issue is basically one of transparency, and it surfaces again in criticism of the information flow from the FA – which seems in contradiction to the welcome given to the CRU’s readiness to talk to fans. There are two points. First, on major policy matters directly affecting fans, such as the decisions not to accept the ticket allocation for the Macedonia and Turkey games, fans resented not being consulted before the decisions were taken<sup>20</sup>. *For the FA to share its thinking with englandfans members by e-mail, for example, on such important issues would seem to be straightforward and indicate the FA’s willingness to be open.* However, the second point is that the FA must make clear when it is advising fans and when it is consulting them. The IFC does not believe that fans expect to influence every decision; but frustration hardens if the impression is given that views will be taken into account, when in fact they cannot be. Finally, as a postscript to this point, the IFC was struck by the levels of confidence and trust in the FSF. Earlier in this report (see page 13) we have endorsed FA policy in encouraging supporter groups to lead in key areas and to keep its own “official” profile low. But there is a balance to be struck between this and neglecting responsibility to provide timely information to englandfans members. A number of fans told the IFC that they go to the FSF website (or UEFA, or the national press) first for information about fixtures, ticket issue etc. either because the FA puts the information out later, or because the FA’s information is of poorer quality. The IFC is also concerned that it has already (August 2004) received complaints about the issue of information and ticketing procedures for the first fixtures in England’s World Cup qualifying matches. With less than a month to go before the first two away games, members were saying that the number of tickets available had only just been issued and they had still not been told whether they would get a ticket or not. With flights and accommodation to be arranged and the increase in costs the later bookings are made, this is a serious concern<sup>21</sup>. **The IFC recommends that the FA gives particular attention to the timeliness, currency and manner of its communications and suggests that, additionally, there would be merit in establishing a specific, measurable target to do with deadlines for match and allocation information, and fans’ perception of transparency.**

Overall, however, the principal matter for supporters is tickets. Access to tickets must be a primary motivation for joining englandfans; a ticket is the only *sine qua non* of every game. The IFC was therefore particularly concerned at the strength of the expressions of dissatisfaction that it heard with the ticketing services provided by englandfans and of the performance of the company, Ticketmaster, contracted by the FA to handle them. The IFC was glad of opportunity to discuss fans’ complaints directly with Ticketmaster, at a meeting arranged by the FA in July 2004, following Euro 2004. The IFC is also glad to put complaints about ticketing for Euro 2004 in context, noting that Ticketmaster handles around 10 million tickets for various events in the course of a year, of which between 200,000 and 400,000 constitute business for the FA. The number of complaints put to the IFC, and probably the number received by the FA, will be a tiny percentage of this traffic. However, in the same way that the hooligan element represents a minute percentage of the total football-going population but specific action is taken to address it, so one might argue that the small percentage of supporters distressed by ticketing failures deserve the FA’s attention and some corrective action. By definition, complainants in most service sectors are a tiny percentage of the whole. But where the basis of the complaints is consistent and

---

<sup>20</sup> The decision not to take up the allocation for these two matches had a knock-on negative effect on perceptions of value for money. A key value of englandfans membership is that it is the only legitimate way of obtaining tickets for away games in the qualifying rounds. If, in a period of four competitive away games, ticket availability for two of them is withdrawn (and the opportunity to accumulate loyalty points), then inevitably views of the benefits of membership will begin to be doubted. The IFC heard little grumbling about the cost of englandfans’ membership but noted with interest that the Dutch supporters club for the national team has around 60,000 members and charges €10 p.a. for favoured status on tickets.

<sup>21</sup> The IFC has raised this issue separately with the FA.

serious, there is a message coming through about things that are going wrong that it would be inappropriate to ignore. Complaints made to the IFC fell into three broad categories:

- poor communications

Fans referred to frequent e-mails sent to englandfans and to Ticketmaster trying to find out what was happening regarding their tickets, and getting inadequate or no replies;

- delivery problems

If tickets are sent by special delivery and there is no one to sign for the package at the destination address, then the tickets are not delivered. This may often be the case in a working household. Fans found themselves e-mailing in to get some idea of whether tickets had been sent out – and getting inadequate or no replies. In some cases, when delivery was attempted but no one was in at the destination address, no notification was left, resulting in increasingly fraught enquiries as the match or departure date got nearer – and inadequate or no replies;

- no quality control

Fans regret the EMC days when ticketing was handled in-house by the FA, which took responsibility itself for resolving problems. Now they say that ticket sales and distribution are out of their control. And there is some resentment, probably the consequence of other dissatisfactions, of ticketing service charges.

The FA can be impressive in addressing specific problems. For example, the IFC raised one illustrative case of the apparent non-delivery of tickets for Euro 2004 with the FA shortly before the Euro 2004 game in question was due to be played, and found the FA's response to be prompt and professional. The problem was solved and the fan got his tickets. The IFC would like to believe this reflected a typical level of service<sup>22</sup>. We also note that discontent with Ticketmaster was not reflected in responses to the questionnaire sent by the FA to englandfans members in October 2003, when around 70% of those responding either agreed or strongly agreed that Ticketmaster was generally helpful. This was some way ahead of Euro 2004 and account should be taken of the leading question approach i.e. fans were invited to agree or disagree with a positive statement. It may partly explain FA reluctance to see Ticketmaster and/or related distribution centres, as a major issue, but, in the view of the IFC, does not justify this reluctance.

Given the strength of feeling communicated to the IFC on ticketing services, **the IFC recommends that the FA reviews the level of service provided by major contractors and objectively monitors its members' satisfaction.**

We have focused on the salient points made to the IFC by englandfans' members. An indication of the broader range is given in figure 2 on page 24, which the FA should take into account.

The FA plans to relaunch englandfans in January 2005. Before then, the Commission suggests the FA should clearly establish what englandfans is for. It seems to be variously seen in contradictory ways. For example, it is spoken of as a supporters' club – but limits its benefits to away supporters. It is seen as a ticket agency – yet only half of the 18,000-strong membership applied for tickets for Euro 2004. The IFC has also heard it referred to as a travel club, presumably reflecting the focus on away matches – yet travel arrangements are not the club's core activity or greatest success. The club also faces dilemmas about its appeal and marketing. The FA rightly wants to reshape the fan base and looks to attract more members from minority or special groups: one of the success measures it put to the IFC was that there should be a surge of applications for englandfans membership when it re-opens. Will these new members be in addition to or instead of some existing members? Membership closed at the end of 2003, in reflection of the knowledge that only so many applications for tickets for Euro 2004 could be satisfied.

---

<sup>22</sup> The IFC also drew the FA's and Ticketmaster's attention to another complaint about poor communications, to which the FA responded well, with an offer of complimentary tickets to a future England game

Will a policy of quotas or restrictions on Membership be applied in future? Is the club really for “all” as “alltogethernow” might suggest and the FA’s desire for the England team to have the biggest team following? The FA told the IFC that its target was to achieve a membership of 25,000, but thought this would be exceeded. The numbers, in any case, look doubtful. The FA’s allocation for the Luz Stadium in Lisbon was around 13,000 of which 12,000 tickets were dedicated to englandfans. When England played Liechtenstein, the allocation was around 6,000. Very few overseas grounds are likely to top 15,000 seats for away supporters. With membership in 2003 already at 18,000, what will comfort the members who, increasingly perhaps, will not get tickets? The exclusivity of englandfans is already breeding frustrations: families who bought tickets from UEFA for Euro 2004 and enjoyed themselves, now find they cannot continue to follow England because they are not members of the only club that provides tickets for the World Cup qualifiers – nor can they join the club because membership is closed.

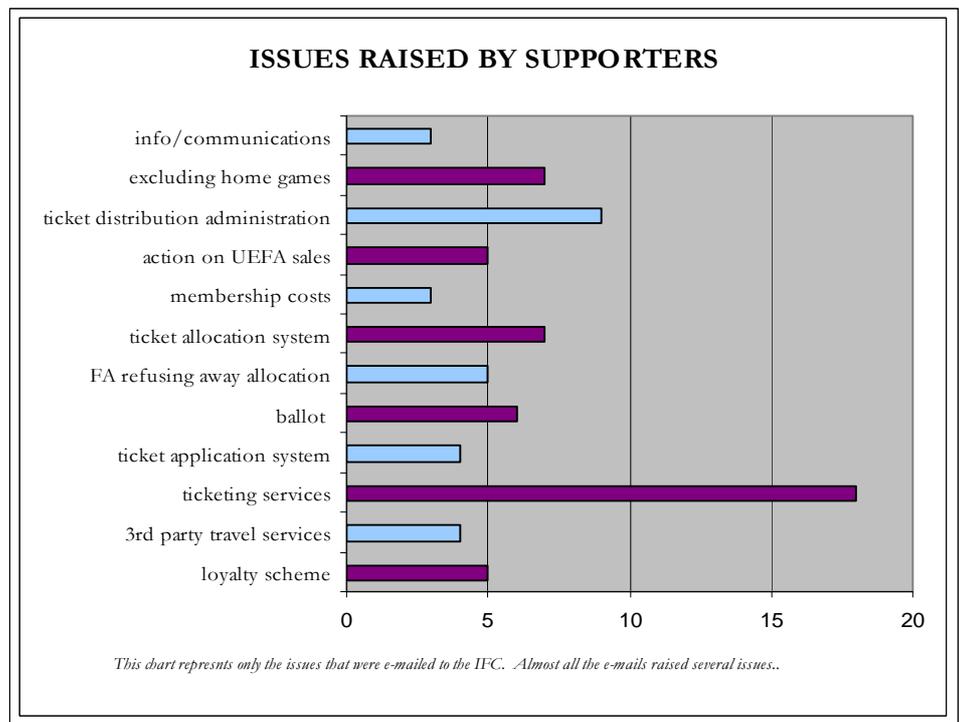


fig. 2

englandfans offers benefits besides tickets: merchandise, the magazine *The Roar*, for example. The FA needs to be sure these are what the target new, diversified membership will want, especially in lieu of tickets, if it is to build on its success in creating an enthusiastic, largely satisfied membership at Euro 2004. *The FA has done well in providing a range of services and giving care to their efficient delivery. We feel the fans would now welcome a similar emphasis on the beliefs the FA brings to its members' club.* On several occasions, the IFC has observed recipients of the FA’s services expressing irritation, verging on discontent, with the glossy packaging of FA products and its assertive self-marketing – not only on the subject of englandfans. Whether some of the costs of this approach might be diverted to areas of greater value to fans is for the FA to discover. *It should, in any case, recognise that fans want to believe that the FA values England supporters, trusts and welcomes their advice, and cares about their priorities.* We suggest that the FA should make public its objectives – perhaps in the FA Charter. Two of its objectives cited in 2002 have been well met: the reputation of England supporters – including non-englandfans members – and the interests of English football have been well served; progress has been made on creating a “genuine club”. The IFC hopes the FA will not only put these kind of objectives up front, but will expand them to refer specifically, for example, to minority groups; to third party service providers; to its own performance standards; to the values it believes the club represents. In its 2003 Annual Report, the IFC welcomed the honesty with which the FA appraised its performance and set aims in its Charter Report, which includes a section on englandfans. But we note the Charter Report aims are different from the objectives given to the IFC and that they are difficult to measure convincingly. Moreover, the Charter Report is not sent to englandfans members who can play no part therefore in the setting of aims and objectives, nor the monitoring or confirmation of the achievement. **The IFC recommends that the FA should work with the membership to set and communicate standards, values and objectives for the club for the short and longer term, measure progress and report it regularly in a document available to club members.**

### *The Euro 2004 experience*

All the stakeholders referred to in this report counted Euro 2004 as a great success and took pride in particular achievements:

- the hooligan element was prevented from travelling or causing disruption
- the image of the England supporter abroad was, following the World Cup in 2002, further enhanced
- relations with the host nation were and remained positive
- supporters' match behaviour (with some lapses regarding the booing of national anthems<sup>23</sup> and excessive hostility towards the referee that officiated at the quarter-final England lost) was near impeccable<sup>24</sup>
- genuine partnerships were forged between UK authorities and fans group, with shared ambitions
- England was not suspended from further participation in international tournaments
- people enjoyed themselves.

The last point is significant. There was a remarkable sense of festivity and enjoyment during the tournament. England supporters were in the vast majority in Portugal and effectively turned the main square in Lisbon into a carnival of England flags and a celebration of England support for its team. There was no intimidation of French supporters on the eve of the crucial match against France; on the contrary there was a lot of shared singing and dancing. While encounters between English and Croatian supporters were shaded with a little tension, the atmosphere remained exuberant and friendly. Notably when England lost, against France, and against Portugal in the quarter-finals, the bonhomie continued. The national Portuguese welcome both fostered and contributed to this atmosphere.

The experience for supporters was thus strongly positive. It is difficult to evaluate the FA's particular role but we would highlight:

- the FA's contribution to the multi-agency strategy (see section III on page 9);
- sophisticated systems for handling ticket collections and the issue of quarter-final tickets locally – perceived as a big improvement on the 2002 World Cup;
- constructive relations with UEFA on vetting, for example;
- ensuring the satisfaction and contented participation of englandfans' members.

Although they were few, there were, however, some difficult moments for supporters. Access to the Luz Stadium for the opening game against France, for example, was poorly handled. Signage and stewarding was inadequate as were access routes, which at one point threatened a dangerous build-up of fans unable to get into the stadium. Similar problems were encountered when fans tried to leave at the end of the game. The confiscation policy applied at the security checks seemed to be random. Innocuous objects such as asthma sprays and spectacle cases were confiscated as potential weapons; equally "dangerous" objects such as cameras and mobile phones were allowed in. Access to catering facilities at half-time was bad; queuing meant many fans – particularly those with children who very much needed some refreshment – missed the beginning of the second half. Doubtless due to the good atmosphere that built up during the day-time, tolerance of these failings were high. The potential for matters going wrong was evident however. The FA assured the IFC that it made representations to the Portuguese authorities about the dangers and difficulties and believes that its advice contributed to the much-improved

---

<sup>23</sup> The FA will presumably have noted UEFA's intention to punish associations whose supporters manifest this behaviour.

<sup>24</sup> Although it is beyond the scope of this report, the IFC is very much aware of the football-related disorder that erupted in England during the tournament and trusts that the FA will not lose sight of this worrying and continuing problem in dialogue with its partners.

management of the stadium by the time of the final. On a less serious note, the IFC hopes the FA has made or will make representations to UEFA and/or the German authorities about the absence of match programmes. The generic souvenir magazine was in any case difficult to obtain but no substitute, to many fans, especially youngsters, for a traditional matchday programme.

Where we feel the FA could do more and where there is a need for policy review, rests on the question of the FA's overall role, which is discussed below.

***The FA's general role and responsibility towards supporters of the England team***

englandfans represents the FA's core supporter business. How far beyond this it takes its responsibilities regarding supporters is a key issue. This report shares the phrase "off-field activity" with the FA as a useful shorthand for the wider role, recognising that it carries a loose definition. Off-field activity clearly excludes anything to do with the performance of the team and its playing-related activities. Related areas such as security are less clear. Excluding supporters (and others) from easy proximity to the team on the grounds of personal safety, and including supporters in the interests of PR and accessibility are both in the frame.

The definition of "fans" became controversial in the run-up to and during Euro 2004. The FA was understandably nervous about collective fan behaviour, given the risk to the England team's participation in the current and subsequent tournaments. It accepted responsibility for englandfans' members on a number of grounds. The allocation of tickets for Euro 2004 matches went to the FA and was made available to a known group of which the largest percentage was englandfans members. The FA had taken a number of measures to guarantee the bona fides and behaviour of these people (see page 18). However, it had no control over a much wider group attending the tournament, notably:

- people buying tickets directly from UEFA
- people buying tickets from touts
- people buying tickets through internet sites and auctions
- "football tourists" without match tickets and/or expectations of attending a match but visiting Portugal because of Euro 2004
- British nationals resident in Portugal.

<b>UEFA ALLOCATION TO THE FA FOR ENGLAND GAMES</b>	
England v. France (Luz Stadium, Lisbon)	12,533 + 1,000 supplementary
England v Switzerland (Municipal Stadium, Coimbra)	6,265
Croatia v England (Luz Stadium, Lisbon)	12,435 + 4,000 supplementary
England v Portugal (Luz Stadium, Lisbon)	5,651

*fig. 3* (figures supplied by the FA)

Some statistics put the relative numbers in perspective. At the time of Euro 2004 englandfans membership stood at around 18,000 members. Approximately 9,000 of these applied for tickets to England games at Euro 2004. The capacity for the two stadia at which England played was 62,000 (Luz) and 30,000 (Municipal). As this report indicates on page 18, the volume of England support was such that at its games, there were tens of thousands who were not within any kind of control by the FA, and well-outnumbered those who were. It is estimated that there were around 200,000 people who travelled from England to Portugal for Euro 2004, with an estimated 90,000 there specifically for the tournament. An estimated 100,000 of the tickets sold by UEFA were sold to people with English addresses (additional to over 30,000 tickets sold by the FA)<sup>25</sup>. There are no available estimates for the number of black market tickets bought by the English but undoubtedly the known numbers of English ticket-holders would have been inflated by black market deals.

<sup>25</sup> Figures supplied by the FCO and Euro 2004.

To make the FA accountable for the behaviour of these massive groups, and to penalise the FA for their anti-social behaviour (should it occur) seems unreasonable. On the other hand, UEFA's rules for the tournament seem clear:

*the associations are responsible for the behaviour of their players, officials, members, supporters and any person carrying out a function at a match on their behalf. (rule 3.04)*

At the same time there is a conflict, as rule 3.07 states:

*the host association is responsible for order and security before, during and after a match. The host association may be called to account for incidents of any kind and may be disciplined*

Whatever sympathy there might be for the FA's uncomfortable position, there is also sympathy for organising bodies, local authorities, local residents etc. that someone should be responsible for the behaviour – and safety – of this immense influx. During Euro 2004, where that responsibility might lie became something of a hot potato, passed rapidly between a number of bodies who, for different reasons, seemed to want political distance from the issue.

The FA was adamant that it would accept responsibility only for those to whom it had supplied official tickets. It was anxious enough about UEFA's contrary stand to make pre-tournament enquiries into the UEFA rules and their legality, and to engage a legal team to examine the case for challenging UEFA's interpretation of national association responsibility, in the event of any threat of England's expulsion from the tournament on the grounds of crowd behaviour.

The Foreign and Commonwealth Office (FCO) accepts responsibility for British citizens in distress overseas. It provided additional consular service in Portugal for the tournament and contributed to information provision for those travelling; and the embassy in Lisbon did much to assist PR locally, and positive between supporter groups and the Portuguese authorities. But it could not be responsible for all the activities of the English in Portugal during the summer, especially the majority not in need of consular services. Moreover, the embassy shared the FA's limitations in that it was only practical and possible for it to work with known, official supporters groups, which, whilst important and influential, represent only a small percentage of fans.

As for other government departments, the Home Office is responsible for public disorder issues created by English supporters abroad<sup>26</sup> and would have regarded itself as the accountable department should its strategy for Euro 2004 have failed. It does not share any concern for the England team's participation in tournaments. Because the Home Office is the lead government department, the DCMS takes a back seat, showing public support for the team and the national effort but no responsibility for the supporter population.

Other organisations involved in English football did not enter the Euro 2004 frame at all. The FAPL and FL did have or might have had players in the tournament but they and, implicitly, their supporters are handed over to their national associations for international tournaments. The FAPL and FL stand to be directly affected by the activity of the England supporter base – for example scenes of mayhem might impact on the inclinations of existing and potential sponsors – but they are not part of the wider off-field management effort. Where they are involved, their role is constrained within that of the FA inasmuch as FL and FAPL representatives sit on the FA's board which sets FA policy on the supporters' club and the FA's off-field role – and its non-responsibility for supporters other than England fans members. The FLA would be directly involved and accept responsibility for stadium safety issues such as accessibility for matches played in England – but not for overseas tournaments.

The FA made it clear to partners and agencies involved in the tournament that its interests and responsibilities were confined, as far as it was concerned, to the members of England fans (and the England team). It repeated this position to the IFC. The Commission feels some concern about this

---

<sup>26</sup> This is the only circumstance where the Home Office is responsible for something outside England and Wales.

distancing and notes that it sits uneasily with the FA's stated main off-field objective to "minimise the risk of ... anti-social behaviour from English nationals following the football team in Portugal"<sup>27</sup> which implies an interest in all supporters but, as observed previously, is a well-nigh undeliverable objective for the FA. The IFC also finds uncomfortable the notion of information and assistance that might contribute to appropriate conduct, through better understanding of local laws and customs, not being shared with supporters who are not members of England fans. Information at airports and other exit points, for example, was down to the FSF. The embassy, following a successful introduction of Z cards at the 2002 World Cup, produced a new Z card of useful information that went on the widest distribution to ticket holders. But the FA stood apart. For example: although it co-ordinated the vetting of those purchasing tickets from UEFA from English addresses, it did not take any follow-up action with these ticket holders to contribute to the information flow. The IFC is aware that, under the Data Protection Act, caution needs to be exercised on the use of personal information obtained from third parties; and it sympathises with the FA's view of its club that if its benefits are not exclusive then its advantages will decrease. But these reservations are surmountable. *It would be appropriate for the FA to consider the case for volunteering due care and appropriate information to England supporters inside and outside England fans – in the interests of the football-going population as a whole.* The FA undeniably has a relationship with this population which follows the football played by every association affiliated to the FA and under the rules of the FA. The FSF, with its 130,000 members – extending beyond the club under the FA's wing – has, after all, accepted a wider responsibility and played a key part in reversing the ugly behaviour trends prevalent until recently.

The IFC hopes that the FA will clarify its position in the coming months, well ahead of the World Cup in 2006 and the remaining qualifying games, and publicise a policy position to which it will adhere. The FA values its relations with UEFA. The FA's Chairman has recently been re-elected to UEFA's Executive Committee. However, communications between the two organisations have occasionally faltered. A meeting with UEFA to discuss the issue of national association responsibility ahead of the tournament failed to take place. FA uncertainty on where UEFA actually stood on who was responsible for whom was unsettling going into the tournament. The legal homework that was done on the rules was probably useful. The IFC hopes that additionally, however, the FA will use its position to strengthen understanding with UEFA – and FIFA – and positively influence international ticketing policy, for example. There will be complications: the FA's attempt to get UEFA to exempt British nationals from regulations entitling the sale of tickets directly across Europe failed, and a long run at this slightly uncomfortable idea might be necessary to find a way through EU legal barriers, and perhaps collaboration with other national associations that are apprehensive of the risks inherent in open internet sales is an obvious tactic the FA can exploit, however; reaching agreement that national associations will be consulted on how putting tickets on general sale can be rendered compatible with the modern need for sensible security procedures would be valuable.

**The IFC recommends that the FA should address such issues immediately and regardless of England's qualifying for the World Cup or not, so that an understanding is reached about collective responsibilities, avoiding redress to lawyers in future. The objective should be to preclude any sense of buck-passing in future and to avoid internal and public disclaimers of responsibility, damaging to the purpose and presentation of English successes in building and managing support for English football in safety.**

---

<sup>27</sup> FA report on Euro 2004, *Outcomes and Lessons Learned*, July 2004.

## VI GOING FORWARD

At the conclusion of Euro 2004, the FA has much with which to be satisfied. In particular:

- the FA has positioned itself as a contributor to the multi-agency approach to combat disorder
- it played a committed part in empowering fans and recognising their vital contribution to the image and reputation of English football
- through englandfans it takes responsibility for and has delivered a service that offers members unique access to non-tournament away fixtures, protects them and guarantees welcome standards of security and conduct
- it has helped to restore the image of the travelling England supporter and to recapture the theatre of football from the disruptive and often violent minority
- it fostered smooth working relations with the tournament organisers, described by Euro 2004 at a meeting with the IFC as “very good”, recognising that the FA was in many ways the most important of the 16 competing federations because of the size of the England fan base.

It is clearly essential to build on the successes of Portugal and to maintain the collaborative momentum up to and including the World Cup in Germany in 2006.

The IFC concludes that the main areas of attention for the FA need to be:

- establishing, and agreeing with relevant national and international bodies, where responsibility for supporters of the England team lies
- setting realistic and clear objectives for englandfans, reviewing and restructuring it, in consultation with members
- managing the nature and impact of the travelling contingent during the qualifying campaign for the World Cup, when englandfans will be the only legitimate source of tickets for away games
- building on the regular dialogue with fans that has been established
- closer relations with the wider population of England supporters
- a continuing, committed and professional approach to its minor but important role in the multi-agency approach to security and public disorder issues
- greater trust of the supporters in the wake of their enormous contribution to the makeover of the perceived public face of England supporters. Trust them with access to decision-making processes and senior decision-makers
- using networks and influence to sustain the infrastructure, and its funding, that enabled fan initiatives and proactive public relations around Euro 2004
- constructive dialogue with UEFA and FIFA to bring about closer mutual understanding.



# Annexes

## SCOPING DOCUMENT FOR IFC WORK ON TICKETING IN 2004

### ***Principal focus***

The IFC will principally focus on arrangements for enabling supporters of the England team to attend European Championship matches in Portugal safely and legitimately. In this context the IFC will evaluate the success of *englandfans* more generally. The Commission will also give attention to the sale and distribution of tickets for international games that take place outside *englandfans*, looking particular at internet sales, touting, and measures taken to detect and to deter or control both. The IFC has chosen to examine these topics because the European Championships will take place in 2004, and because the management of English fans' participation has serious consequences for the image of English football and the country's participation in future international competition.

Additionally, the IFC will monitor the reaction of the governing bodies to recommendations 30, 31 and 32 in its 2003 Annual Report and in particular will keep itself informed on any legislative changes that will affect the way costs are levied for the policing of football matches and supporter, other stakeholder and public impressions of the stance taken by the governing bodies. The Commission will be interested in any knock-on effects on ticket prices.

The IFC undertakes this work in line with the requirement in its terms of reference that it should have particular regard to ticket prices and accessibility to matches, to the standard of customer service provided by the FA and by FL and FAPL clubs, and to supporter and stakeholder interests.

### ***Issues***

The IFC will seek to satisfy itself:

- that supporters are content with the way *englandfans* is organised and administered and that FA objectives for *englandfans* are appropriate and met
- that the governing bodies ensure that supporters' concerns are understood and are adequately and properly taken into account
- that appropriate and reasonable policies exist with regard to supporters who are not member of *englandfans* but seek to attend international tournaments and other international games
- that measures are taken to control the illicit trading of tickets to England games, and that the governing bodies' aims in this regard are reasonable and met
- that action to create positive public and stakeholder perceptions of England's participation in Euro 2004 is reasonable and effective
- how concessionary pricing schemes operate
- how the governing bodies interact with clubs regarding any new policies on police costs
- that ticket prices generally are monitored and that benchmarking exercises are appropriate and constructive<sup>28</sup>

The IFC will particularly seek to identify best practice and to produce clear evaluations and practical recommendations for the future.

### ***Consultations and research***

The IFC's consultations and research will include:

- The Football Association, and within it *englandfans* in particular, and their relevant publications
- The Football League and the Premier League
- Authorities in Portugal

---

<sup>28</sup> The final three bullet points in this list refer to IFC work on ticketing outside that undertaken on Euro 2004.

- The practice of selected FA's of countries participating in Euro 2004, UEFA and relevant European groups
- The FLA
- The Home Office, DCMS and other relevant government departments
- Ministers and interested MPs
- ACPO
- Supporters' groups, including *englandfans* members
- Journalists and broadcasters
- Internet sites
- Complaints and issues raised with the IFC
- Existing rules and regulations
- Benchmarking exercises on ticket prices
- Published and unpublished research and other publications
- Club activity
- Customer charters and reports<sup>29</sup>

The work will *exclude*:

Absolute ticket prices

Absolute police costs

Aspects covered by the IFC's work on equity (e.g. family access to matches)

Legal action on touting and related issues

The wider organisation of Euro 2004, including (Portuguese) policing policy and action taken by the courts on ticketing-related matters

Hooliganism

February 2004

---

<sup>29</sup> The last five bullet points in this list refer to IFC work on ticketing outside that undertaken on Euro 2004.

**ORGANISATIONS AND INDIVIDUALS CONSULTED**

4England

ACPO

British Council, London

British Council, Portugal

British Embassy, Lisbon

Cleveland Police FIU

DCMS

Englandfans delegation in Portugal (April 2004)

Englandfans Fans Forums in London and Lisbon

Englandfans (London Group)

Englandfans (North West Group)

Euro 2004 S.A.

Euro 2004 England Fans Roadshow participants, Manchester

Football Association

Football Supporters' Federation

FSF Fans' Embassy, Lisbon

FCO

Home Office

Humberside Police, FIU

Kick It Out

Journalists affiliated to English newspapers, in Lisbon during Euro 2004

Metropolitan Police, Public Order Intelligence Unit

NCIS

Portuguese Football Federation

Ticketmaster

UEFA

University of Liverpool, School of Psychology: project for a European study of the interaction between police and crowds considered to pose a risk to public disorder.

The IFC also consulted individual fans at the following matches:

England v. Paraguay, 17 April 2002

England v. Slovakia, 11 June 2003

England v. Japan, 1 June 2004

Portugal v. Greece, 12 June 2004

England v. France, 13 June 2004

**MATERIALS SEEN BY THE IFC**

The following is a list of published materials pertaining to Euro 2004 given to the IFC in the context of its enquiry, primarily by the FA, or acquired at matches, which were consulted during the IFC's enquiry.

*The Roar*

the official englandfans magazine (editions from March 2003)

*Alltogethernow*

FA dossier of off-field events and press coverage of them

*englandfans Guide to Ticket Application*

produced by the FA for Euro 2004 tickets

*UEFA Euro 2004 Ticketing Terms and Conditions*

distributed by the FA with ticket application forms to englandfans members

*Ticketing Information*

provided with tickets/vouchers for Euro 2004 supplied by the FA

*the England Supporters' Portugal Euro 2004 guide*

written and compiled by the FSF and produced with the backing of the FA, the Home Office and the FCO

*Portugal 2004: Your Guide to Following England*

englandfans publication, produced by Lonely Planet Publications Pty Ltd, May 2004

*UEFA Euro 2004 The Guide*

presented and published by MasterCard Europe, 2004

*On the Ball in Portugal*

Welcome to Euro 2004 Z card, produced by the FCO

*Fan Book*

Official UEFA Euro 2004 Tournament Magazine, with a supplementary pocket guide to match and team information, published by UEFA and Euro 2004 S.A.

*shirts, stickers, notepads, cards and other promotional materials produced for englandfans members*

*CD featuring SFX Boys' Choir, Liverpool*

promotional recording of *alltogethernow*, official England song for Euro 2004

*7-a-side competition*

programme for the 4England 7-a-side football competition held in Coimbra (June 2004)

**Supplementary material relating to qualifying matches and the 2002 World Cup**

*Official matchday programme: England v Paraguay pre World Cup friendly, April 2002*

*Home and Away – 2002 FIFA World Cup: your guide to following England away*  
handbook issued to englandfans' members

*Official matchday programme(also in Braille): England v Macedonia Euro 2004 qualifier, October 2002*

*Official matchday programme: England v Slovakia Euro 2004 qualifier, June 2003*

*Official matchday programme: England v Liechtenstein Euro 2004 qualifier, September 2003*

*The FA Summer Tournament, 30 May – 5 June 2004*

## IFC PUBLICATIONS

*IFC Annual Report 2002: pushing the pace of reform*

*Annual Report 2002 Executive Summary*

*IFC Annual Report 2003: a call for unity of purpose*

*Annual Report 2003 Executive Summary (pdf version only available)*

*I'm Still Not Satisfied* – guide to complaints procedures (2002)

*I'm Still Not Satisfied* – guide to complaints procedures (2002), large print version

*Self-Regulation* – an examination of how football is regulated, with recommendations for the future (May 2004)

*Report on Euro 2004* – a report on the FA's role in off-field initiatives and services provided for supporters (September 2004)

To order a free copy of any of these publications, please complete the on-line order form on the publications page of the IFC website: [www.theifc.co.uk](http://www.theifc.co.uk), or contact the IFC office at the address given on the back page of this report.

**MEMBERS OF THE INDEPENDENT FOOTBALL COMMISSION**

Chairman:	Professor Derek Fraser	(August 2001 -
Deputy Chairman:	Alan Watson	(January 2002 -
Commissioners:	Clive Betts MP	(November 2003 -
	Brian Lomax	(November 2003 -
	John Simpson	(June 2002 -
	Julian Wild	(January 2002 -
Staff:	Dr Chris Gamble, Company Secretary	
	Claire Broadley, Assistant Secretary	
	Alison Bone, Personal Assistant	



*On standby ...17,640 pepper sprays, 1,465 riot batons, 40 stun-grenade launchers, 45 latest-generation frequency jammers for preventing gang-leaders using their mobile telephones to organise fights, and 4 water cannon. 4 cavalry squadrons of riot-trained officers ...with other colleagues manning armoured vehicles and a further reserve of 4,000 police on foot* (The Times, June 12 2004) *“I will confirm we are very happy with all the preventative steps taken and the FA seem to have things under control as much as you can expect...”* (UEFA president Lennart Johansson quoted in The Guardian, June 14 2004) *“He is a football lout and an idiot. I’m going to give him a punch in the mouth.”* (father of deported England supporter quoted in The Daily Mirror, June 14 2004) *They came, they saw, they conga’d. Our biggest ever army of fans gave a match-winning performance in Lisbon last night* (The Daily Mirror, June 14 2004) *One tout arriving by train from London yesterday had £18,000 of tickets to sell, accumulated via the UEFA website* (The Daily Telegraph, June 14 2004) *Almost half of all Euro 2004 tickets UEFA placed for sale on the internet have gone to people with English addresses, according to the governing body of European football* (The Daily Telegraph, June 14 2004) *Eighty football thugs were arrested last night after hundreds went on the rampage following England’s defeat* (report on violence in English town centres, reported in The Daily Mirror, June 15 2004) *A Uefa spokesman said he did not view the fighting on the Algarve as directly related to Euro 2004* (The Times, June 17 2004) *Uefa said that it would review England’s participation if there were trouble in Coimbra* (The Times, June 17 2004) *“Thousands of fans from different countries dancing, singing and drinking together. There is no aggravation, no trouble whatsoever. This is a million miles from what is happening on the Algarve.”* (England supporter quote in The Times, June 17 2004) *...England could face expulsion from Euro 2004 if there is violence at this evening’s game against Switzerland* (The Times, June 17 2004) *...it seemed unlikely that Uefa would be required to make good its threat to expel England in the event of trouble* (The Guardian, June 18 2004) *...the particular form of entertainment adopted by drunken supporters over two nights this week has created an atmosphere of tension and fear ...* (The Guardian, June 18 2004) *“We’ve supported England for years but never followed them abroad before. We love football, we love supporting our national team and we want them to do well.”* (Asian supporter quoted in The Guardian, June 21 2004) *The hooligan fringe on the Algarve has effectively put families under curfew and has struck fear into British Asians some of whom detect a racist undertone and say that despite wearing the England shirt they don’t feel “100 per cent safe”* (The Independent, June 21 2004) *“... what a day it was, not a single individual involved in anything. I just get cheesed off about a hundred metres of geography in Albufeira and the drunken louts who have caused problems there.”* (David Swift, Deputy Chief Constable of Staffordshire, quoted in The Independent, June 21 2004) *About 3,500 seats were empty in the stadium last night. The Football Association said it had received the tickets from the Croatians but were unable to complete background checks in time to sell them.* (The Guardian, June 22 2004) *The 45,000 at last night’s game brought the total attendance by England fans at the first three games to 110,000 – or 10 per cent of the total tickets available at Euro 2004* (The Guardian, June 22 2004) *Fans who heckle during national anthems may cause their football associations to be fined. Uefa said both anthems had been abused at the Croatia v. England game ....* (The Guardian, June 23 2004) *Real football fans are starting to stand up. The FA are backing them. The FA are doing something about it.* (Daily Mirror, June 23 2004) *England fan stabbed to death outside bar* (The Guardian, June 23 2004) *... no one really ever sees things like the (fans’) school visit to Nuno Goncalves. No one sees the good work that is slowly but surely starting to repair the tattered image of the England football fan* (Daily Mirror, June 23 2004) *“We had people coming up asking for €400, €500, even €600 for a ticket, which is silly money. But we just got lucky and a couple of Portuguese guys sold us their tickets for €200”* (English supporter on buying tickets with a face value of €70 for England v Portugal, quoted in The Times, June 24 2004) *After the threat of ejection from the tournament if there was a serious outbreak of hooliganism, Uefa yesterday awarded the nation’s band of travelling supporters 9 out of 10.* (The Times, June 28 2004) *The FA will have to stay on top of the problem of hooliganism. It was not so long ago that there was fighting in Slovakia and when England played Turkey in Sunderland there was trouble ...* (The Times, June 28 2004) *“When England played Portugal there was a sprinkling of fans all over the stadium and there was an excellent atmosphere. Having two competing groups of fans with a thin line between them is not maybe helpful all the time. Maybe we can look at the concept differently.”* (UEFA’s Director of Communications quoted in The Times, June 28 2004) *England fans better than they used to be, apparently* (caption to Press Association picture of riotous fans pitchside behind Beckham, June 29 2004) *The measures to keep out the hard element, the difficult people, seem to be working. I think praise should go to the British authorities, the English FA, but also to the fans themselves”* (UEFA’s Director of Communications speaking on Sky Sports News, 29 June 2004) *Swiss referee Urs Meier has gone into hiding with police protection after receiving death threats and hate email from England fans* (The Guardian, June 30 2004) *England fans shockingly well behaved* (headline in The Guardian, June 30 2004) *The next tournament is, of course, the World Cup in Germany and if England qualify there will surely be a far greater froideur between visitors and hosts than in Portugal* (When Saturday Comes, August 2004)



THE INDEPENDENT FOOTBALL COMMISSION

University of Teesside  
MIDDLESBROUGH TS1 3BA

Email: [contact@theifc.co.uk](mailto:contact@theifc.co.uk)  
Tel: 01642 342750  
Fax: 01642 342751  
Website: [www.theifc.co.uk](http://www.theifc.co.uk)

The IFC office is open from 0930 to 1730, Monday to Friday