

JONAS HAVELUND, CLIFFORD STOTT & FILIP LUNDBERG

ENABLE

CONFERENCE REPORT

TELE2 ARENA

25-26 FEBRUARY 2015

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Enabling an Evidence Based Approach to Crowd Safety and Security in Swedish Football

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PREFACE

This report is based upon the presentations held at the ENABLE Conference at Tele2 Arena on the 25th and 26th February 2015. The conference was attended by approximately 50 invited people from a number of key organisations and institutions in Swedish football. The conference also had attendance from both Wales and Denmark and reflecting the international status of the project both the conference and the report are in English. The report follows the same chronology as the conference. As organisers of the conference we wish to thank all participants for fruitful discussions and the willingness to play an active role during the conference.

Jonas Havelund, Clifford Stott & Filip Lundberg

INTRODUCING ENABLE¹

Filip Lundberg, Head of Sustainability, Djurgården Football

Dr. Clifford Stott, Crowd Psychologist, Security & Justice Research Group, University of Leeds

The conference was opened by Dr. Clifford Stott, and Filip Lundberg. Their presentation was on the background for the project. The ENABLE project was conceptualized in June 2014, only a few months after the tragic death of a Djurgården supporter following a violent incident between opposing fans just before the opening match of the 2014 Allsvenska season, in Helsingborg. The death highlighted the fact the Sweden has significant safety and security issues that it must confront and underlines that stakeholders have a responsibility to act on the issue of football related 'disorder'. But in such circumstances there is a real danger that the pressure to respond can create heavy handed security response that can ultimately be counter productive. It is therefore critically important to create an evidence led approach to the issue. The ENABLE project and the conference acknowledge that there are no quick fixes to public order management. The issues of football related problems and disorder in Swedish can't be solved merely by imposing use of force but that science led and dialogue based solutions are the way forward. The issues calls for partnerships that can sustain a climate of evidence gathering and analysis, which flows into solutions built upon the latest scientific theory and evidence. Reflecting this agenda the aim of the conference is to bring together the different stakeholder in order to exchange experiences and to identify the main challenges for the 2015 Allsvenska football season. The program reflects the presence of the key stakeholders, with representation on the podium from clubs, Swedish Elite Football Association, police, academia, and not least supporters from Sweden and Denmark as well as Supporters Direct and Swedish Football Supporter Union.

SUSTAINABILITY IN FOOTBALL – A EUROPEAN EXAMPLE

Joakim Lundquist, CEO, Lundquist

Joakim Lundquist gave a presentation on sustainability in sport. In his opinion there are many CSR reports being written but most reports miss the target by not challenging the key issues for football clubs. Lundquist presented findings from his work together with Juventus.² The

¹ The introduction was accompanied by an introductory video for ENABLE. The video can be found on the ENABLE website: www.enable-research.org

² [Juventus: Report One. Towards sustainability in Football.](#)

work was oriented towards prioritizing the initiatives from the clubs and strengthening the coordination and sharpens the profile. At the core of sustainability is the scope of minimizing the risks in order to heightening certainty and stability. Though Lundquist stated that there can be variety in the club's way of prioritizing initiatives, Lundquist underlined the importance of commitment from stakeholders in order to minimize shared risks and challenges. In a project like ENABLE, Lundquist suggested, it is important to work in a structured and strategic manner by identifying the shared risks and in order to create room for dialogue, solution finding and building trust through a transparent process.

EXPECTATIONS AND KEY CHALLENGES 2015

Mats Enquist, CEO. Swedish Elite Football Association

Mats Enquist took up the thread of commitment from the stakeholder by reminding the audience that love to the game is the main driver in much of the audience's relation to football. He underlined the importance of cooperation and emphasized the goal: "to create welcoming, secure, safe and atmospheric football events!". Swedish football has dropped down the international ranks and part of the plan to get back to the top of European football is to (re)gain trust from the supporters and the sponsors (in that priority). The Swedish Elite Football Association strives to bring forward positive images of football and supporter culture and works intensely to remove football related violence, threats towards player and staff, bad language and illegal pyrotechnics. Enquist stressed the importance of involving supporters and other partners in finding solutions and he formulated four sentences that frames the work of the Union: 1) Force creates counterforce, 2) Distance creates rejection, 3) Ignorance creates lack of respect and 4) Collective punishment for individual wrongdoings creates a collective counterforce. One consequence of the framework is the invitation to clubs and supporters to forward applications for ways to use pyrotechnic that does not contradict the overall goal and at the same time can be accepted by the authorities, police, clubs and supporters.

SWEDISH NATIONAL STRATEGY (POLICE PERSPECTIVE)

Isabel Thorén, Chief Super Intendent, Stockholm

Hans Larsson, Commissioner Event Policing, Stockholm

Isabel Thorén and Hans Larsson from the Swedish Police presented a summary of the “National Strategy for Sporting events”. The national strategy is formulated by a consortium of the stakeholders Thorén and Larsson explained the shared vision by the parties to promote a plan for collaboration with a common communication plan. The consortium has agreed to work actively on a way to solve the illegal use of pyrotechnics and get an insight in the consumption of alcohol and drug use at football matches.

In the last part of their presentation they focused on a project that aims to establish a new operational unit to be deployed at football matches as part of a graded tactical approach; meaning to adjust the function, treatment and equipment to the situation. The unit is inspired by the Danish event police officers. The unit was at the time of the presentation still not named. It will work with a focus on facilitation and dialogue but still be able to set limits of acceptable behavior and do arrests and prosecutions if necessary. In that way it distinguishes itself from the SPT, Supporter police and evenemangspolis. They will wear standard uniform with a red sign saying “POLIS” on the back. The units will be tested in region Stockholm, region South and region west around Stockholm, Gothenburg and Scania.

ENABLING A DIALOGUE APPROACH

Carsten Alvé, Dialogue Police, Stockholm Police

Carsten Alvé followed his police colleagues with a presentation discussing the benefits of dialogue policing. After working as a dialogue police officer from Stockholm Alvé reflected on the historical development of public order policing in Sweden. In Alvé’s view the police used to have a ‘crowd control’ approach to the policing of crowds; an approach that created an “us against them” situation with little or no dialogue that put the police in a place there reactive rather than proactive policing was the only option. But modern research has contested this ‘riot control’ approach and opened the way for alternative understandings that emphasize legitimacy and intergroup dynamics as central causal dynamics for ‘disorder’. This research has been integrated to some extent in Swedish public order policing. The dialogue police concept is fully in line with the research and the police officers has built a considerable

network with organizers and a reputation despite the few and still declining resources. But what Alvéén can see is missing is a police unit that facilitate the crowd as a whole – a form of event police.

Alvéén argues that changes towards a more facilitating approach by a larger part of the deployed police officers can help the police make better and more informed decisions. This is done with help from the supporters through strengthening the relationship between supporters and the police. A stronger relationship will lead to less friction, less violence and vandalism, Alvéén argues. Alvéén ended the presentation with a remark on police culture as one of the main obstacles for a change in the relationship between police and supporters for the better, emphasizing the responsibility that senior police managers have in managing change. Alvéén sees the ENABLE project as an opportunity for the police to get assistance from external stakeholders in the process of reforming the policing of football in Sweden.

SWEDISH MEDIA AS A KEY ACTOR

Aage Radmann, Associate Professor, Malmö University

The Sociologist Aage Radmann ended the first day of the conference with a presentation mainly on media coverage of football supporters. With examples from history Radmann illustrated how the “old media landscape” with newspaper and a limited number of TV-stations with news coverage created a simplified image of football supporters. An image dominated by stigmatization of those involved with a tendency to create a climate of moral panic leading to means of stricter controls and punishments as solution. But Radmann argued that these media images were largely driven by an over-simplification of the underlying causes.

With changes in the media landscape the development has been from one way communication to a multitude of voices. Radmann noted that along with a growing production of “Hit an tell” book written by (former) hooligans, movies and the possibilities to create own news and media messages through social media the media landscape has changed dramatically. This change in media landscape also affects the relationship between the different stakeholders as it increases transparency.

PERSPECTIVES FROM ABROAD – CARDIFF CITY FC.

Dr. Clifford Stott, Crowd Psychologist, Security & Justice Research Group, University of Leeds

Wayne Nash, Head of Security, Cardiff City FC

Clifford Stott opened the second day with a comparison to a process from Cardiff City FC (CCFC). Among the participants were head of security at the club, Wayne Nash, who contributed to the presentation. The presentation described the changes Cardiff City FC has gone through for the last 10 years. The club's fans have a reputation as being some of the most notorious fans in UK. The reputation of fans of CCFC for collective violence has developed as a result of a series of major incidents of intergroup conflict across many years. Throughout the 1980s and 90s, 'hooliganism' at football became highly publicized and, within this framework, CCFC's 'Soul Crew', the name adopted by the club's 'hooligan' following, are widely considered one of the main protagonists.

In 2005 CCFC and Clifford Stott together with colleagues initiated a three-year participant observational study, including semi-structured observations at 23 CCFC fixtures, of relations between fans of CCFC, police and other fan groups across multiple events and locations. A key aim of the approach was to gain access to the relevant interacting groups. The project also involved regular communication between Clifford Stott and South Wales Police and Wayne Nash from CCFC Safety and Security Team. Additionally, a series of meetings, interviews and other communications took place with key representatives from the Cardiff fan base, including individuals known to the police as prominent 'hooligans'. In general terms, these focused upon fans' intentions, their experiences of policing, relationships with other fans groups, their views upon violence and those involved in it and relationships to other agencies such as CCFC and South Wales Police. The police took an active role in establishing a new approach to the problem based not on 'deterrence', but upon 'dialogue'. As a first step towards this, they organized a series of meetings with the various relevant groups, including CCFC, the local authority and influential representatives from the fan base. The feedback obtained from fans at these meetings led directly to changes in police tactics where they moved away from overt displays of their capability to use force. This 'dialogue-based' approach was seen by some as leading directly to an emergent sense of police legitimacy among fans, fewer arrests and banning order and a significant drop in the number of police officers deployed.³

³ Further reading about the project: Stott, Hoggert & Pearson (2012) "'Keeping the peace'. Social Identity, Procedural Justice and the Policing of Football Crowds". *British journal of criminology*. 52.2: 381-399

KEY ISSUES FROM A CLUB SECURITY PERSPECTIVE

Mats Jonsson, Head of Security, Djurgården Football

Mats Jonsson started by stating that 2014 was a very special and challenging year for Djurgården. It started with the pitch invasion and violence in relation to the friendly game between Djurgården and Union Berlin. This incident was followed by the very tragic events taking place in Helsingborg where one Djurgården fan was killed after an unprovoked assault. Overall it was a violent weekend in Helsingborg and these events had a profound impact on the rest of the season from various perspectives. It was also these events that led to the initiative that later became the Enable project emphasizing the importance of cooperation and solutions based on evidence and knowledge.

SWEDENS' SLO PRACTICE IN A EUROPEAN CONTEXT

Stuart Dykes, SLO Project Consultant Supporters Direct

Lena Gustafson Wiberg, SLO, Djurgården Football

Lena Gustafson Wiberg, SLO of Djurgården Football Club began by explaining the background of the SLO function in Swedish football and how the awareness of the SLO's are spreading and that we now need to establish a better understanding of the tasks of the SLO and why it is so important in building dialogue, understanding and trust between the various stakeholders. There are plenty of changes going on in Swedish football and the SLO's can play a key part in addressing these changes to the various fan groups and in that sense make the transformation more soft as it can take a counterpart perspective. Stuart Dykes then presented the objectives for UEFA to introduce the SLO role, which include that supporters are key stakeholders, improve communications between clubs and supporters and enable supporters to feed into and understand club decision-making. The role is described thoroughly in the UEFA Supporters Liaison Officer Handbook.⁴ There are several documented benefits since the introduction and Sweden, according to Stuart Dykes are widely recognized as a best practice example.

⁴ The Handbook can be download here: <http://www.uefa.org/stakeholders/supporters/>

INCLUDING THE FANS – A KEY TO SUCCESS

Sofia Bohlin, Swedish Football Supporter Union (SFSU)

Sofia Bohlin is the SFSU representative in the Enable project. The SFSU was founded in 2009 to work as a meeting place where organized fans groups could engage in a dialogue with each other to encourage a united supporter voice so that important issues from the supporter perspective could be managed in a more united and coordinated way. There are several national and international collaborations in place but no organized collaboration with the Swedish police which is furthered by the fact that the police historically has been working in different ways in the different regions. This leads to a number of incidents that are counterproductive in the quest for a better relationship between supporters and the police. Bohlin, on behalf of SFSU, pleaded for more and better communication between the stakeholders in order to build trust on a long term basis.

CHALLENGES TO SWEDISH FOOTBALL

The last part of the conference was dedicated to group work where the different stakeholders divided into groups. The aim of the group work was to discuss and point out the main challenges and tasks to Swedish football in the forthcoming season. The main issues from the group work is presented below in a unprioritised list:

- A clearer role for the SLO's
- Better service for and approach towards away supporters
- Challenge is to communicate the new national strategy
- Find ways to construct the collaboration between the parties
- Harmonizing police tactics
- Implementation of the graded police tactics with a focus on dialogue
- Important to include all decision makers in the process
- Needs to take small steps all the time away from mistrust
- Pyrotechnics

APPENDIX A – Poster presented at the conference

Enabling an Evidence Based Approach to Crowd Safety and Security in Swedish Football (ENABLE)

Clifford Stott¹, Filip Lundberg², Jonas Havelund³

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Objective

The project focuses on theory led evidence gathering, analysis and dissemination, in order to identify and share good practice in the management of the safety and security issues surrounding crowds attending Swedish Professional Football matches. The intention is to generate an evidence-based solution to the problems of conflict and customer care.

Background

Djurgården's opening match of the 2014 Allsvenska season, in the southern city of Helsingborg, was abandoned after a fan died from injuries sustained in an assault. This tragedy highlights the fact that Swedish professional football along with other stakeholders have a responsibility to act on the issue of football related 'disorder'. This project aims to create partnerships that can sustain a climate of evidence gathering and analysis, which flows into a solution built upon the latest scientific theory and evidence. Our approach draws upon social identity based models of crowd psychology and internationally recognised approaches to public order policing and crowd security. These concepts and approaches focus upon facilitation of visitor's preferences about what constitutes a pleasant and entertaining match experience. At the same time they adopt an approach to security based upon dialogue and graded tactical intervention which can protect customer safety from those who actively seek threaten this.

Theory

Football crowd violence is often seen in terms of the activities of hooligans (Stott & Pearson 2007). Security responses correspondingly tend to focus upon identifying, excluding, criminalising and controlling those categorised as ‘risk’ fans, primarily through the use of surveillance and force. What such approaches tend to neglect is the idea, derived from the Elaborated Social Identity Model of crowd behaviour (ESIM), that ‘disorder’ is often spontaneous rather than pre-planned and sometimes develops as a consequence of the interactions between crowd dynamics and security measures. Much of the good practice in safety and security internationally is now underpinned by ESIM and this theory is being used to drive the ENABLE project. We aim to scientifically examine existing approaches to safety and security in Sweden. On this basis the project aims to understand their correspondence with current theory and international good practice and where possible identify opportunities for development toward a sustainable solution.



Figure 1:
The observations are focused on intergroup dynamics.

Activities

The ENABLE project will undertake a series of systematic observations of the safety and security operations surrounding fixtures in Sweden, Denmark and the UK throughout 2015. The general approach to data gathering for this study is based upon principles of ‘participant observation’ (Robson 2002). These observations focus on relationships between the police, supporters and club personnel (Figure 1). Informal interviews are undertaken as a means of understanding the processes under-pinning and determining the observed behaviours (Sands 2002). The network will also create conferences and workshops where learning, evidence and analysis can be disseminated to stakeholders involved in crowd behaviour and management practices within and beyond Sweden. The network will also provide the necessary leadership to enable this knowledge to inform operational practices by stadium security officials and police.

Partners

The project involves partners and stakeholders from several sectors (Selsky and Parker 2005). The list of participating institutions included police authorities from Sweden and Denmark, fan organisations, football clubs and universities. An overview of the project partners can be found on the project website www.enable-research.org.

References

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