

PREM 19/1529

Part 4

MT

Confidential Filing

The behaviour of British
football fans abroad.
Soccer Hooliganism and
hooliganism on other sports

Home
Affairs.

PE.1 : December 81

PE.4 : July 85.

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
6/7/85							
8.7.85							
10.7.85							
12.7.85							
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19.7.85							
22.7.85							
23.7.85							
25/7/85							
31/7/85							
ENDS							

PREM 19/1529

● PART 4 ends:-

MEA to B/Enw. 31/7/85

PART 5 begins:-

PM to Millichip 1/8/85

Published Papers

The following published paper(s) enclosed on this file have been removed and destroyed. Copies may be found elsewhere in The National Archives.

House of Commons HANSARD, 3 July 1985, columns 333 to 422: Sporting Events (Control of Alcohol etc.) Bill

Signed

J. Gray

Date

7/2/2014

PREM Records Team

subject a master

SRW



File

10 DOWNING STREET

From the Private Secretary

31 July 1985

Her Hon

The Prime Minister, accompanied by the Home Secretary, the Secretary of State for the Environment, the Secretary of State for Transport, Mr. Richard Luce, Mr. John Stradling Thomas, the Minister for Sport and Mr. Allan Stewart met representatives of the Football Association, the Football League and the Football Trusts yesterday. The Football Association was represented by Mr. Bert Millichip and Mr. Glen Kirton. The Football League was represented by Mr. Jack Dunnett, President, Mr. Graham Kelly, Secretary, and Mr. David Dent. The Football Trusts were represented by Lord Aberdare, Chairman of the Football Trust and by Mr. Tom Wharton, Chairman of the Football Grounds Improvement Trust. Mr. David Teesdale and Mr. Hartley Booth were also present.

The Prime Minister welcomed the representatives of the football authorities to the meeting. With the new season now only just over two weeks away, it was important to take stock of the progress which had been made in taking steps to combat hooliganism and improve ground safety.

The Prime Minister said there were four preliminary general points she wished to make. The first was that the responsibility for the safety of those admitted to football grounds lay clearly with the clubs; the Government could not and would not take that away from them. Second, she feared there was already a tendency to set aside the lessons of Brussels, Bradford and Birmingham; but it was vital that these were never forgotten. Third, she expressed her concern at the decision by the FA to lift the penalties imposed by the original commission of inquiry after the Luton/Millwall match; it was difficult in view of that for the public to have faith that the authorities took their responsibilities seriously. Finally, the size of transfer fees still being paid suggested that football had resources which could better be devoted to tackling the problems of hooliganism and safety; it was a matter of choosing the right priorities.

SRW

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The Prime Minister then identified the key measures the Government had already undertaken. The Sporting Events (Control of Alcohol) Bill would be in force at the beginning of the season. The public order legislation next session would strengthen the hands of the police. The Home Secretary had designated all grounds in divisions 3 and 4 of the football league; the orders would come into effect on 9 August. The Government had published the interim report of Mr. Justice Popplewell; his analysis and recommendations deserved the closest scrutiny. Three Home Office photographic vans were now available for deployment at matches together with high-definition cameras. The Government had also taken a number of other measures, including on the international front.

Mr. Millichip in response stressed that he fully shared the Government's objectives to stop hooliganism and improve safety. There would be more all-ticket morning matches, and the need to identify likely troublesome matches and to consider alternative locations was fully appreciated. He believed, however, that the decision by the FA disciplinary committee in the Luton/Millwall case was the right one. Clubs who had properly discharged their responsibilities should not be disciplined; but when they failed to do this, the Association would deal with them severely. It had to be remembered that the Luton/Millwall match pre-dated the tragedy at Brussels. On membership cards he noted that the FA had submitted their report to the Government as had been requested. That report had concluded that a national scheme was probably impractical and would be costly. The Football League had now set up a working group to consider the matter further. There was no question that the FA was refusing to take part in that group. The Association traditionally dealt with disciplinary matters, but left administration to the Football League. The FL would be reporting back to the Association on the outcome of these discussions in due course.

Mr. Dunnett said his determination to deal with the general problem of hooliganism was as strong as ever. He agreed Popplewell was a first-class report, though he did not accept the force of the recommendations on membership cards. He believed there to be a misunderstanding about transfer fees. Only about five clubs had sufficient resources to pay high fees. This money did not leave the game; on the contrary it was recycled to the poorer clubs who needed extra resources to pay for, among other things, safety and ground improvements. He accepted however that perhaps 10 per cent of those fees went to the players themselves and was accordingly "lost"; it was noted that the amount of money paid out in transfer fees had fallen from some £28 million five years ago to perhaps ~~£8~~ ^{£18} million a year today.

Discussion then focussed on the following issues:

MEMBERSHIP CARDS

Mr. Dunnett agreed that, if it were possible to

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introduce one, a comprehensive national scheme should offer an effective way to keep out undesirable supporters, though no system of cards seemed likely to be able to stamp out organised hooliganism completely. He had looked at many schemes, but he had not yet seen a practical one. The League had however been urging clubs to develop their own systems. As a next step, once the small number of clubs with a history of trouble at away matches had developed such a scheme, it would be possible to require that their away matches should be all-ticket, with the away supporters being able to buy the limited number of tickets only if they possessed the appropriate card.

Mr. Dunnett said he was writing to clubs asking for lists of those who had been associated with violence and arranging for the lists to be circulated to clubs generally. He accepted that such a system could only have an impact, however, if there were effective arrangements such as a card system for controlling access to the ground.

The Prime Minister accepted that a membership card system might not be 100 per cent effective; that was no reason for not trying it. She knew that some clubs were considering going further, and prohibiting away supporters completely. Home fans might then watch the game on large video screens, at their own ground, where other entertainments for the whole family could be laid on.

The Home Secretary said he would be prepared to consider giving the courts powers, perhaps through the Public Order Bill, to impose orders excluding those convicted of offences connected with football matches from attending matches in the future. This could only be done if such orders could be enforced. A pre-requisite for that would be the introduction of an effective national system of membership cards. Government would then be able to buttress the action being taken by the clubs to keep hooligans out of grounds. Mr. Dunnett believed that such an arrangement would enable the authorities to reconsider their position on membership cards. The police would then be able to take steps to keep out those excluded by such orders. This would pave the way for the FA to rule that clubs failing to implement a system of cards to control access could not be deemed to have taken all reasonable precautions to prevent trouble. The weight of FA disciplinary proceedings could then be brought to bear on them. Mr. Dunnett and Mr. Millichip said, in the light of the Home Secretary's proposal, that they would be urging a fresh approach on their associations, with a view to introducing a comprehensive national scheme. Mr. Dunnett would aim to bring forward the date on which his working group would be reporting to the FA.

The Secretary of State for the Environment said that the CCTA had taken a preliminary look at a national computerised scheme, and concluded that a relatively cheap system could be introduced. He urged the FL to consider the practicalities of this with the CCTA, in the League's working group. He accepted that there could be difficulties

- 4 -

over the illicit transfer of cards, and in turning back those with invalid cards at the point of entry to the ground. There might be some short-term reduction in gates. But in the longer term, attendance at matches could be expected to rise as those who had previously been deterred by the reputation of the game came back to it.

Summing up this part of the discussion, the Prime Minister welcomed Mr. Dunnett's and Mr. Millichip's view that the Football League Working Group would now urgently consider a comprehensive system of cards for all clubs, in the light of the Home Secretary's proposal. The Minister for Sport would arrange for the CCTA to discuss their ideas for such a scheme with the League.

CCTV

Lord Aberdare reported that 12 clubs already had closed-circuit television installed. Work was under way in a further eight. The aim was to cover the 44 clubs in the first and second divisions, though the resources of the Football Trusts which had been allocated for the purpose - £500,000 - would only stretch to 35. The Prime Minister stressed that installation of CCTV at those grounds most at risk in time for the first fixtures of the season was of the utmost importance. She was concerned that, in particular, there should be no delays on account of equipment delivery difficulties, and she would be arranging for this to be looked into as a matter of urgency. Meanwhile, the authorities and the trusts should consider as soon as possible the possibility of obtaining private sponsorship if necessary so as to allow CCTV coverage to be extended more widely.

Lord Aberdare said that Strathclyde Police seemed reluctant to operate such a system of CCTV; Mr. Stewart was aware of the difficulty and was following it up.

FINANCING OF IMPROVEMENTS

Mr. Wharton said he had now submitted reports from his surveyors to the Minister for Sport's working party. FGIT were clear that funds should only be allocated to improving club facilities where their capacity was used; they were not being made available to cover for exceptional attendances. Mr. Wharton was however concerned about costs of necessary improvements at those grounds which were already designated.

PUBLICITY

Mr. Millichip said the FA would be mounting a publicity campaign for the new season. Its main aim would be to seek the help of the public in combating hooliganism, particularly by identifying the individuals involved. The Prime Minister noted the importance of good conduct by the players in encouraging good conduct by spectators.

In closing the meeting, the Prime Minister thanked Mr. Millichip, Mr. Dunnett and the Football Trusts for their constructive contributions. The future of the game was in question and every possible step had to be taken to rid it of violence and to ensure that clubs effectively met their responsibilities for the safety of spectators.

I am sending a copy of this letter to Len Appleyard (Foreign and Commonwealth Office), Hugh Taylor (Home Office), Rachel Lomax (Treasury), John Graham (Scottish Office), Richard Allan (Transport), Colin Williams (Welsh Office) and Phil Dykins (Minister for Sport's Office).

2 c

Mark Addison

(MARK ADDISON)

Miss Sue Vandervord,
Department of the Environment.

JS



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB

01-212 3434

My ref:

Your ref:

Mark Addison Esq
Private Secretary
10 Downing Street
LONDON
SW1

Dear Mark,

I attach a draft letter for the Prime Minister to send to Mr Bert Millichip in the wake of yesterday's meeting on football.

As I explained on the telephone, Mr Millichip lives and works in the West Midlands, so it will be difficult to convey the letter to him before releasing it to the press tomorrow. I am checking whether his office there has telex facilities.

Yours ever,

A handwritten signature in dark ink, appearing to read 'Philip Dykins'.

PHILIP DYKINS
Private Secretary

→ Lambeth
→ Ministry of
the Environment

31 July 1985

Shap & Millichip
Schick
31 July 1985
was Bron
was Millichip.

HLIAAR

DRAFT LETTER FROM THE PRIME MINISTER TO:
F A MILLICHIP ESQ, CHAIRMAN, THE FOOTBALL ASSOCIATION
16 LANCASTER GATE, LONDON W2 3LW

I am grateful for the ~~further~~ useful and positive meeting
~~that we had on Tuesday, with your colleagues, and in particular~~
~~with Mr Jack Dunnett, Lord Aberdare, and Mr Tom Wharton.~~

I am glad we are

~~We continue to be in firm agreement on the need for urgent~~
~~and strong action by~~ ^{you} ~~the Government, and~~ the football Authorities

I know I believe the key part to start from, however is
~~I stressed the responsibility of your Association, the Football~~
~~League and the clubs, for~~ ^{take the view} ~~order and security~~ ^{the safety} ~~within the grounds.~~ ^{of spectators}
~~and for the behaviour of spectators that clubs choose to admit~~
~~to matches.~~

I am believe believe

we agreed that it
~~We made particular progress on the question of membership cards.~~
~~After some discussion of controls on away supporters,~~ ^{would be effective, a post raised} ~~in the light of~~
~~Mr Justice Popplewell's Interim Report, it was recognised that there~~
~~was a need for effective identification,~~ ^{access to grounds to be properly controlled}
~~for which a membership~~ ^{system} ~~card was necessary.~~ ^{will, in the real, be prepared to}
~~The Home Secretary suggested that cards~~
~~would also be needed to back up new powers he was considering~~
~~for the Public Order Bill for the Courts to prohibit football~~
~~offenders from attending matches.~~ ^{which would allow these powers to be properly enforced}
~~You and Mr Dunnett welcomed~~
~~that proposal; you also agreed with him that the FA could~~ ^{be able to} ~~would~~
~~use its disciplinary powers to enforce a membership card system.~~

~~On this basis, it was agreed that the Football League, through~~
~~its Working Party, would~~ ^{crisis} ~~decide~~ ^{decide} ~~urgently on a cost-effective~~
~~scheme to recommend to clubs (in Divisions 1 and 2 in the first~~
~~instance).~~ ~~Mr Dunnett agreed to bring forward~~ ^{would be brought forward} ~~the next meeting~~
~~of the Working Party for this purpose. We offered the services~~

of the Central Computer and Telecommunications Agency for ^{will be willing to undertake} an ^{an} immediate feasibility study, ^{not} I am making arrangements for the Agency to liaise with Mr Dunnett and Mr Kelly. ~~To take these matters forward, I understand that the Minister for Sport will~~ ^{also} ~~be~~ ^{be} arrange another meeting of his Working Group in August, ^{to take stock of progress which has been made.}

On CCTV, Lord Aberdare reported that the Football Trust expects to fund equipment covering perhaps 35 grounds (including those with existing systems) from their budget allocation of £0.5m. CCTV is an ^{essential} ~~valuable~~ part of the package, and we agreed that it should be introduced widely as ^{a matter of urgency.} ~~soon as possible.~~ Some additional funds ^{would} ~~will~~ be needed. The wealthy clubs might provide their own equipment without drawing on the Trust's funds. You and Mr Dunnett agreed to ^{and ways of doing} ~~seek~~ additional money from your own resources or from sponsors.

Mr Wharton reported on the latest position regarding safety improvements. It is still too early to reach decisions on financing and there will ^{need to} ~~be~~ further discussions within the Minister for Sport's Working Group on Ground Improvements and Safety.

You and Mr Kirton reported on the FA's promising plans for a publicity campaign for the new season, to encourage ^{the best} ~~fresh modes~~ of behaviour and support for the game. ^{to} ~~seek to help of the public in~~ ^{improving behaviour, and to encourage the best behaviour from players and spectators alike.}

~~I remain ready to call another meeting should that become~~ ~~appropriate.~~ The Minister for Sport will continue to coordinate ^{public forward} ~~and progress~~ developments through his two Working Groups. ^{All of us intend to} ~~We all~~ ^{will do all we can to ensure anything possible to ensure the new season gets off to a} ~~remain concerned and ready to take any further steps required to try~~ ^{trouble free start. Believe me, meeting on Tuesday marked a significant step forward} ~~to secure orderly and safe matches in the Football League next~~ ^{towards our stated objective.} ~~season and in the future.~~

I am copying this letter to Mr Dunnett, Lord Aberdare and Mr Wharton. In view of the obvious public interest with the new season so close, I am also making copies available to the Press.



cc NO
HOUSE OF LORDS,
SW1A 0PW

NBPM
31 July 85

My dear Leon:

with MEA?
POPPELWELL INQUIRY

In your letter of 16th July to Willie Whitelaw, outlining your proposals for handling the Popplewell interim report which has of course now been published, you said that you did not foresee fresh expenditure implications for the Government at this stage.

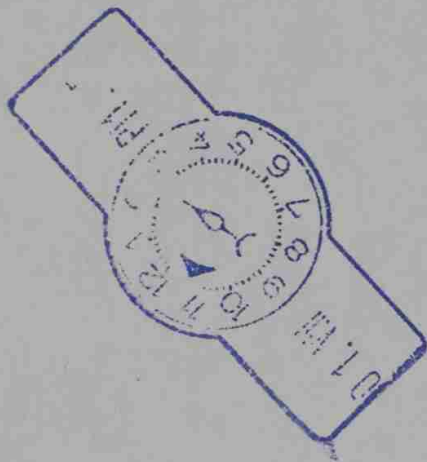
The extent to which the Popplewell recommendations, if implemented, will add to legal aid and other expenditure on my Votes will depend on their more detailed elaboration and on the number and nature of the cases which come before the courts in due course as a result. I will ask my officials to keep in touch with yours with a view to securing the best possible estimates of the likely resource implications but think it apt to register in general terms for the moment the possibility that some additional financial provision may be needed to cover the extra costs falling to my Votes.

I am copying this letter to other members of H Committee, to Neil MacFarlane and to Sir Robert Armstrong.

yrs:

The Right Honourable
Leon Brittan, QC, MP,
Secretary of State for
the Home Department.

Home Affairs : Moslemism B4



File on
Football
Hodgkinson?



In any circumstances.
Any action
now,
or just info?

10 DOWNING STREET

Mark,

A gentleman from
Rugby Electronics telephoned.
The Prime Minister visited
the firm on her last visit
to the North. They have
been doing investigations
into credit card use and
fraud. He wanted the
PM to know that she
is absolutely right in
regard to the use of
identity cards and they
have the technology
available to demonstrate
this. He said that
what she wants to do

can be achieved in a
low cost manner.

SUE

30.7.85



CONFIDENTIAL

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

29th July 1985

Prime Minister.

Dear Prime Minister

For information. We are proving the
CCTV pro on availability of equipment
x will put a note in your w/e box.
MEA 1/8

FOOTBALL VIOLENCE

When we saw the video of the Huddersfield/Leeds match you asked me to pursue a number of points. These are set out in your minute to Leon of 10th July. I will deal with each in turn.

- (i) The Secretary of the Inquiry is making arrangements for the video to be shown to Mr. Justice Popplewell and his assessors. The Lord Chancellor's Department (which is responsible for the training of magistrates) is pursuing the suggestion that it be shown to the Magistrates Association.
- (ii) Giving the police power to impose conditions on those they release on bail would require an amendment to the Police and Criminal Evidence Act. We are consulting the Association of Chief Police Officers about this suggestion and I will let you know the outcome.
- (iii) Similarly we are consulting the police about the suggestion that the time limit for bringing a prosecution for threatening behaviour should be extended.
- (iv) Our legal advice is that it would probably be ultra vires for a local authority to make possession of CCTV a condition for issue of a safety certificate. We could of course introduce legislation, possibly in the Public Order Bill, to place the legal position beyond doubt. But all the indications are that the vast majority of League clubs want and support CCTV. I understand that 58 clubs in the English and Scottish Leagues have made applications to the Football Trust. I suggest that we should keep the matter under review, and if clubs do prove reluctant to introduce CCTV, legislation could be introduced; but, as I say, there is no indication of any reluctance at present.
- (v) We have now received a list of problem fixtures from the FA, and this is being sent to the police forces concerned. Neil Macfarlane has sent you a copy. In addition to those clubs which already have CCTV, Tottenham and Sheffield Wednesday have installed new systems, all of which will be ready for the beginning of the season. A system is also being installed at Huddersfield, but this may not be operational until after the beginning of the season. The Trust has also given authority for new systems at West Ham, Everton, Liverpool and Glasgow Rangers. It is hoped that these systems will also be installed for the beginning of the season. Further approvals will be announced by the Trust in early August.

/In addition

Prime Minister

CONFIDENTIAL

CONFIDENTIAL

In addition the Home Office will have available for the new season three of the photographic vehicles (known as "hoolivans") and two prototype high definition evidential cameras. We are inviting chief officers of police to ask for the use of one of these vehicles or cameras, so that they can be deployed to maximum advantage.

Finally, I should refer to Neil Macfarlane's letter of 19th July, in which he suggests that the Huddersfield v Leeds video should be made available to BBC and ITV. I see the advantage of giving the video wide public circulation, if this can be done in a structured way, but we need to bear in mind that media coverage of football violence is generally accepted as contributing to further disorders. There is a strong copy cat element, which media coverage feeds, in the violence perpetrated by the gangs who "support" football clubs. As an example of that, you may be interested in the attached article which appeared in New Society a couple of months ago. This brings out not only the mindless violence of some of these groups, but also the extent to which, awful though it seems, there is actually an element of competition to outdo the records of other clubs' "supporters" in wreaking havoc.

The conclusion I draw is that we must be very careful in further stimulation of media interest in football violence. If this could be done so as to bring out the chances of increased detection through the use of CCTV then it could have a deterrent effect. But programmes which re-emphasise the bad record of some clubs would not be helpful and could be positively harmful.

I am copying this to Leon, Quintin Hailsham, Patrick Jenkin and Neil Macfarlane.

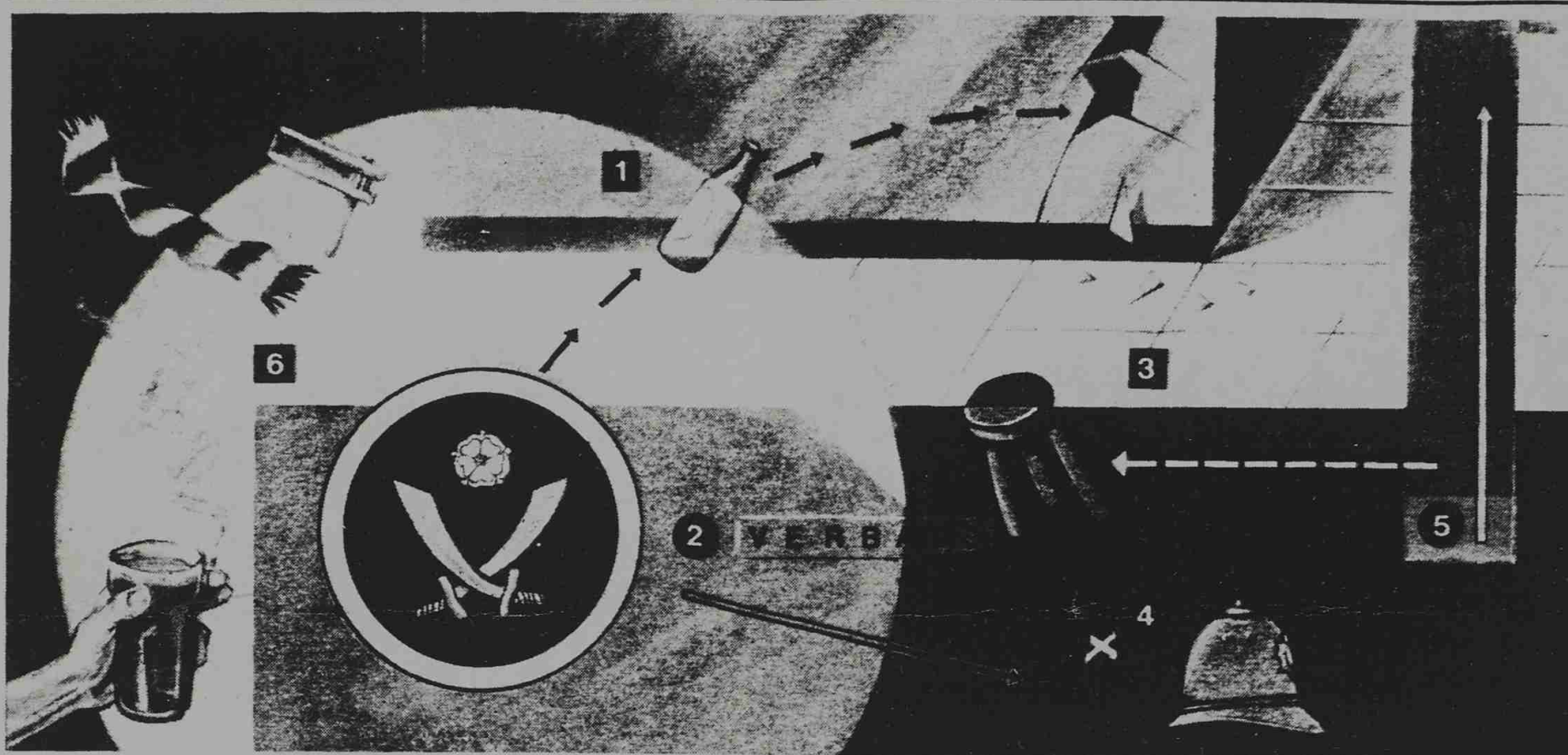
Yours truly
Giles Shaw

(GILES SHAW)

CONFIDENTIAL

14 ~~14~~ Staph 2

OUT OF THE WAY



This week League football finishes—and so will stories of soccer hooliganism. We bid farewell with a researcher's account of the Sheffield supporters he's been studying.

United hadn't played at Middlesbrough for nine years. The last time they met both were in the first division. Today, however, both teams were struggling to avoid relegation from the second division. For the Blades (the name by which Sheffield United fans call themselves and each other, taken from the club's nickname), it would be a two-hour journey for a rather mundane match. Still, as football fans will tell you, what else do you do on a Saturday?

As usual the meeting place and pick-up point was the swimming baths near the bus station. This has been the practice all season, and anyone who wants to travel goes down there for these "early coaches," known to others as the "daft coaches." We left at 9.30 am. The occupants of the coach were all male, aged between 18 and 30, from different districts of Sheffield, with about ten from a pit village just outside. Included in this party were two West Indians and two "half-castes." Not everyone knew each other. Most were familiar with everyone else's face. But all were Blades and that's all that matters.

To pass the two-hour journey, some played cards, others just chatted or read newspapers. The *Daily Star* showed United top of the second division for the good behaviour of their supporters. This wasn't good news. Such publicity means a lot to football fans. Most Blades realise the league is probably an invention of some journalist's imagination. "It's a load of shit, that" summed up the general attitude.

The Blades chatted about Millwall's performance at Luton a few days before. "They

BLADES' DAY

GARY ARMSTRONG

did the business" was about the highest praise you could get from fellow football hooligans. "Even the fuckin' police dogs run." Millwall's show would be a hard act to follow, and would be for years, and it added an edge to this trip. The Blades were aware of the total hysteria generated by events at Luton, and said that anyone arrested today would get "the backlash" of a huge fine or "sent down." There was a genuine worry; but when the opportunity for action came, it didn't appear to be on anyone's mind.

We arrived in Middlesbrough town centre at 11.30 am. The two other early coaches were nowhere about. At this moment and for the rest of the day, the 60 Blades were on their own. Walking down the main pedestrian shopping precinct, they all knew it was only a matter of time before word got around that Sheffield were in town and a reception party would be organised to greet them—after all, this was the duty of the home team. Little was said while they were walking around the town centre. Every Blade was looking around, waiting for the challenge or a shout of "come on"—the signal that a battle is about to begin. But it never came. There was no chanting and the only colours shown were by one of the Blades who had a red and white ski-hat (the Sheffield colours). A pub was spotted; the Blades decided to have a drink.

The pub had only one room, and two

entrances onto the main street—a fact which just about every Blade had noticed instinctively. The windows allowed a view of the outside street. One Blade had it totally sussed. The room had a slightly raised back part, with four-foot panels on two sides, and windows and toilets on the other two. He pointed out to the other Blades that, if they were attacked, "We all get on this platform and let 'em come."

The Blades chatted and mingled. It was considered wise to stay here. There was a video-jukebox, the beer was okay, and everyone was together. "If we start wandering and getting split up, that's how we'll get picked off." A younger Blade told me, with a smile, "We're gonna get a right raggin'" (short for *rag-dolling*, a term to describe a good kicking).

A youth walked in at 12.15 pm, who looked like a football fan—leather jacket, Burberry scarf, jeans, training shoes. He was on his own, so no one challenged him. He was a Boro fan and got chatting to various Blades, telling of what Boro fans had been up to this season. The Blades were pleased to hear that he knew about the leaflets going around Sheffield in preparation for the Leeds match next Saturday. The news of their organisation—and, consequently, their reputation—was travelling. Leeds weren't "all that hard," and Boro had "given them a hiding," the Boro man said. This was greeted silently by disbelief and more vociferously during the match later when, seeing what Boro had to offer, the Blades realised there was no way that Boro could have "done" Leeds.

About 20 minutes later another Boro fan joined him. He had come from a nearby pub, and told us that Boro fans "know you're in town" and "what pub you're in." He didn't mention any action proposed. The answer to

OUT OF THE WAY

this came from the Blades themselves. About half a dozen had spent the last hour standing outside, watching for any movement from Boro. Some Blades said that all these look-outs were doing was making it obvious where we were.

Progress reports filtered through from them to the rest. Half a dozen Boro fans walked by on the opposite side of the road. The Blades smiled, one gestured to them to "come on." Boro left the scene. The report came through as "Six of theirs have just gone past, but they were only kids."

Fifteen minutes later, about 20 Boro gathered on a nearby corner. One Blade scattered them in all directions by the infamous gesture of pointing his left arm at them, and putting his right hand on the wrist of the left... the way to fire a distress flare (a new weapon used this year, available "from scuba diving shops"—anyone can buy them). Boro ran, the Blades were delighted.

It was only a matter of time before Boro would come "mob handed" and "have a go." This was expected. "It's their job to come and find us." Ten minutes later, two youths came into the pub, walked towards the toilets, past them, and out through the fire escape, leaving it open. This would have allowed Boro to come in by a quiet side street, thus avoiding the two main entrances which they couldn't possibly come in by without resistance. One Blade sussed this out straightaway, followed them, and locked the fire escape.

It all went bang at 1.15 pm. Boro came towards the pub from both directions, about 50 in all. From both doors resounded, "They're here, c'mon Blades. Get 'em." Every single Blade went out onto the street; as did two pub stools, half a dozen glasses and three bottles. Boro backed off, a flare was fired, the missiles were thrown. None connected with anyone but a bank window across the road was smashed. Then the "dancing about" and "verbals" began. In such confrontations, fans invite each other to "come on then," "when you're ready." Some bounce up and down on the balls of their feet, others stand relatively still. All the Blades make a series of "Ooh! Ooh!" noises like the warriors in the film, *Zulu*.

Boro were moving back slowly, but the starting gun for the attack came when a young, half-caste Boro fan threw one of the bar stools back at the Blades. It missed, the missiles were now exhausted, and to a unified shout of "Get the bastards," the Blades ran at Boro, who ran away in different directions.

A police Transit van arrived. Eight policemen climbed out, and bundled the nearest two football supporters (both Blades) into the back of the van. When the police arrived, most Blades ran back into the pub. The police action of "grabbing anybody about" is well known. The two who got arrested were unlucky. One of the Blades was later charged with threatening behaviour and possessing an offensive weapon. The other one, a West Indian who pleaded his innocence whilst

being dragged into the van, was back in the pub ten minutes later. They let him go, although "I had to plead with them." He was under orders that, if seen at the match, he would be arrested. He simply swapped jackets with another Blade.

The pub landlady locked the doors, but three Blades were still outside. They had chased some Boro fans down a street and managed to "chin one of 'em." The fire escape was opened, everybody was back in by 1.20 pm. The business had been done. Blades had run Boro on their own ground.

Would Boro return with more?... The first people through the door were, in fact, the police. The landlady told a Chief Inspector, "These lads were no trouble... them outside started it." He left, to the Blades' relief (who wondered if he'd come to arrest people). The landlady then said, "I hope you appreciate what I did for you." The Blades did and agreed to stay here and walk towards the ground at 2.30 pm, after they'd had a few more drinks. The Chief Inspector asked one of the bar staff if he wanted "this lot" out. Apologetically, the barman said to one of the



Blades, "You're going to have to go, lads." Every Blade was ordered out, or "be arrested for refusing to leave licensed premises." Everyone joined the escort.

The escort consisted of two mounted police, one dog handler, two Transit vans and 20 police constables on foot. To accommodate a smooth start, the city centre traffic was stopped. As it was later told: "Shoppers and bus passengers were all watching the Blades wandering around an opponent's town centre, and Boro were nowhere about." No Blade chanted or gestured, just chatted to each other and to the police escorting them. The walk took 15 minutes. It was the ultimate pose. The Blades loved it.

Whilst the Blades bought tickets to go into the stand, a mob of Boro fans assembled across the road. At the front of the mob was the Boro fan who had been in the pub. The Blades pointed him out to each other, "The snidey cunt." Both groups could only gesture at each other, there being so many police around. By 2.45 the Blades were all sitting

together at the back of the stand. Some middle-aged Boro fans were nearby but were seen as no threat.

Ten minutes into the match, four Boro fans—"some of their boys"—who were sitting nearby started chanting, and looking towards the Blades. To a shout of, "Get them bastards out of here," the Blades clambered over the seats towards them. Three out of the four ran away down the stairs of the exit, getting spat on as they did so. The one who stayed behind, "acting tough," was "whacked" a few times by a Blade.

United lost the game 1-0. It was a very poor attendance on a very cold day. There wasn't much chanting or singing. Whenever the Boro fans sang anything, they received the devastating "Run at home" chant repeated eleven times. "Worst support we've ever seen" was also sung to them. Then there was the chant repeated at every away match when the team has played at Sheffield already, "Where were you at Bramall Lane?" (United's home ground). Topically, "We all hate Leeds" was chanted three times during the game and, for those who didn't know:

Sheffield is wonderful, Sheffield is wonderful,

It's full of tits, fanny, and United.

Oh! Sheffield is wonderful!

—sung to the tune of *When the Saints*.

On the final whistle Boro fans climbed over the fences and ran across the pitch towards the Blades. The Blades moved down towards them; 10p pieces and a cigarette lighter were thrown at the Blades; and five Boro fans climbed up a wall into the stand. The Blades ran at them. Four jumped back over the wall. One stood, got natted and kicked and thumped back over the wall by four Blades. There were 500 Blades in the visitors' enclosure on the opposite side the ground. Dozens of them tried to scale fences and join in, but were prevented by police. The police then moved the Boro fans out of the ground. The action was over for today.

The dozen coaches from Sheffield were parked together outside the ground. Blades from other coaches were delighted to hear that "the business" had been done in the town centre. The coaches left in convoy at 5 pm, arriving back in Sheffield at 6.40. A card school played all the way back home, half the coach fell asleep. Bert Millichip, the FA secretary, spoke on the radio about the football hooligan problem. Nobody seemed bothered about anything he said. Some were going to go "straight into town" for a night out, and others would be doing the same after going home to change and "have some tea." Yet others were going to meet wives or girlfriends. Later, in town, three Blades from another coach told me that they'd heard about today's events and the publicity it had achieved. There was a paragraph in the *Green 'Un* sports paper and a mention on BBC that afternoon.

This was great publicity... especially as it was the Leeds match next Saturday!

H

PRIME MINISTER29 July 1985MEETING ON 30 JULY WITH THE FOOTBALL AUTHORITIESWhat action remains for decision?1. Popplewell's proposals on fire safety

We recommend you delegate this to the Home Office and DoE Sport.

2. Popplewell on hooligans

- CC TV, this is going well, Appendix 1 attached.
- Throwing missiles at sports grounds to be made an offence. Yes, this could be included in the Criminal Justice Bill 1987 - a new summary offence only.
- Clubs must review entry and turnstiles. Yes, ask FA and League what they are doing? They are likely to waffle and produce a very poor list of clubs that have some very limited form of membership system. This relates to only 14 clubs; none of them cover more than a part of any ground.
- A standard perimeter fence. Ask the Home Office to include a specification in the Green Code as a guide to local authorities certifying safety.
- Provisionally, Popplewell says police need more power to arrest, under the Public Order Act 1936, and that it should be an offence to chant obscene or racist abuse at sports grounds. This matter should be deferred until his final Report.
- To 'consider' a membership system for all league clubs. Media wrongly assert that Popplewell firmly proposes membership cards for all. This is the major outstanding

- 2 -

proposal. We deal with this in three parts: A. answering FA objections, B. dealing with the practical politics and C. dealing with Stewards.

A. FA Objections to
Membership Scheme

Answer

1. Cost

The cost will be met by spectators purchasing ID cards for possibly only 50p - at most £3. Government estimate of the most expensive option, ie for the exclusion of half a million hooligans would after a grant of £30,000 (football trust or Government) add 10p per ticket per match. (Source: Central Computer & Telecommunications Agency (CCTA)).

2. Cards will deter
casual supporters

ID card plus photo could be arranged up to half an hour before the game in an office at the ground. Popplewell says paragraph 6.43, ~~on~~ deterrence of casual supporters is a necessary 'price' for safety. He omits that such a system might attract more supporters who would feel football to be safer. One other options would be to let in family groups without identity cards in a channel to family enclosures. Interlopers could be 'spot checked'.

3. Risk of trouble at
turnstiles

There is a risk of trouble in any event. With better stewards, together with police presence and videos at turnstiles, trouble can be deterred and minimised.

- 3 -

Popplewell: no simple solution;
paragraphs 6.23 and 6.46. Better
turnstiles will help.

4. None has been
devised

24 commercial systems have been
devised. The Government (CCTA) state
a sensible and workable scheme is
feasible.

5. Identity cards would
infringe human rights

Paragraph 6.45. Popplewell rightly
says BR season ticket holders don't
feel their human rights infringed.

B. The practical politics of membership cards

1. We are in no position "deliver" a national membership card system. Although our research and computer experts, together with Popplewell, indicates a number of options, we should not have to decide which one is best. We could, however, commission a search for the best if necessary.
2. It would be feasible to insist that membership cards, or some system of using them, are included in the guide to clubs "The Green Code". This would be for clubs that are thought by local authorities to be unsafe because of a record of hooliganism. Thus, before a safety certificate is issued, the local authority would have the discretion to require a membership card system under Section 2 of the Safety of Sports Grounds Act 1975.
3. Popplewell did not consider the details of any one scheme. No system will be totally villain-proof. Card forgery for the determined, card theft coupled with poor gate checks, and inadequate club data on who ought not to receive a card, are the obvious loopholes. Worst is the likelihood that hooligans will give false information on their application

*This is a
new point. We
didn't understand
from Dept. it
it could not be done
without main
legislation.*

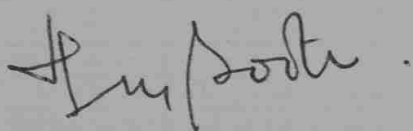
- 4 -

forms for cards. It may be necessary to consider a criminal penalty for this conduct.

4. Membership card systems could be produced by each club by the end of the season. But without a national back-up databank of hooligans - or at least one for London (18 clubs here) - this exercise will have limited usefulness. However, you could insist on one "reporting centre" for hooligans (name, address, offence and photograph etc). Legislation might be needed to require the release by magistrates of criminal convictions, police photographs, etc. There would be a civil liberties storm, but we believe the public would accept this - with statutory destruction of the record after, say, 5 years.

C. Stewarding membership cards

Clubs hire the ancient and the stripling and pay peanuts. Popplewell confirms (3.115). He recommends that they should be "physically and mentally capable", Bradford conclusion. He does not recommend the stewards should assist the police to combat hooligans. While direct contact is risky, more tough fit stewards should be taken on to man the turnstiles. The police need more help. The FA must do their part to improve stewarding (Popplewell conclusions 10 and 12) and add better gate control to their duties and, in particular, proper supervision of membership cards.



HARTLEY BOOTH

FOOTNOTES:

- Your neighbouring Barnet FC is one of the 4 top candidates for a new League place.
- Transfer fees squandering continues - Appendix II.

APPENDIX IThe Installation of Closed Circuit Television

By the start of the season (17 August), 20 clubs in the First and Second Division will be covered by CC TV. This includes 12 existing clubs that have the use of mobile equipment and 8 new clubs, including some with the worst record of hooliganism.

The Football Trust is meeting on 8 August to allocate 15 to 20 more clubs with CC TV. Some of these will be mobile.

Conclusion

This season CC TV will be installed at 35 to 40 Football League Clubs.

APPENDIX II

David Teasdale reports:

1985 summer transfers may be less than in recent years but are still huge:

1. Gary Lineker £800,000 Leicester City to Everton
2. Chris Waddle £600,000 Newcastle to Spurs
3. Paul Allen £400,000 West Bromwich to Spurs
4. Imre Varadi £275,000 Sheffield Wednesday to West Bromwich.

These were set by internal tribunal.

More surprising 'impoverished' Sunderland were able to pay a new manager, Laurie McMenemy, £700,000 salary over three years. Chairman Mr Cowie said 'he will get all the money he needs to rebuild the Club'.

CC BT
BUPRIME MINISTERMEETING WITH THE FOOTBALL AUTHORITIES: 30 JULY

You are meeting the football authorities tomorrow at 1130.
Present will be:-

Mr Bert Millichip	FA Chairman
Mr Jack Dunnett	Football League Chairman
Mr Graham Kelly	Football League Secretary
Mr David Dent	Mr Kelly's deputy
Lord Aberdare	Football Trust Chairman
Mr Tom Wharton	FGIT Chairman

Mr Ted Croker (FA Secretary) cannot attend as he is on holiday. He has written a letter of apology.

There is a pre-meeting of Ministers at 1100, at which you will be able to discuss and agree the general line to take with the authorities - see below for ground you need to cover.

Background to the meeting

Your main purpose in calling the Football Association, the Football League and the Football Trusts in for a further meeting is to take stock of the progress that has been made to combat hooliganism and to improve ground safety, and to press the authorities to ensure that everything possible will be done to ensure the season gets off to a trouble free start. The FA Charity Shield Match, between Everton and Manchester United, is at Wembley on 10 August. The season proper starts a week later on 17 August.

← Generally, you will wish to make it clear that you are not yet satisfied enough has been done by the authorities. You will also wish to watch out for the FA and the FL using their normal tactic of arguing that the problem of hooliganism is one for the Government to solve, and diverting the meeting

with lots of requests for further legislation. The truth is that football is their game; and the clubs are responsible for the safety of the spectators at their grounds.

Handling

You will wish to open the meeting by thanking those present for attending and explaining your purpose in calling the authorities in. You will then wish to run through the action the Government has taken and is taking. The briefing provided by DOE (Flag A) contains a useful check-list at Annex A. The Home Secretary's note at Flag B, and the FCO note at Flag C, provide further details on some of these measures. The Home Secretary and Mr Luce can elaborate as appropriate.

You may then wish to ask the Home Secretary to comment on the specific suggestions made by the authorities at your last meeting with them on 13 June. You will need, however, to ensure the meeting does not get sidetracked on these points. The Home Secretary's note at Flag B (pages 3-5) deals with them, (but what is said to the authorities will be subject to the discussion at your pre-meeting with Ministers):

- i) on making encroachment on to the pitch a criminal offence, the Home Secretary believes that existing legislation provides the police with adequate powers. Clubs in any case can make clear that those supporters getting on to the pitch will be removed from the ground. Decisions on this should be deferred further until Popplewell has produced his final report.
- ii) on disclosure of information about troublemakers, the Home Secretary believes that the clubs and authorities must take the necessary co-ordinated action themselves. But if a membership card system were introduced, this might enable him to consider giving the courts powers to stop offenders going to matches.

-3-

iii) on establishing a central point for co-ordinating information, the police believe this is best done by Chief Constables acting locally. Hartley Booth believes there is, however, a case for pressing the police on the points (ii) and (iii) (Flag H)

You will then wish to ask the authorities to identify action they have been taking, particularly with a view to the opening of the new season just over two weeks away. The DOE briefing at Flag A contains the list of measures the authorities are likely to mention (annex A). You will be able to use this to identify and raise any measures they omit. You will then need to pick up the following key issues:-

i) Memberships Cards

You can welcome the setting up of the Football League Working Group, but regret that progress in this area has been slow. The force of the Popplewell recommendations must be taken seriously. (Hartley's note at Flag H).

ii) Closed Circuit TV

Deployment must be targeted on those clubs where the opening fixtures of the next season are most at risk. (Hartley's note at Flag H).

iii) Publicity

A proper campaign, to be mounted by the clubs to coincide with the new season is essential. This has been discussed within the Macfarlane Working Group, and the Minister for Sport has written to the FA, who are now working on the idea. Depending on the line agreed at the pre-meeting, you may like to circulate our outline of a possible draft message from club chairmen. (Flag E). You will also wish to note that Neil Macfarlane will be writing round to MPs

indicating the action that has been taken, and that you are arranging to see sports journalists on Thursday 1 August.

iv) Luton/Millwall

You will wish to register your grave concern that the FA saw fit to lift the penalties imposed by the original Commission of Inquiry. How, in the light of that, can the general public be expected to take seriously the authorities commitment to eradicate violence? The Home Secretary may like to comment on this, because as you will remember he offered advice to the FA on their rules, advice which was specifically ignored at their AGM. [NB The FA Disciplinary Committee today fined Birmingham £5,000 and ruled that all Leeds away matches should be ticket only]

v) Finance

The authorities will doubtless ask the Government for more money. You will wish to note that the Macfarlane group is soon to consider the general picture, including estimates of the costs of the improvements required (based on the reports from Chief Fire Officers) and on the resources available to the Association and the two Trusts. You may (subject to discussion at the pre-meeting) wish to reiterate that the Government will then be prepared to consider extra support, but that it could properly do so only if the authorities had taken firm action themselves and, in particular, made progress with membership cards. You will wish to refer to the paying of the substantial sums Clubs are still spending on transfers - Hartley's note at Flag H contains a list.

At the pre-meeting with Ministers you will wish to discuss the way you propose to handle the discussion with the Football Authorities and in particular agree that you should:

- You will also wish to cover with Ministers the following points:-

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-6-

iv) consider the Home Secretary's view that the police should not be asked to disclose information on hooliganism to the clubs, nor to establish a central point for co-ordinating information.

v) you will wish to agree with Ministers the line to be taken with the press at the end of the meeting.

The briefing

Flag A	DOE note (with comments setting out the action taken by the Government and the clubs)
Flag B	The Home Secretary's note providing details of measures taken by the Home Office.
Flag C	Foreign Office note.
Flag D	Chief Secretary's note
Flag E	Outline of a possible anti-hooligan statement the clubs might put out.
Flag F	Your letter of 17 June to Mr Millichip.
Flag G	Popplewell's interim report
Flag H	Policy Unit advice.

Mark Addison

Mark Addison
29 July 1985

MJ2AVX

002/105



FROM: CHIEF SECRETARY
DATE: 29 July 1985

PRIME MINISTER

STOCKTAKING MEETING ON FOOTBALL

I have seen Neil MacFarlane's minute to you of 24 July for your meeting on 30 July with the football authorities.

2 I recognise that designation of 3rd and 4th division football league grounds and 1st and 2nd division rugby league grounds raises difficult financial issues for the clubs involved. Other sports will be watching the situation closely in view of the provisional Popplewell recommendations on further designations. A commitment to Government financial support for safety improvements at football grounds could open the door to a potential flood of claims for support from other sports. We therefore need to tread carefully.

3 I am doubtful that it would be good tactics to tell the football authorities now that any financial help from Government will depend upon their taking firm action in accordance with their responsibilities for safety and order within their premises. The football authorities have yet to prove that there is a case for financial help from the Government. The danger is that the tactics proposed by Neil will give the football authorities the impression that financial support will definitely be forthcoming.

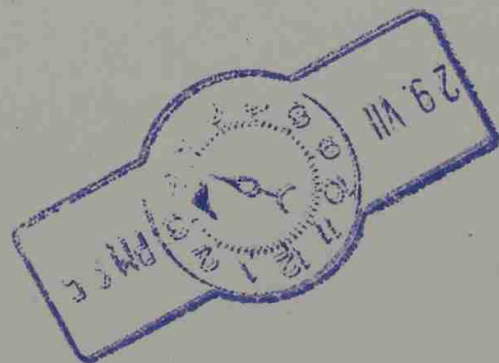
4 The clear prospect of Government financial support would also provide little incentive for the private sector to meet the whole bill. I hope therefore that it will be possible to avoid offering financial carrots to football when it has yet to be decided whether assistance is required and if so what form any assistance might take.

I am copying this to Patrick Jenkin, Leon Brittan,
Nicholas Ridely, Giles Shaw, Allan Stewart,
John Strading Thomas, Tim Renton and to Sir Robert Armstrong.



PETER REES

Home Affairs: F/Bell Horganism



NBA seen this

CLHB
BTHE FOOTBALL ASSOCIATION
LIMITEDPatron: HER MAJESTY THE QUEEN
President: H.R.H. THE DUKE OF KENT
Chairman: F.A. MILLICHIPGeneral Secretary:
E.A. CROKERPhone: 01-262 4542/402 7151
Telex: 261110

16 LANCASTER GATE, LONDON W2 3LW

Our Ref: EAC/PFS/435

Your Ref:

29th July 1985.

BY HANDThe Rt.Hon. Margaret Thatcher, M.P.,
10 Downing Street,
London, S.W.1.

Dear Mrs Thatcher,

Will you please accept my sincere apology for not attending the meeting tomorrow. I have today returned from a five day visit to Malaysia, to take part in a Seminar attended by senior football officials from the various States and run in connection with an international football tournament. I accepted the invitation from the President of their Football Association, the former King of Malaysia, following lengthy discussions about a reconstruction of their football system and it would have made difficulties if they had to change the plans and try and arrange for another main speaker at short notice. It is obviously particularly important right now to retain our footballing friends throughout the world.

This has meant that the only week that my wife and I have been able to arrange for a holiday is starting tomorrow and our flight to Crete leaves at 6.40 a.m. I have to be back before the Charity Shield Match at Wembley on 10th August and my attempt to arrange a later flight tomorrow has proved unsuccessful. The League programme starts on 17th August, so a later holiday is impossible and the problems of football have not allowed an earlier holiday.

I do so regret not being able to attend, but my wife and I really feel in need of a break before the season starts.

Yours sincerely,

E.A. Croker

E.A. Croker
General Secretaryc.c. Mr. N. Macfarlane, M.P.
Mr. F.A. MillichipRegistered Office: 16 Lancaster Gate, London W2 3LW
Incorporated in London Registration Number 77797



Foreign and Commonwealth Office

London SW1A 2AH

From the Parliamentary Under Secretary of State's
Private Secretary

25 July 1985

Dear Mark,

In your letter of 12 July to the Minister for Sport's Office, you sought comments from other recipients on the Prime Minister's proposals for further measures to defeat football hooliganism before the start of the next season.

Mr Renton will unfortunately be abroad for the Prime Minister's meeting with representatives of the football authorities on 30 July, but Mr Luce is ready to attend in his place.

For the meeting at Number 10 it might be helpful for Ministers to have the following progress reports on the various overseas aspects.

- (a) The Council of Europe Convention. This was adopted in Strasbourg on 23 July. We propose to sign it in August without qualification on the subject of ratification, on which we foresee no difficulties. Provided three countries sign without qualification about ratification by 31 August the Convention will come into effect on 1 October. We are of course encouraging our partners in the Council of Europe to sign, and are reasonably hopeful that at least two other countries besides ourselves will do so.
- (b) We are also addressing the problem of possible crowd trouble at the European and World Cup qualifying matches that Scottish, Welsh and Northern Irish clubs will be playing in Europe in the Autumn. The designated football officers at local consular posts have been instructed to be in touch with the local authorities about security and other arrangements for each match. Scottish clubs have already decided not to sell tickets for these away matches.
- (c) It is not too soon for us to be planning for the World Cup finals in Mexico in May/June 1986 (if British teams qualify). Mr Renton has already had two meetings with

/the

M Addison Esq
No 10 Downing Street



M Addison Esq

25 July 1985

/ the Mexican Ambassador on the possible suspension of the visa agreement between the United Kingdom and Mexico. The Mexicans have not yet agreed; discussions will continue (see the enclosed record of Mr Renton's meeting on 16 July). A problem area is likely to be the procedures for making up and handing to the Mexicans lists of known football hooligans. There could be some legal and practical difficulties about producing these lists on the basis of what is bound to be in some cases uncorroborated evidence. We shall need the fullest support of the British Clubs.

In the meantime the FCO have been passing to the English Football Association at their request, on a post box basis, the names of football supporters who have been detained at, or on journeys to and from, overseas matches. We are making similar arrangements with the Scottish, Welsh and Irish football associations. (Overseas posts where we know matches will be played in the next few months have been notified of this requirement)

Yours sincerely

Alistair Harrison

Alistair Harrison
PS/Mr Renton

cc: Hugh Taylor Esq, Home Office
Ms Sue Vanervord, DOE
P Dykins Esq, DOE
R Allan Esq, Dept of Transport
R Graham Esq, Scottish Office
C Williams Esq, Welsh Office

MEXICO - WORLD CUP 1986

MEETING: MR RENTON AND MEXICAN AMBASSADOR: 10 AM 16 JULY:
VISAS FOR MEXICO

Mr Renton
Mr Mehmet
Mr Taylor
Mr Abbott

HE Sr. Cuevas-Cancino,
Mexican Ambassador

1. Sr. Cuevas-Cancino explained that following the meeting on 3 July, he had put the Minister's views favourably to his Government. He now had an initial reply which he had set out in an Aide Memoire (attached) which he had brought to the meeting.

2. Mr Renton thanked Sr. Cuevas-Cancino for his assistance and goodwill in this problem: we were grateful for the prompt reply. We would study the Aide Memoire and reply in detail. He hoped it would be possible for the Ambassador to be the link between our two Governments.

3. Mr Renton said that his initial reaction to the points made in the Aide Memoire were:-

paragraph 2 We had very much in mind the problem of the Mexican authorities in screening visa applicants. We would in fact hope to be able to discuss with the Mexican visa officers in London a list of known troublemakers who should be refused visas. The list would be as complete as possible within the limitations imposed on proper disclosure of information. The list would not be foolproof but would be the best we could do to serve our common aim to keep British hooligans out of Mexico.

/ paragraph 3

paragraph 3 There would be great difficulty in ensuring that tickets were sold only to bona fide supporters, even though the English FA may control sales.

paragraph 4 Any suspension of the visa abolition agreement would be for a short period of time and, under paragraph 8 of the Agreement, could be applied only to British citizens. Our intent was that Mexicans visiting the UK would not require visas. Most British businessmen (and genuine supporters) would not object to visa requirement if it helped to reduce possibility of British hooliganism at World Cups: they were as interested as HMG in maintaining the good name of the UK overseas.

paragraph 5 The Ambassador clarified this paragraph: security concerned the actual matches to be played, not visa matters. He was informed that the English FA liaison officer would certainly visit Mexico in advance if England qualified, and had recently accompanied England in their short visit to Mexico in June.

4. Sr. Cuevas-Cancino thanked Mr Renton for his comments and said that the Aide Memoire should be treated as a 'starting paper' for discussions. He confessed that he had not put the point about Mexicans not requiring visas even if British citizens did.

5. Mr Renton mentioned the Council of Europe Convention on controlling hooliganism at sporting events and suggested that if ratified by sufficient member States, Mexico would perhaps be invited to ratify also. The Convention included the need for liaison and close cooperation in preventing hooliganism.



6. In final conversation the point was made that the number of British supporters visiting Mexico for the World Cup was not likely to be large, possibly in the region of 10,000. Mr Renton concluded by confirming that a detailed formal comment on the Aide Memoire would be prepared and passed to the Ambassador.

7. The meeting closed at 10.30 am.

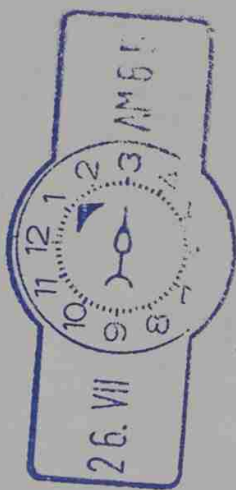
Foreign and Commonwealth Office

18 July 1985

Aide Memoire

- 1.- The Mexican Government fully understands the aims pursued by the British Government in offering its cooperation to avoid any acts of violence that may mar foot ball world championship, and is duly grateful for its initiative.
- 2.- The Mexican Government finds however some limitations in agreeing to a suspension of the visa agreement between the U.K. and Mexico. The responsibility for screening british amateurs going to Mexico would then fall exclusively on Mexican authorities, and they lack - sufficient information in order to stop potencial delinquents.
- 3.- The Mexican Government would also like the problem to be considered from another point of view:
the tickets for the championship have been on sale the world over, and Mexico would find itself criticized if it closed the borders to ticket holders.
Furthermore, and since the sale of tickets was done through National Foot ball Associations, the Mexican Government believes that those Associations acted in such a way as to assure themselves of the "bona fide" of ticket buyers.
- 4.- The Mexican Government has also considerable misgivings regarding other effects of the suspension of the agreement, since much unnecessary troubles would be caused during the whole period of the suspension of the agreement to individuals traveling to Mexico from the U.K., and viceversa.
- 5.- The Mexican Government would, however, welcome the visit from a British security officer who together with the Mexican Security Authorities would examine the adoption of suitable preventive measures.

Home Affairs: Football Pt 4





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Prime Minister

FOOTBALL VIOLENCE

In preparation for your meeting with the football authorities next week, you may like to have the following progress report on the elements of our programme of action which fall within my responsibilities. I have just seen Neil MacFarlane's minute of yesterday which covers some of the same ground.

ACTION TAKEN

The Sporting Events (Control of Alcohol Etc) Act completed its Parliamentary passage earlier this week and received Royal Assent today. I will tomorrow lay the necessary Order designating the grounds and events to which the controls in the Bill will apply. As I announced on Second Reading I shall designate all Football League clubs, Wembley Stadium and any other stadium used for international matches, and non-League grounds when they are used for matches with League clubs. The designation order will come into effect on 9 August - the day before the FA Charity Shield match at Wembley between Everton and Manchester United.

My Department has ordered 10,000 posters on the theme of "Don't Take Drink to the Match". 5,000 of these will be sent to Football League clubs and Wembley Stadium and the rest distributed to the transport industry.

I made a statement to the House about Mr Justice Popplewell's interim report yesterday. His recommendation on CCTV is in line with our own thinking. His support for a membership card system is welcome, and should strengthen

2.

our position in pushing the football authorities to introduce one, either on a club basis, as he recommends, or nationally. I have also undertaken to consider his recommendations for the creation of two new criminal offences in relation to the possession of smoke bombs and the throwing of missiles.

Under the Safety of Sports Grounds Act 1975 I have now designated all the qualifying grounds of clubs in Divisions 3 and 4 of the Football League in England and Wales, as well as in Divisions 1 and 2 of the Rugby League. The necessary Orders were laid on 19 July and come into force on 9 August.

The new police information system will be in place for the beginning of the new season. We shall also have available three of the photographic vans to assist the police, together with two prototype tripod mounted evidential cameras. These mobile resources will supplement the permanent CCTV installations which are already in place or are being installed using the £500,000 allocated by the Football Trust. My officials and Patrick Jenkin's have been in touch with the Trust and I understand that it is hoped to have six additional CCTV systems installed by the beginning of the new season, and two upgraded systems. Other systems will follow as they are approved by the Trust.

I understand that the Football League has accepted my suggestion that clubs should refuse admission to anyone who refuses to be searched by the police. I understand that this will be incorporated in the model ground regulations commended by the League.

Arrangements have been made by the Home Office Directorate of Telecommunications for British Transport Police contingents travelling on trains to football

3.

matches to have multi-channel radio sets capable of establishing contact with the police radio network.

ACTION IN HAND

We shall be ready to introduce the public order legislation at the beginning of the next session. The new controls on assemblies in the open air will considerably strengthen the hands of the police. I am also considering the Popplewell recommendations for new criminal offences.

More immediately the FA has supplied a list of problem fixtures over the first few weeks of the next season. My officials have discussed this with the police, and it is being sent to all the chief constables in whose areas the matches listed are being played. It will then be for them to decide how the matches should be policed, taking into account their own information as well as that of the FA. The chief constables concerned are being invited to ask for the deployment of one of the photographic vans or tripod mounted cameras, so that these resources can then be deployed to maximum effect.

OTHER MATTERS

At your meeting with the football authorities on 13 June you also agreed to consider some suggestions which they put forward, concerning the availability of information about trouble-makers and the possibility of making it an offence to encroach on the pitch. All the uglier forms of encroachment are already caught by the criminal law and in practice the creation of a new offence would have the effect only of extending the law to the less harmful forms of encroachment (such as congratulating the goal scorer) and the problem of enforcement (for example in the face of a mass invasion at the end of the season to celebrate promotion) would remain. Moreover, making encroachment

4.

an offence might well have the undesirable effect of shifting the onus for preventing pitch invasion from the clubs to the police. I am not therefore at present persuaded that it would be right to create a new offence of this kind, but Popplewell says that he will be looking at this in his final report, and we should defer a final decision until we see what he has to say.

So far as information about trouble-makers is concerned, criminal records are confidential and I do not think it would be right to disclose them to football clubs. There would be even greater difficulty about the disclosure of information which has not been tested before the courts. I see no reason why the clubs should not establish their own lists of trouble-makers rather than pushing this off onto the police. If they have the will to take action themselves I am sure that they could develop means of effectively excluding those responsible for disorder. But if they are to exclude those responsible they need to develop a mechanism for doing so - for example by the introduction of a membership card system. Such a system would then open up other possibilities which the lack of an effective enforcement system precludes. For example, there are in principle considerable attractions in giving courts the power to issue orders prohibiting those convicted of offences in connection with football matches from attending future matches. But this cannot practically be done unless the football authorities do their part by introducing a membership card system. Without such a system the Orders could not be enforced successfully, and the law would be brought into disrepute. If the football authorities are now prepared to give a firm commitment to an effective membership card system, we could give courts the necessary powers in the public order legislation next session; but there are no signs of the necessary commitment as yet.

5.

So far as information from the clubs is concerned, the football authorities may well need to set up a central data bank if they decide to establish a national membership card system. But the police are not in favour of establishing their own central point. Under their new arrangements for the collection and dissemination of information a dossier will be built up by each chief constable on the record of clubs within his area, both home and away. This dossier will then be made available to other chief constables as required. The police see no need in these circumstances for a central point of their own. Any information which the clubs wish to pass on can be given to the police Football Liaison Officer or the divisional Chief Superintendent.

Giles Shaw will be writing to you in the next day or so about the points arising from the Huddersfield v Leeds video which you saw earlier this month.

I am copying this to George Younger, Patrick Jenkin, Nicholas Ridley and Neil MacFarlane.

L.B.

25 July 1985



QUEEN ANNE'S GATE LONDON SW1H 9AT

25th July 1985

ABPM

Dear Max,

I thought that I should follow up the point of order which you raised in the House yesterday afternoon about the availability of Mr Justice Popplewell's Interim report on his Committee's inquiry into crowd safety and control at sports grounds.

The nub of your complaint was that copies of the Report had been released to the media under embargo before it was made available to Members. I have to say to you on that point that this was done in accordance with long standing arrangements which have existed under all Governments and that it was done under strict Parliamentary embargo conditions. So far as I am aware, there has been no complaint that the media broke the terms of the embargo by anticipating publication of the report which had been arranged for 10.30 am yesterday.

That aside, what I do very much regret, as I said in the House, is that copies were not in the event made available to Members at the appointed time. The arrangements we had made were deliberately designed to give Members longer than is usual to consider an important report before I made my statement. That copies were not released by the Vote Office at 10.30 am resulted from a mix up on the day between HMSO and the Vote Office which did not come to the notice of my office until shortly before midday. The report was as you acknowledged released to Members immediately afterwards at about noon.

I understand mistakes of this kind are very rare but it is all the more annoying that they should have occurred when we had been at pains to ensure that Members got their copies earlier in the day than is usual.

Y,
C. B. [Signature]

Max Madden, Esq, MP

CFIB
cc BP
A

Prime Minister

STOCKTAKING MEETING ON FOOTBALL

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

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

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

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

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

NEIL MACFARLANE

24 July 1985

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

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

SAFETY

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

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

SPECTATOR VIOLENCE

The Package

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

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

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

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

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

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

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

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

The Government/Football Partnership

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

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

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

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

Further Measures

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

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

Agenda for the Prime Ministers Meeting

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

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

Item 2 Publicity and planning/policing for early problem matches

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

ANNEX A

PACKAGE OF MEASURES SO FAR AGREEDA. MEASURES TAKEN BY GOVERNMENT

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

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

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

B MEASURES TAKEN BY FOOTBALL

1. Increased fines for players sent off.

2. Known hooligans will be banned from grounds.

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

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

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

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

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

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

ANNEX BPROBLEM MATCHES FOR EARLY WEEKSSaturday 17 August

Birmingham City v West Ham United (already agreed to be
an 11 am KO)

Sheffield Wednesday v Chelsea

Fulham v Leeds United

Huddersfield Town v Millwall

Wednesday 21 August

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

Saturday 24 August

Manchester City v Sheffield Wednesday

Bournemouth v Bristol City

Monday 26 August (Bank Holiday Monday)

Birmingham City v Oxford United

Shrewsbury Town v Millwall

Stoke City v Leeds

Reading v Bristol Rovers

Wednesday 28 August

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

Saturday 31 August

None

Tuesday 3 September

Birmingham City v Manchester City

Brighton v Leeds

Saturday 7 September

Luton v Chelsea

Fulham v Portsmouth

Shrewsbury v Leeds

Newport County v Bristol Rovers

Saturday 14 September

Manchester City v Manchester United



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

23 July 1985

T Croker Esq
Secretary
The Football Association
16 Lancaster Gate
LONDON
WC2 3LW

Dear Ted:

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

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

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

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

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

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

Sam eve
Neil

NEIL MACFARLANE

DRAFT LETTER TO ALL FOOTBALL LEAGUE CLUBS

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

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

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

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

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

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

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

Yours faithfully,

E.A. Croker
General Secretary

STATEMENT ON POPPLEWELL INTERIM REPORT
SUPPLEMENTARY BRIEFING

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BACKGROUND NOTES

Chief Fire Officer reports

Bradford: Police communications

THE INQUIRY

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

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

2. When is the final Report expected?

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

DESIGNATION

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

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

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

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

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

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

6. Are there plans to extend designation further?

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

EMERGENCY POWERS

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

SAFETY CERTIFICATES

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

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

-
9. What if terms/conditions are unreasonable?

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

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

Yes.

GREEN GUIDE

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

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

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

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

-
13. Are the Green Guide requirements statutory?

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

FOOTBALL HOOLIGANISM

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

SPEAKING NOTE

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

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

See also Note 29 on Reports references to penalties.

SPEAKING NOTE

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

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

SPEAKING NOTE

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

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

SPEAKING NOTE

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

BACKGROUND NOTE

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

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

SPEAKING NOTE

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

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

SPEAKING NOTE

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

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

SPEAKING NOTE

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

BACKGROUND

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

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

SPEAKING NOTE

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

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

SPEAKING NOTE

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

23. Why not confiscate the passports of known troublemakers?

SPEAKING NOTE

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

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

SPEAKING NOTE

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

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

SPEAKING NOTE

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

BACKGROUND NOTE

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

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

SPEAKING NOTE

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

BACKGROUND NOTE

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

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

SPEAKING NOTE

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

BACKGROUND NOTE

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

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

SPEAKING NOTE

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

BACKGROUND NOTE

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

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

PENALTIES

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

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

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

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

WALES

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

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

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

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

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

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

NORTHERN IRELAND

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

SPORTS ISSUES

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

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

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

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

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

36. Council of Europe Convention?

As I have said, the Convention was formally adopted by the Committee of Ministers of the Council of Europe yesterday and will be opened for signature on 19 August. The Secretariat is confident that an authenticated text can be prepared by that date. As soon as an authenticated text is available, a copy will be placed in the Library of the House. My hon Friend the Minister for Sport listed the features of the Convention in reply to a Question from my hon Friend the ^{member for Northfield} 1 on Friday 5 July (Vol 12 Col 218-219).

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

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

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

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

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

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

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

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

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

41. What are the football authorities doing?

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

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

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

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

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

For passports see Note 23

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CHIEF FIRE OFFICER REPORTS : BACKGROUND NOTE

1. Scope of the survey

The survey has covered:

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

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

2. The Findings

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

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

3. Action in hand

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

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

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

4. Fire Safety for the new football season

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

5. The Reports

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

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BRADFORD: POLICE COMMUNICATIONS

BACKGROUND NOTE

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

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

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

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

GOVERNMENT RESPONSE TO RECOMMENDATIONS

GROUND MANAGEMENT

RECOMMENDATIONS

1. Evacuation procedures should be a matter of police training and form part of the briefing by police officers before a football match. (Paragraph 3.9).
2. The local authority team responsible for issuing safety certificates in respect of designated grounds should, as heretofore, include police officers. (Paragraph 3.15)

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

RECOMMENDATIONS

6. Those managing sports grounds not governed by safety certificates should give serious consideration, with the assistance of fire authorities, to the presence in a ground of suitable fire fighting equipment. (Paragraph 3.54)
7. Stewards at all sports grounds should be trained in fire fighting. (Paragraph 3.55)
8. In designated grounds it should be a term of the safety certificate that an adequate first-aid room should be provided. (Paragraph 3.99)

10. Stewards in all grounds should not only be trained in fire precautions and fire-fighting (see Recommendation 7 above) but should also be trained in how best to help the police in evacuation.
(Paragraph 3.104)

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

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

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

RECOMMENDATION

9. There should be urgent consultation between the Health and Safety Executive and the fire authorities and local authorities as to how best to co-ordinate and communicate their inspections and reports.
(Paragraph 3.95)

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

RECOMMENDATION

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

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

RECOMMENDATION

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

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

STRUCTURES

RECOMMENDATION

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

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

GREEN GUIDE

RECOMMENDATIONS

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

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

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

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

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

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

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

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

(Paragraph 3.117)

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

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

CROWD MANAGEMENT

RECOMMENDATIONS

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

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

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

RECOMMENDATIONS

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

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

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

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

RECOMMENDATION

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

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

MISCELLANEOUS

RECOMMENDATIONS

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

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

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

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

PROVISIONAL RECOMMENDATIONS(To be reviewed in the Final Report)

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

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

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FINAL VERSION

24 JUL 85

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

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

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

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

/concerned with control

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

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

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

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

/grounds.

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

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

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

/I hope it will

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

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

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

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

/as a result of

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

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

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

/efficient and careful

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

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

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

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

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

MW

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CC/HB



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Hugh Taylor Esq
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23 July 1985

NBM

Dear Mr Taylor

BELGIAN BAN ON BRITISH SOCCER CLUBS

Flap PC-3

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

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

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

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

Yours sincerely
Paul Heron

PAUL HERON
Private Secretary

CONFIDENTIAL

Football Hoolley:
Home Affairs Pt 4



To Addison

File

You should see this

J 24/7

ms

PRIME MINISTERFOOTBALL FINANCES

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

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

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



BERNARD INGHAM

23 July 1985

From: THE PRIVATE SECRETARY



Prime Minister. ②

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

cc PPS
TF.

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

22 July 1985

Dear Mr Graham

POPPELWELL INQUIRY: INTERIM REPORT

MEA 22/7

I must sit in

Good statement

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

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

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

Yours sincerely

W R FITTALL

J S Graham, Esq

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

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

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

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

/concerned with control.

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

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

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

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

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

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

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

/I hope it will

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

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

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

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

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

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

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

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

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

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

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

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HOME OFFICE
QUEEN ANNE'S GATE
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PRIME MINISTERPOPPLEWELL

As you know, the interim report of Mr. Justice Popplewell is to be published on Tuesday, and the Home Secretary's proposals for handling this are at Flag A. The report is at Flag B. You have already cast an eye over the key recommendations in Chapter 6 on membership cards.

Generally the report is a very helpful one. On Bradford, the clear conclusion is that, if the Green Code had applied, and been complied with, the fire would not have started, nor could it have had such dreadful consequences.

On Birmingham and hooliganism, Popplewell concludes:

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(though alcohol was not in fact available at the ground).
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football is a magnet for it; unemployment is not a
convincing explanation.
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supporters.
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out the troublemakers and/or visiting supporters
altogether.
- (vi) Closed-circuit television coverage needs to be
extended.

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go into the final report. A summary of the recommendations is in Chapter 7. Chapter 6 contains the key passages on hooliganism.

No doubt the Football Association and the Football League will deride Popplewell's conclusions on membership cards as unworkable, and as yet another contribution from somebody who doesn't understand the problem, etc. This line is beginning to look thin. Popplewell could not, in fact, have come at a better time, now that the League has reluctantly offered to set up a working party to look at membership cards.

Mark Addison

MARK ADDISON

19 July 1985

VC3AGM

EP

CONFIDENTIAL



DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

My ref: J/PSO/15653/85

Your ref:

19 July 1985

Prime Minister
10 Downing Street
LONDON
SW1

Dear Prime Minister:

*Prime Minister
For information. We shall need
to pick up the CCTV & membership
card points at the forthcoming meeting
with the football authorities.*

MEH 19/7

FOOTBALL VIOLENCE

I have seen your minute M2/85 to the Home Secretary, following our viewing of the police video of Huddersfield v Leeds last October. I entirely share your reaction to the video and agree that it should be given a wide circulation. In arranging this, could I suggest that Giles Shaw might consider interesting the BBC or ITV in showing parts at least of the video? This could be helpful, especially in the run up to the new season in August. I understand that local TV has already featured it.

*NB
sub-
judicial
point*

I should comment on some points in your letter which concern me. Firstly, both Giles Shaw and I are concerned about the programme for installing CCTV, especially in the problem grounds. We are discussing this urgently within my Working Group and also with the Football Trust. Delivery timescales may hold us up, but - and this brings me to the second point - the Football Association are providing this week the list of fixtures at risk during the opening weeks of the new season and we shall work with them and the Home Office to try to ensure that those games are covered by fixed or mobile CCTV equipment.

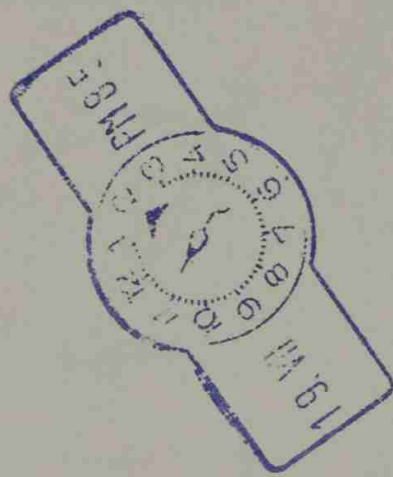
Regarding membership cards, I discussed with Bernard Ingham last Monday the latest position. There is now a Football League Working Party and we will assist and press them to produce speedy conclusions by early September. In my view a membership cards scheme is invaluable particularly with away matches. Without it, we will have to look again at ways of preventing supporters travelling to away matches - especially overseas.

I am sending a copy of this letter to Leon Brittan, Patrick Jenkin and Giles Shaw.

Neil Macfarlane
NEIL MACFARLANE

CONFIDENTIAL

Football Hoolies: Home Affairs PC-4



PRIME MINISTER

TERRY NEILL

Prime Minister. ②
 For information. Terry Neill
 19 July 1985 wants control over
 hooligans at away matches,
 but not membership cards.
 This doesn't add up. MEA19/1

I saw Terry Neill this morning for an hour at Downing Street. He is highly critical of the idea that every football supporter must carry a plastic identity card and sees his sport as suffering from years of selfishness, neglect and notoriously bad administration. He considered the FA's backtracking on its decision that Luton must have more fences, and that Millwall and Luton should be fined, as "crazy".

Neill's Constructive Suggestions

1. More clubs should involve the local community, as Arsenal and Watford have done, by offering ground facilities to local schools and by expanding supporters' clubs.
2. Tackle the problem of the unviable clubs in the League. The German banks tightened their financial control on football clubs with salutary effects. Amalgamations of clubs would be welcome.
3. Vigorously control hooligans at away matches. The German police forces liaise with each other and send photographs of known hooligans.
4. Inspectors who give certificates of safety should be tougher.

- 2 -

Conclusion

We have an opportunity on 30 July to toughen the FA and
League - which Terry Neill sees as weak.



HARTLEY BOOTH

PRIME MINISTER

LUTON V MILLWALL

The letter from the Minister for Sport explains some of the background. The FA decision certainly looks inconceivable, in the light of the events at Luton alone, let alone Millwall's record and the subsequent horrors at Bradford and Brussels.

The FA have of course insisted that their rules are strong enough. This argument now looks a joke. You will want to address some ^{strong} words to the FA on this at your forthcoming meeting. //

Mark Addison

(MARK ADDISON)

19 July 1985

EP



Prime Minister
10 Downing Street
LONDON
SW1

DEPARTMENT OF THE ENVIRONMENT
2 MARSHAM STREET LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

19 July 1985

Dear Prime Minister

LUTON V MILLWALL: RULING OF THE FA APPEALS COMMITTEE

I have no doubt you will have shared my utter frustration over the decision taken yesterday by the FA Appeals Committee chaired by Bert Millichip to quash the guilty judgement on Millwall and to reduce the penalties imposed on Luton following the serious crowd disorder at their match on 13 March. This development clearly has a bearing on our next meeting with the Football Authorities. We are preparing a paper following the meetings of my Working Group which will inter alia assess the implications of the Appeals Committee's decision for our future policy and posture. In the meantime you may be interested in the following background although I should tell you that I have made my feelings very plain in a telephone conversation with Bert Millichip this morning.

Millwall's record is of course well known. The Club's ground has been closed by the FA as a disciplinary measure in 1934, 1947, 1950 and 1978. Millwall have appeared before the FA Commission of Inquiry five times since 1977/78.

Luton's record is also poor. They have appeared before the Commission of Inquiry four times since 1975/76. On each of these occasions they had to answer for incidents at their own ground. This certainly seems to point to a weakness in organisation or ground structure - and we cannot expect this ruling to encourage them to make the necessary changes.

We are asking the FA for an explanation of this decision. They surround such decisions with an aura of confidentiality but I think you will agree with me that in this case we must insist upon some disclosure of their reasons and the implication for policy.

I am copying this to Patrick Jenkin and Giles Shaw.

Yours sincerely
Paul Heron

PP NEIL MACFARLANE

*Approved by the Minister and
signed in his absence*

Jex

HOME MINISTERPOPPLWELL

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(MARK ADDISON)

19 July 1985

FROM:

THE RT. HON. LORD HAILSHAM OF ST. MARYLEBONE, C.H., F.R.S., D.C.L.



HOUSE OF LORDS,

LONDON SW1A 0PW

18th July, 1985

The Right Honourable
 Peter Rees, QC MP
 Chief Secretary to the Treasury,
 Treasury Chambers,
 Parliament Street,
 London,
 SW1P 3AG.

My dear Peter.

Football Violence: Legislation on Alcohol

Thank you for your letter of 20th June. *43*

Though I would regard the presumption of innocence as immutable certainly the Widgery criteria are not. It is, however, remarkably difficult to find an alternative that commands general acceptance and provides suitable guidance on the words in the 1974 Act. These, as you will recall, are that the power to grant a legal aid order is exercisable 'where that is desirable in the interests of justice'.

I recently asked the Legal Aid Advisory Committee to look again at the criteria. Their view was that criteria directed to the circumstances of the accused person and to the likely punishment (rather than to inevitably broad categories of offence) provide the most efficient way of distributing scarce resources. Their report has visibly disappointed many who would have desired to be more generous.

My own view is that it would be politically extremely difficult - and probably unfair - to resile from the basic principles of the criteria - that a person in real jeopardy of imprisonment (or a penalty seen as of equivalent gravity), or whose case presents legal or procedural difficulties which make it unreasonable to expect him to conduct his own defence, should receive legal aid. This is, of course, subject to means assessment. That said, I do sense that the criteria may not always be realistically and consistently applied. I am preparing fresh guidance for the courts on this and considering training for their staff. These are important steps and I am pressing ahead with them.

Beyond that, I entirely share your view that it is important that we should all be as clear as possible about the resource implications for the whole justice and penal system when we are considering proposals for new offences. I would not necessarily accept that this should necessarily drive us to set lower penalties than those we would otherwise consider necessary. But

this particular balance is more for the Home Secretary than for me. The cost of a prison place is, in any event, considerably greater than the average legally aided defence.

You do not need to press me on the principle that those who can afford to contribute towards their defence should be made to do so. I strongly share that view and myself introduced new arrangements to that end in the 1982 Act. It is too early yet to assess in detail how the new system of assessment and collecting contributions is working but the indications are that far more contribution orders and far higher amounts are now being made. My Department will be undertaking a survey later in the year to assess this more effectively.

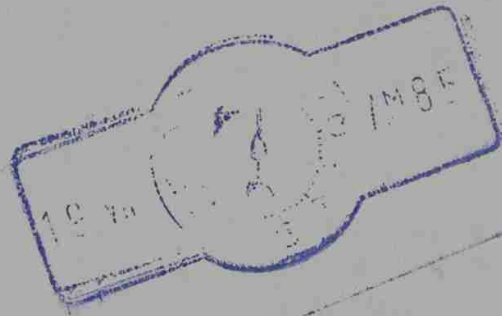
I also share your view about orders as to costs which reflect the true expense of the proceedings. I can - and do - give broad guidance and assistance on this point. An order in an individual case must of course be a matter for the judges but the recent legislation in the Prosecution of Offences Act provides an opportunity for me to emphasise once more the need for careful consideration in this area. I would only counsel against undue optimism. In general it is not prudent (for example in relation to fines or compensation orders) to seek more than the defendant can in practice afford to pay within a reasonable period. Protracted pursuit of costs can itself be very costly.

Copies of this go to the recipients of yours.

yrs :
O.H.


From: THE RT. HON. LORD HAILSHAM
OF ST. MARYLEBONE, CN, FRS, DCL.

Home Affairs: Football #4.



FROM THE MINISTER FOR INDUSTRY AND EDUCATION



SCOTTISH OFFICE
WHITEHALL, LONDON SW1A 2AU
TELEPHONE: 01-233 3000

Mark Addison Esq
Private Secretary
10 Downing Street
London
SW1A

18 July 1985

MEH

Dear Private Secretary,

I refer to your letter of 12 July in which you indicate that the Prime Minister wishes to hold a further meeting with the Football Authorities after the interim report of the Popplwell Inquiry has been published, and before the beginning of the next football season, to take stock of the progress which has been made towards introducing measures to combat football hooliganism and to make grounds safe. The most important recent Government initiative on this front in Scotland was the meeting which Mr Stewart held with the Scottish Football Authorities and the Police on 1 July. At the meeting crowd control measures at football matches were reviewed and the whole question of crowd violence was discussed. The meeting resulted in a 10 point plan, details of which I enclosed for your information.

I am sending a copy of this letter to Phil Dykins (Mr Macfarlane's office, DOE), Hugh Taylor (Home Office), Sue Vandervord (Department of the Environment), Richard Allan (Department of Transport), Colin Williams (Welsh Office) and Alistair Harrison (Mr Renton's office, FCO).

Yours sincerely,

Peter Ritchie

PETER RITCHIE
Private Secretary



Scottish Information Office
Dover House, Whitehall
London SW1A 2AU
Telephone 01-233 8520

SCOTTISH OFFICE PRESS NOTICE

882/85

DRIVE TO IMPROVE FOOTBALL BEHAVIOUR

Mr Allan Stewart MP, Minister at the Scottish Office with responsibility for sport, today met representatives of the Scottish Football Association, Scottish Football League, Association of Chief Police Officers (Scotland) and British Transport Police today.

Afterwards Mr Stewart said:

"We met to discuss action we might take to ensure good standards of behaviour among Scottish fans next season.

"We have agreed a 10-point plan to improve behaviour:

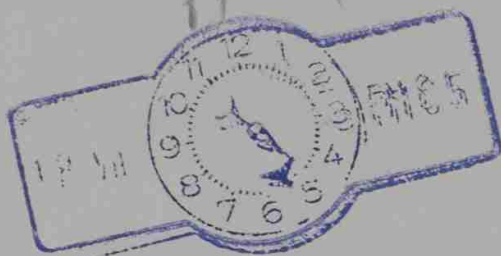
The plan is:

1. A drive to improve sporting standards on the field.
2. No tickets to be taken for away ties by Scottish clubs which have qualified for European competition next season.
3. Extension of alcohol ban to include trains and public transport carrying football supporters to matches outside Scotland - including overseas games (announced in legislation proposals last week). Offenders on trains will face the stiffer penalties that apply to coaches. [£400 for possession of drink and £100 for drunkenness.]
4. Revised publicity for drinks ban at sporting fixtures in Scotland, at designated sports grounds. (All Scottish League clubs, Highland League clubs, Hampden and Murrayfield.).

5. Increased and improved liaison between civil and British Transport Police - including possible radio links - on match days, to identify troublemakers in transit.
6. Continued liaison between clubs and police to identify troublemakers. Discussions between police and clubs to consider extension of walkie/talkie for terracing stewards to assist identification of troublemakers or potential incidents.
7. Increased use of CCTV based on results of experiments at Tynecastle and Easter Road. Use of CCTV film in criminal prosecutions to be encouraged, where appropriate and acceptable.
8. Offences involving violence should continue to be dealt with in the Sheriff Courts. The sentences in the recent Cambridge case, which ranged from 5 months to 5 years' imprisonment were widely welcomed. Clubs will be urged to encourage Sheriffs to attend matches.
9. Family seating areas at Scottish grounds to be encouraged.
10. The proposed Public Order legislation will re-inforce existing arrangements setting limitations on attendances.

July 1, 1985

Home affairs
F/Bail



PRIME MINISTER

FOOTBALL

The Home Office have passed us an advance copy of Mr. Justice Popplewell's interim report, which is to be published next week. The Home Office will be letting us have recommendations on handling shortly.

You do not need to read the report at this stage. But I thought you might be interested to note that paragraphs 6.22 to 6.50 deal with the question of membership cards. Popplewell comes down firmly in favour of such a scheme, which he believes will help exclude the hooligan element from matches. He also comes down firmly in favour of steps to prevent away supporters going to matches, though the report envisages that away supporters might attend matches so long as proper controls, linked to a membership card system, were in force.

MBA.

Handwritten signature

→ Rose P

→ D. H. B.

16 July 1985



G

cc HBS While claiming to offer a
 summary of the report, I am
 afraid the letter does not
 do so. MWA 18/7

QUEEN ANNE'S GATE LONDON SW1H 9AT

16th July 1985

2 lines

INQUIRY INTO CROWD SAFETY AND CONTROL AT SPORTS GROUNDS

... I enclose a copy of Mr Justice Popplewell's interim report. The purpose of this letter is to summarise the report's content, and seek the agreement of colleagues to the timing and manner of its publication.

As to the events at Bradford and Birmingham, the Inquiry concludes that the fire at the former was probably caused by the accidental dropping of a lighted match or cigarette or tobacco onto accumulated rubbish below the stand; and that the riot - which the police could not reasonably have foreseen - at the latter was caused by spectators bent from the outset on violence.

The recommendations are summarised at Chapter 7. They fall into two groups, viz those that are made with a view to the forthcoming season and those provisional recommendations intended to indicate the way the Inquiry's mind is moving on some key issues on which firm conclusions will be reached in the final report.

Officials are now giving urgent study to the detailed recommendations. At first sight none seems to give rise to immediate difficulties of principle although giving effect to some will require surmounting significant practical problems. On publication my intention is to respond in a positive way so far as possible to all the non-provisional recommendations so that the local authorities, the police, the fire service and the clubs should be left in no doubt about what is expected. I do not foresee fresh expenditure implications for the Government at this stage. So far as the clubs are concerned, my colleagues closest to these problems will know that I have sought to implement further designations under the 1975 Act in a way designed to minimise immediate costs.

In my view I will be expected to make an oral statement on publication of the interim report. We are aiming to publish on Tuesday 23 July and I hope that the Lord Privy Seal will agree to my making the statement that day or later that week if for any reason the date of publication slips. In the usual way I will send an advance copy of the text to those of my colleagues chiefly concerned. The main elements of the statement as I see them at present are (a) a positive response to the report's firm recommendations, (b) an outline of the steps that have been variously taken by the Government since my last statement on 13 May, (c) an account of the findings of the urgent inspections of sports grounds which I requested chief fire officers to undertake and report upon by 12 July, and (d) a reference to the consultative document on the Fire Precautions Act 1971, which I propose to publish on the same day as the interim report. You will recall that colleagues recently agreed to the latter's publication: this timing will allow me to explain its separate purpose but reassure people that it will be open to the Inquiry in its next phase to consider and, if necessary, comment upon the consultative document's proposals. Officials would then immediately follow up my statement by circulating the report's conclusions and recommendations to local authorities, the police and fire services and the relevant sporting authorities drawing attention as appropriate to the steps that are required of them.

The Rt Hon Viscount Whitelaw, CH, MC

Because of the urgency on this occasion I hope colleagues will be able to let me know by close on Thursday only if they are not content with my general approach. As to Scotland, although I could refer in general terms to the position there in my statement, I imagine George Younger would much prefer to set out his position separately, perhaps by an arranged Question. Similarly, although the 1975 Act does not apply to Northern Ireland, I imagine Douglas Hurd will wish to prepare his position separately too.

I am copying this letter and the report to the other members of H Committee, Neil MacFarlane and Sir Robert Armstrong.

L. W. L.

**Committee of Inquiry
into Crowd Safety and
Control at Sports Grounds**

**Chairman
Mr. Justice Popplewell**

INTERIM REPORT

July, 1985

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Rt Hon Leon Brittan QC MP
Secretary of State for the Home Department

Rt Hon George Younger MP
Secretary of State for Scotland

INTERIM REPORT OF THE INQUIRY INTO CROWD SAFETY AND CONTROL AT SPORTS GROUNDS

INTRODUCTION

Sirs

1. On 13 May 1985 I was appointed by you to undertake an Inquiry with the following terms of reference: "To inquire, with particular reference to the events at Bradford City and Birmingham football grounds on 11 May, into the operation of the Safety of Sports Grounds Act 1975; and to recommend what if any further steps should be taken, including any that may be necessary under additional powers, to improve both crowd safety and crowd control at sports grounds".

2. This followed a fire at the Bradford City football ground on 11 May in which 55 people died and many were injured, and the serious crowd disorder at the Birmingham City football ground on the same day, in which a boy of 15 died and many were injured.

3. Appointed to assist me as assessors were Mr Alan Goodson OBE, QPM, Chief Constable of Leicestershire and Mr Martin Killoran QFSM, formerly Chief Fire Officer of Greater Manchester. I am much indebted to them for their advice, expertise and common sense.

4. I have been greatly assisted in this Inquiry by the hard work and advice of my Secretary Mr Neil Morgan and his assistants Mr Mark de Pulford and Miss Jill Hales. Their invaluable contribution has enabled me to produce this Interim Report so expeditiously.

5. On 29 May, after we had begun our work, there took place the tragic events at the European Cup Final match at Brussels in which 38 people died and many were injured. It was agreed that I should take account of any lessons arising from these events, although the investigation is, of course, a matter for the Belgian authorities.

6. I decided to hold a public inquiry into the fire at Bradford. For that purpose I visited the ground on 14 May. I held a preliminary hearing on 23 May. The full hearing began on 5 June. It concluded on Thursday 13 June after hearing 77 witnesses. I give a fuller version of these events and my conclusions and recommendations in Chapters 1, 2 and 3 of this report.

7. As for the events at Birmingham I decided not to hold a public inquiry but to consult with the Police, the two football clubs involved and the local authority in order to find out what happened and to make recommendations for prevention of any repetition in the future. I visited Birmingham City football ground on 15 May and 1 July. I consulted with the various authorities on July 1, 2 and 3 and also talked to the parents. I received a large quantity of documents relating to the incident and have seen the video film. My conclusions appear in Chapters 4, 5 and 6 of this report.

8. In relation to the other aspects of the Inquiry I invited evidence from all those who wished to submit it, and specifically from a wide range of sporting, local authority, fire service and police representative bodies. This was done on 3 June, before I began the hearing at Bradford, in order to give time for the preparation of evidence and so that I could quickly begin to consider the remaining aspects of the Inquiry after I had completed investigations into the events at Bradford and Birmingham. Many representative bodies and individuals have submitted evidence. I am most grateful to them. The full list is given in Appendix 1. I am also grateful to all those who wrote to me giving their views on the incidents at Bradford and Birmingham.

9. From the outset of my Inquiry I realised that I would be faced with a difficult problem of timing in relation to the preparation of a report to you. The separate inquiries into the events at Bradford and Birmingham were unlikely to be completed before mid July. I then had to complete my reports on these events. Thereafter, I and my assessors would have to consider a great mass of evidence on the other aspects of the Inquiry. I should want to hear some further oral evidence. I then had to prepare my report giving my conclusions on the complex and difficult issues arising from the need to improve crowd safety and crowd control at sports grounds. Even for High Court Judges there are only 24 hours in a day. It was clear that even working at all possible speed a full report could not be prepared and in your hands in sufficient time before the next football season, due to start in the middle of August.

10. I had two alternatives; either to report nothing until I had completed all aspects of the Inquiry, or to prepare an interim report giving the results of my investigations into the events at Bradford and Birmingham, together with some preliminary recommendations on safety matters and crowd control based on these investigations. I decided it would be right to choose the latter alternative, as safety levels must be improved quickly. It must however be appreciated that the time scale has necessarily prevented as full or detailed an investigation into these complex matters as I would have wished. The interim report is therefore submitted for your consideration.

11. I am now proceeding with the remaining aspects of the Inquiry and will produce my final report as soon as I reasonably can.

Yours sincerely

Oliver Powell

CHAPTER 1

1.1 At about 3.40 on the afternoon of Saturday 11 May 1985 a fire started in block G of the main stand of the Bradford City football ground, at Valley Parade. In about five minutes the whole stand was in total flames. 55 people lost their lives, in addition many were seriously injured.

1.2 There are three questions which I have to consider: (1) how did the fire start; (2) why did the fire start and cause such casualties; and, (3) what lessons are to be learnt for the future so as to prevent such a disaster ever happening again?

The Ground

1.3 It is situated at Valley Parade, Bradford. It has covered accommodation on three sides and an open terrace known as Spion Kop on the north side. The pitch runs from north to south. On the west side was the main stand with which I am concerned. It held just over 2,000 people. The accommodation has been subject to some alteration. The standing area in front of the stand has twice been reduced to accommodate pitch widening: but the buildings are substantially as they were in 1908. A plan of the stand is at Appendix 2.

1.4 The stand was some 90 metres long. It was set on the side of a hill. It divided approximately into two equal longitudinal sections separated by a wooden fence which was about 4 to 5 feet high. Above the fence, spectators were provided with timber seats, affixed to timber; below, there were polypropylene seats affixed to concrete. These seats were numbered from 1 to 151 above the wooden fence, from 1 to 140 below. They were divided in blocks, from block A to block G. Block G is the most northern part of the seating area. Access to and from all seating sections was from a long corridor extending almost the full length of the back of the stand. It was located at the highest point next to the same perimeter wall along Valley Parade. Entrance, turnstiles and exit doors led directly from the road to the corridor which in turn fed the various sections of seating.

1.5 At the northern end of the main stand and all along the front, terraced standing areas were provided. This area is known as the Paddock. In front of the Paddock ran a brick wall between 4 and 5 feet high. In front of this wall was a track and then the pitch.

1.6 Because of the natural slope of the hill there was a void underneath the wooden floor of the stand, between the seats and the ground. Its depth varied between 9 inches and 30 inches. The back part of the seating in G block, the area in which the fire started, consisted of 9 rows, lettered I to Q and numbered from south to north, 141 to 151. Seat number 141 adjoined the steps leading up to the corridor. Number 151 adjoined the Paddock. The upper section of the seating accommodation was separated from the lower section by a timber partition which went along the whole length of the stand.

There were only two points of access from the front seating to the corridor at the back of the stand, namely between block B and C and between E and F. There were also steps to the back corridor at the south end of the stand adjacent to block A.

1.7 The close boarded roof was covered throughout its length with roofing felt, and supported by three rows of steel columns, with timber trusses and purlins.

The Club

1.8 The Club was formed as a rugby club in May 1903. Its original name was Manningham Rugby Football Club. It then became a Soccer Club. It was promoted from the 2nd Division as champions to the 1st Division in 1908. When the Bradford City Association Football Club (1908) Ltd was formed it won the FA Cup in the 1910/11 season. It stayed in the 1st Division until 1922. It then dropped from the 2nd into the 3rd Division in 1927. It achieved 2nd Division status again in 1928, which it held until the 1936/37 season. From that time it has spent its entire years in the 3rd and 4th Divisions until the present season, at the end of which it was promoted to the 2nd Division.

1.9 Mr Stafford Heginbotham was a director of the 1908 club from 1965 until 1973 and during that period became Chairman. He had no connection with the club from then until 1983, when the 1908 club went into receivership and subsequently into liquidation. It apparently had debts of somewhere over £400,000.

1.10 Since 1983 a new company, Bradford City Associated Football Club (1983) Ltd, has been formed. Relations between the Club and the police have been excellent. Mr Heginbotham is Director and Chairman, Mr JC Tordoff and Mr P Flesher also constitute the non-executive board of Directors. Mr T Newman is the Company Secretary and Administrator, Mr M Ryan is in charge of lotteries and promotion, Mr T Cherry is the team player/manager and responsible for all

matters relating to football. His assistant is Mr T Yorath. Mr A Gilliver is the Stadium Manager and is responsible for the ground, the bar, and match day catering and general maintenance.

1.11 In addition there is a secretary to the football Manager and there are a number of full-time and part-time people who work in the lotteries office. There is a maintenance man who is responsible for general maintenance at the ground; there is an assistant groundsman, and various other people in part-time and full-time employment.

1.12 By the summer of 1984 when the club was in a more stable financial position, six people were asked to join as Associate Directors in order to lend their expertise to the club on practical rather than financial matters.

1.13 The financial position of this club was not substantially different from a number of others who lurk in the depths of the 3rd and 4th Division. The gates of these clubs are insufficient generally to provide adequate financial stability. Thus directors and chairmen, often local businessmen themselves, devote a substantial amount of their own money in order to keep their football clubs afloat. Football at this level is run on a shoe string.

1.14 There were in the 1984/85 Season, 31 first-team League and Cup matches. The total attendance was 186,532, an average of just over 6,000. Mr Heginbotham gave evidence at the public inquiry. He took a highly responsible attitude to the events which had caused so much grief. He gave every assistance to the police in their inquiry and to us in ours. In the course of his evidence he was asked this: "I think that you yourself want to say something about the responsibility of the club itself", ANSWER: "Yes, a great deal of effort was put in to improve the club and a great deal has been achieved since the new company was formed. Many improvements have been made to run the Club but as the Chairman of the Club I accept the responsibility for the executive and management I employ. I accept the responsibility for the manner in which the Club is run and the direction which the board give to it. There are obviously things that could have been done on that day or before that day that would have helped the situation with the benefit of hindsight. I am prepared to say that there are a number of things we all wish had been done or had been thought of prior to this terrible tragedy".

The Outbreak of fire

1.15 Saturday 11 May 1985 was to be a day of celebration for the Bradford City

Football Club. They had won the 3rd Division championship and were to be promoted. This was their last game of the Season. The visitors were Lincoln City. Before the game started, the trophy for the championship was presented to the Club. The manager was presented with an award for "Manager Of The Year". The Vice-President of the Football League attended; so did the Deputy Lord Mayor of Bradford, together with civic dignitaries from twin towns in Germany and in Belgium. It was indeed a day of celebration. A crowd estimated at some 11,000 attended.

1.16 Before the match started, in addition to the presentations, there was a parade. No serious crowd trouble was anticipated, nor took place. A smoke canister was thrown on the other side of the ground, as was a meat pie. There was some chanting. There was the normal exchange of pleasantries that occur at football grounds between groups of spectators and the police; otherwise there was little incident off the field. Some seven or eight were arrested either inside or outside the ground.

1.17 The match kicked off at 3 pm. It was by all accounts a fairly dull game. Shortly before half time the fire started. The first police message was timed just after 15.40 and 58 seconds. On the television film produced by Yorkshire Television a fire is visible and timed at 15.40.

1.18 Sitting in Row I which is the front row of this section of G block were Mr Alcock in seat 141, Mr Bennett 142, Mr Brownlie 143, Mr Tempest senior 144, Mr Tempest Junior 145, Detective Constable Blanchfield 146, and his son 147.

1.19 In row J, was Mr Wetherill in seat 141, Mr Kolawole 142, Mr Jarvis 143, and his grandfather 144, Mr Cleworth 145, Mr Wilkinson 146, Mr Levitt 148, Mr Pachela in 149.

1.20 Mr Alcock first knew of something amiss when he heard Mr Brownlie say that he could see some flames underneath the stand in front of him. Mr Alcock looked over and he could see them as well. He described a hole roughly between seats 142 and 143 which he thought was about 2" long and about 1½" wide. He could see what appeared to be paper or debris of some kind underneath, which was on fire.

1.21 Mr Brownlie told the public inquiry that just before half time he felt his right leg was warm and he bent down and rubbed his leg. He remarked, "Hell, it's warm down there". When he looked he saw there was a fire; he described the gap in the floor as being no more than ½" in width and he supposed it extended

the length of the plank. The fire appeared to him to be about 9" below the floor board. Mr Bennett described how his feet started getting warm: he therefore stood up. He said that there was a crack in the floor boards below him and he could see fire through it. He described the crack as being between 1/8" and 1/4" wide.

1.22 Other witnesses in the area noticed that there was a smell of smoke which they variously described as the smell of plastic burning, and of cigarette or pipe tobacco. The evidence given by Mr Brownlie, Mr Bennett and Mr Alcock was graphically confirmed by the still photographs which appear in Appendix 3. The general public took a large number of photographs which have been of great assistance to the police and to the Inquiry. One of those photographs, letter A shows the flames under the floor boards immediately under the seat numbered J141. There is visible a gap. The other photograph, letter B shows flame under J141 and smoke coming out from underneath.

1.23 None of the witnesses in this part of G block saw anything thrown from outside which could have caused that fire. There was, as is customary after this sort of disaster, a great deal of rumour and talk. A number of witnesses made statements to the police suggesting that a smoke bomb had been thrown into G block and that is what had caused the fire to start. The police investigated that. Detective Superintendent Cooper set up a major incident room with a team of 100 detectives. Within 14 days all those who had been seated in this part of G block except those who had unfortunately died had either come forward or had been traced. Detective Superintendent Cooper and his officers investigated allegations made by a total of 14 people elsewhere in the ground that various missiles had been thrown. At the end of that investigation he said that there were two people who still believed that items were thrown. Neither of those two people were talking about a smoking object. He and his officers were satisfied that that view was either inaccurate or mistaken. All those seated in G block unanimously rejected the suggestion that anything had been thrown.

1.24 However, one witness was called for the public inquiry who was convinced a smoke bomb had been thrown. This was Mr Trueman, who was a reporter for the Daily Star. He had been sitting in the press box which was level with rows I and J in G block, but some 40 yards further away. His description as it appears in the edition of 13 May of the Daily Star was: "A smoke bomb caused the tragic Bradford football fire, I am convinced of it, I was sitting only yards away from the seat of the inferno that killed at least 52 fans. I saw everything, every horrifying second, I saw a smoke bomb thrown by hooligans from the stand adjoining the main building and I know that the killer who threw it would have escaped". The article continued in similar dramatic vein.

1.25 When he gave evidence to the public inquiry Mr Trueman described that he was looking towards where the Paddock adjoins G block because there had been a previous occasion when there had been trouble there. He described seeing some smoke.

This was a trail of smoke in the air with a thinner fading smoke from the standing area, building up to thicker larger smoke towards the seating area in G block. He described smoke becoming denser in the direct area where the thick trail of smoke had landed: then saw a glow, then flames. After he went on to the pitch he heard a number of people talking about a smoke bomb being thrown. The view of those to whom he spoke confirmed his belief that he had seen a smoke bomb thrown from the standing area and that was what had caused the fire. He accepted that he did not actually see anything thrown. He said that from what he saw, namely the trail of smoke in the air, the way it fell and the way that everything had occurred, he believed and still believes that a smoke bomb had been thrown. I think the fairest thing I can say about Mr Trueman's evidence is that it is not reliable.

1.26 All the witnesses in the area described some gap between the floor boards, they are visible on the still photographs. Constable Riley, who is the Football Liaison Officer, and has held that position since 1981, described there being gaps in the floor underneath the seats. He was able to see crisp packets, ordinary paper, accumulated rubbish, plastic cups and things of that sort. He described having seen that in F and G blocks.

1.27 Superintendent Clapham, who was commander of the police task force at Bradford and responsible after the fire for dealing with the search of the stand, described finding some remarkably unburnt paper and debris in block C. That consisted of a copy of the Bradford Evening Telegraph and Argus for Monday 4 November 1968, the wrapper for a packet of peanuts, costing six old pennies, and other wrappers and packets indicating that they had been manufactured before decimalisation. Superintendent Clapham said there were other things which had clearly been there for a very long time. I am satisfied there was likely to have been all under the main stand a similar accumulation of debris to that found in block C.

1.28 A gap in the floor boards was confirmed by Detective Constable Blanchfield who described how some months before, when he was at the ground with his son and a friend of his son, that friend lost his scarf through a gap in the flooring. It was in another part of the stand. When they tried to retrieve it they could not.

1.29 Mr Gilliver, who is the stadium manager and responsible for the condition of the stadium and ground, said that there was some rubbish in the stand, but not as much as everybody made out. He had been able to see some rubbish under the stand when they had done repairs. They removed the rubbish before blocking the stand up again. That was when kick boards under the seats had been repaired. This had occurred during the summer of last year. He accepted that there were still gaps through which debris could fall. Mr Lawn, a maintenance man, described debris being under the boards which he had seen through damaged kick boards. He said it would be impossible to reach through the damaged coverings to retrieve or to remove the majority of the rubbish.

1.30 Mr R A Cooke is a forensic scientist attached to the Forensic Science Laboratory at Weatherby, a Bachelor of Law and a Member of the Institute of Fire Engineers. He described the floor boards as being close boarded but not tongue and grooved. He understood that because of the age of the structure a shrinkage of timber had allowed gaps to open between the floor boards which would allow rubbish to fall through. He made a comprehensive search with his team of the area in I 141 - 146 and K 141-146. He found charred debris about 6" to 8" deep. He said that represented shrinkage from probably uncharred materials, so it would be to some degree higher than that. It may have been even 12" deep in its original unburnt state.

1.31 Superintendent Clapham found no evidence of paint or accelerant or gas cylinders or anything of that nature which could have caused or contributed to the fire. I conclude that the fire was not started by any malicious means.

1.32 A report was commissioned through the Department of the Environment Building Research Establishment from the Fire Research Station at Borehamwood. That report appears in Appendix 4. Dr Woolley of the Fire Research Station carried out a test by dropping, from a reasonably normal hand height, a lighted match. He found that in that test 25% of dropped lighted matches were capable of igniting material at floor level. Additionally, one match which broke would also have set light to combustible materials.

1.33 Dr Woolley concluded that it was perfectly possible that a lighted match dropped through a gap in the floor, could have ignited rubbish and that a lighted cigarette might have done so, although he thought the latter was less likely, on balance.

1.34 Among the debris found by Mr Cooke were cigarette packets, match boxes and

match sticks, brandy bottles, disposable soft drinks bottles, polystyrene drinking cups and sweet wrappers. There were several match boxes which had the remains of carbonised matches still in, but there was one which appeared to be a full match box found under seat I 145. No incendiary devices, fire-works or aerosol cans were found, and he concluded that a small flame source such as a dropped match was probably more likely than a dropped cigarette, though he could not eliminate a dropped cigarette. There were in rows I and J people who were smoking, as indeed there were generally in block G. I am quite satisfied that the cause of the fire was the dropping of a lighted match, or a cigarette or tobacco on to debris beneath the floor boards in row I or J, in between the seats 141 and 143. It is quite impossible to determine who caused the fire to start; indeed it would be grossly unfair to point the finger at any one person.

1.35 The answer to the question how the fire started, is that it was due to the accidental lighting of debris below the floor boards in row I or J between the seats 141 to 143.

CHAPTER 2

Why did the fire start and cause such casualties?

2.1 It is clear that the whole period between the first appreciation of the presence of fire under the floor boards by the spectators, until the total conflagration of the entire stand from top to bottom and end to end, was about five minutes. Those in the immediate area of the fire seemed not unreasonably to think that it was simply some paper which had caught fire, that it was of no particular significance, and that within a short period of time steps would be taken to deal with it.

2.2 When Mr Bennett Row I, seat 142 saw the fire he said: "Our feet were warm, I just stood up and somebody said, whether it was me, my nephew or the other lad, 'Oh there is a fire under there', and I said there sure is, I'll go and get a fire extinguisher." He then went to the back of the stand to get a fire extinguisher. He did not find a fire extinguisher, but he found three policemen. One of those was Police Constable Lyles. Mr Bennett said: "Can you get a fire extinguisher, there is a fire down there". PC Lyles asked PC Thompson to get a fire extinguisher and he himself went down to look at the fire. He was followed by PC Frankland. PC Lyles described the fire when he got there in this way: "It appeared at first that it was a very minor fire, all we saw was a small amount of smoke, I was not sure that 'fire' was really the right word to describe it, it appeared to me to be a minor incident." While Mr Bennett had been talking to ^{the police} Mr Brown had emptied about a quarter of a cup of coffee on the fire, which had no effect. PC Lyles shouted to some other officers, who were standing on the touchline, to get a fire extinguisher. Owing to the background noise they thought he had asked for the fire brigade and they therefore radioed to the fire brigade.

2.3 When PC Frankland got to the scene he saw a thin wisp of smoke coming through the floor boards, and he could see what appeared to him to be a small piece of paper burning.

2.4 The police messages recorded on tape have been transcribed. They are automatically timed. It has since transpired that the clock on the timer at the date of the inquiry was 25 seconds slow. It matters not for the purpose of this Inquiry. The first message received by the police control about the fire is a message from PC 2573 Johnson to control, timed some time after 1540.58 seconds,

and it reads as follows: "PC 2573 to control", control to 2573 "2573 go ahead", 2573 to Control "Can you get the fire brigade the main stand there is a fire under the main stand clear it, over." 1541.18, Control to 2573 "You say you want the main stand cleared as well". 1541.19 2573 to Control "It's the bottom there is a fire under the stand". 2573 to Control, "Did you get that". 1541.41, Control to 2573 "We are requesting the fire brigade the other part of your message is broken can't read you."

2.5 Chief Inspector Mawson was Acting Superintendent for the Manningham sub division and was in charge of the police operation at this ground on this day. He was standing near the players' entrance by the club house. He heard the word "fire" on his police radio and immediately went down to G block from where he saw smoke coming. On the Yorkshire Television film, on which timings have been provided, he can first be seen moving from his position at 1543.57. By 1544.12 there are plainly visible flames coming from G block. By 1546.20 the whole stand is well ablaze.

2.6 PC Lyles said to the people who were close by, that they should move, but it did not appear to those in the immediate vicinity that there was any urgent danger; those further away could see smoke, and a lot of them assumed that there had been some sort of smoke bomb. The game continued for a short while. It is clear from all the evidence and indeed from the still photographs which show people standing close by and watching flames, that people were very reluctant to move.

2.7 PC Lyles said: "We did not get much reaction from people in the stand, obviously they were watching the match and in fairness the fire did not look much from where they were sitting. A few of them moved out into the aisles towards the top of the steps." The police officers did finally persuade people to move. No doubt the increase in smoke and flames was itself a powerful factor in that respect.

2.8 The speed with which the fire took hold was graphically described as faster than a man could run. The wood roof covered with tarpaulin and sealed with asphalt itself rapidly took fire; the burning asphalt added its own fuel to the flames and injury to the spectators. The presence of the roof itself caused the fire to spread horizontally at a very fast speed.

2.9 Dr Woolley described it in this way: "A substantial rubbish fire may have developed within 90 seconds, capable of igniting adjacent timbers within about

30 seconds." He describes in Table I of his report that within about a minute 20 square metres of seating would be involved. The factors causing the spread of the fire were, the void half filled with rubbish; air to feed the fire; timber in close proximity to the original fire; the uphill slope of the stand; and the construction and shape of the roof. It all led to spontaneous ignition in advance of the path of the actual fire. He went on to describe the effect of the presence of the roof on the flame in this way: "As the flame increases in height and as it expands over a larger and growing area of the flooring material, its height increases until it touches the ceiling or a horizontal level. Once it goes under, or has to go under, that ceiling, because it can only get air from one side now and not all the way round, there is an enormous lengthening effect of the flames underneath that roof. Now, that is a standard picture that is seen not only in this fire but in many others in buildings where fire develops and goes beneath the ceiling. Very approximately, a flame will have five times the length under a ceiling than it would have in a vertical direction". And he said that it was this length of horizontal flame which gave witnesses the impression of a moving ball of fire coming towards them.

2.10 In addition Dr Woolley described that ahead of the flame would be a dense thick smoke, particularly in this case for those in the back corridor of the stand. The report and calculations by Dr Woolley appear in Appendix 4 and in the various papers annexed to his report. It is unnecessary to repeat that scientific detail in the main body of the report.

2.11 There was no fire fighting equipment in the stand. The only fire fighting equipment in the ground consisted of a number of fire extinguishers in the various club bars at an end of the main stand. PC Thompson had set out to find these. Although he was not aware where they were, he went down the corridor immediately behind the back of the seats of the main stand. He reached the tea hut and asked for a steward and the fire extinguishers. He was told that it was not known where either were to be found. Accordingly, he got on his radio to control and asked for fire extinguishers and for the doors to be opened. That message, as recorded, only refers to doors being opened, it was timed at 1541.55.

2.12 Mr Ryan, who is the Commercial Manager of the Club, was on duty supervising lottery payments. He was standing at the back of block H. He was approached by a policeman who shouted at him to get a fire extinguisher. He ran the full length of the stand behind the seating area into the main entrance to the club house, picked up the fire extinguisher and ran back. He went back

along the corridor and had just passed the gents' toilets. He said there was an enormous number of people approaching him and then smoke overtook and enveloped him and it was difficult to see. He was never able to use the extinguisher.

- 2.13 The large quantity of black smoke which the fire emitted has been described by witnesses as like the smoke caused by burning tyres. Many spectators naturally sought to go out the way that they had come in and moved at varying degrees of haste towards the back of the stand to seek safety through the exits.

The Exits

2.14 At the back of the stand is a long corridor running the whole length of the stand. From that corridor there are a number of exits into South Parade. These are marked on the plan at Appendix 2. At the southern end of the corridor leading from the corridor into the club house there was a wooden door, letter Z, opening inwards into the club house. It was closed but not locked. In the club house there was a glass aluminium double door, letter A, which opens inward into the club house which was closed but not locked.

2.15 Moving northwards along the corridor, there was a small wooden double door, letter B, leading from the corridor into South Parade and opening outwards. At 3.30 pm one side of that door was unbolted to enable people like players' wives, who had an invitation to go into the clubhouse, to go there via South Parade and entrance A. It was the normal practice of the stewards (Anthony and Peter Keating) to stay there until 5 or 10 minutes after half time. At the time of the fire, therefore, one part of door B was unbolted and the other part of the door was closed but not locked. There were two small exits, letter C and D which were wooden openings into South Parade. They were boarded up at the time and were unavailable as exits.

2.16 Next were double wooden doors, letter E. They opened outwards, the door had a bolt into the lintel, a bolt into the floor (although there was no hole in the floor to receive the bolt) and a sliding bolt in the middle. That sliding bolt was secured by a locked padlock. However, it could be opened without needing to unlock the padlock by undoing one bolt at the top and pushing both doors together. That was open at the time of the fire, having been opened by Police Sergeant Hendrick and other dog handlers.

2.17 There was a boarded up opening, letter F. It was forced open during the fire. There was a similar wooden door which had been boarded up, letter G. This too was forced open.

2.18 There were then four turnstiles numbered 2, 3, 4 and 5. Numbers 2 and 3 were steel turnstiles going from floor to ceiling. They could only be used as an entrance into the ground and not as an exit. The door to turnstile 2 was not opened on that day and was padlocked; the door to turnstile 3 was opened when spectators came into the ground, but the door had been locked closed thereafter. The locking of those doors was of no significance because it was impossible for those inside the ground to get out through the turnstiles at opening H.

2.19 Turnstiles 4 and 5 were mechanically operated and they were waist high. On the roadside there were doors which opened inwards; after spectators had entered, the turnstiles were secured by chain and padlock. Although it would have been physically possible to climb over the turnstiles, exit through the doors was impossible because the doors themselves were secured with a padlock from the inside. There was thus no exit from J. To the right of J there was, however, a store which was alongside the turnstile. That store was used for the counting of money. The door from there onto the road was unlocked. There was no indication anywhere where the exits were, or that this particular route through the store was an available exit. There was evidence that it was used by a number of spectators to get out.

2.20 The next exits were some double doors, letter K, which opened inwards. They had been closed and locked by bolts with a padlock on. It was Mr Keating's practice to undo the bolt and pull the gates, both together, so that he could undo the gates without needing to use the key to the padlock. In fact, these doors were burst open by a number of spectators from the outside during the fire. The next opening from the corridor was into the gents' toilets. From the toilets there was no exit into South Parade. Three people died in the toilets. The next exits were two small openings letters M and N which are described on the plan as being boarded up openings. Mr Lawn who was employed as the maintenance man said that about 3 months previously he had been asked to unblock a door by Mr Gilliver and had done so. He identified that as M. Mr Gilliver himself identified it as N.

2.21 Turnstiles 6, 7, 8 and 9 were entered from the corridor by entrances letters O and P. The turnstiles were waist high and at the time of the fire were secured by chain and padlock. These turnstiles had doors on to South Parade which opened inward into the ground. They were each locked with bolts and padlocked. Numbers 6, 8 and 9 were forced open during the course of the fire while Number 7 remained shut. The majority of spectators who died did so by exit K and the exit through turnstiles 6-9 through main exits O and P. The over 70's and under 20's accounted for over half of the casualties.

2.22 There was a single wooden door, letter R, which opened outwards. It was closed and locked with a sliding bolt and padlocked. It was forced open during the fire and people escaped therefrom.

2.23 There was a door at the end of the corridor leading towards the Paddock, letter X, which was a wooden hinged door. It opened inwards into the main stands; it was bolted on the inside of the main stand, it was not locked and it was opened during the fire. At letter S which was the exit from the Paddock into South Parade there were double wooden gates which opened outwards. They were closed and secured by a large wooden beam inserted into metal rests across the back of the door. That door was open at the time of the fire.

2.24 Turnstiles 10 and 11 led from the Paddock into South Parade. The turnstiles were locked and chained, so too were the doors leading into them.

2.25 Mr Wilkinson who had been attending this stand for over 20 years (the last eight years as a regular) said that it was not an easy ground to get out of even when the gates were opened, that he used to sit and wait because it was packed solid getting out, it was always a 5 or 10 minute job. Chief Inspector Mawson said that as far as this stand was concerned, it was quite plain it could not in any way measure up to a capacity to evacuate the number of people it contained in 2½ minutes.

2.26 The answers to the question therefore why the fire started and caused casualties are that, firstly the stand was a wooden structure, with a void under the seats, in which debris could and did collect; and secondly that the available exits were insufficient to enable spectators safely to escape the devastating effects of the rapidly spreading fire.

2.27 The Home Office and the Scottish Home and Health Department published a Guide to Safety at Sports Grounds (Football) in 1976. It is called the Green Guide and it recommends measures for improving safety at existing football grounds. Paragraph 8.11 of the Green Guide reads:-

"A common feature in the construction of stands which is a fire risk is the provision of voids under the seating. These voids become the resting place for paper, cartons and other combustible materials which can be ignited, unnoticed, by a carelessly discarded cigarette end. Wherever possible such spaces should be excluded but where they exist they should be sealed off so that paper etc cannot find its way into them."

Paragraph 10.6 Housekeeping reads:-

"One of the potential causes of fire in football grounds arises from the accumulation of waste paper, programmes, packets and other combustible materials which are dropped by spectators. As stated in paragraph 8.11 this can present a particular problem in stands. Every effort should be made to reduce this hazard. All parts of buildings should be inspected before and after every event and accumulations of combustible waste cleared as quickly as practicable or stored in a safe place pending clearance."

Paragraphs 8.2 and 8.3 read:-

"8.2 Every stand should be provided with sufficient exits to allow for the orderly evacuation from the stand of all spectators likely to be accommodated."

8.3 Evacuation time, which will depend largely on the fire hazard present in the stand, should be within the following limits.

- a. 8 minutes where a stand is of non-combustible fire resisting construction, the interior use and contents present a low fire risk and the exit staircases are not vulnerable to a fire occurring within the stand; and
- b. 2.5 minutes for stands of a lower standard.

The conditions at a particular ground may call for interpolation between these times."

2.28 Had the Green Guide been complied with this tragedy would not have occurred.

CHAPTER 3

What lessons are to be learned and how can a similar tragedy be avoided?

3.1 I have made it clear throughout that I am not engaged in an exercise of apportioning blame, but of learning lessons. The clearest lesson to be learned is firstly, that fire can develop at a frightening speed and that the ordinary spectator, who has never in his life been exposed to it before, will react slowly. Secondly, that the panic and confusion caused by a fire and the smoke which accompanies it is likely, of itself, to be a source of considerable danger.

3.2 I have set out at paragraph 1.35 the immediate cause of the fire but the Inquiry has highlighted a number of matters, only some of which have any relevance to this fire. Others played little or no part in this particular tragedy. It is important to mention all of them to learn lessons for the future.

The Police

3.3 There were 144 officers under Chief Inspector Mawson, including three special constables and two traffic wardens. In accordance with the usual police practice, good liaison was maintained with the club. PC Riley held the position of Football Liaison Officer and had done so since 1981. He attended every match, save one and also attended away matches. Every League club has a liaison officer. They vary in rank from superintendent to police constable. Their task is to exchange intelligence with other police forces, to discuss problems with the management of the club, and to advise the senior officers responsible that as far as possible the game is conducted with the least possible disorder among the spectators.

3.4 Considerable controversy emerged during the course of the public inquiry about the responsibility of the club vis a vis the police and vice versa. A football club is a private organisation run for profit. It is thus in no different position from any other private individual or body arranging a function. Essentially the individual or club is responsible for the arrangements for securing safety on its own premises and for ensuring that whatever entertainment it allows to take place on the premises is conducted in an orderly way.

3.5 Mr Domaille who is the Assistant Chief Constable in charge of Operations for the West Yorkshire Metropolitan Police put his views about the position of the police force in this way: "My main concern is that we are controlling breaches of the peace and that the public get to the ground safely and that there are sufficient police officers available to bring that about; also to see that there is a liaison between my local officers and the officers of the club." He went on to say, "It would be helpful to have a designated officer in the force responsible for visits to all sports grounds on a regular basis, to examine the problem of public safety, to discuss their resolution by reference to the Guide to Safety at Sports Grounds, especially at those grounds which are not currently subject to the safety at sports grounds legislation. In fact, insofar as the West Yorkshire Metropolitan Police is concerned, this responsibility has already been allocated by the Chief Constable as recognition of its importance."

3.6 In a report produced for the Minister of Housing and Local Government in November 1969, this paragraph appears: "14. The responsibility for controlling crowd behaviour is divided between the police and the club operating the ground. The broad line of division being that police are responsible for movement of spectators in public thoroughfares and from public thoroughfares into the ground, while the club is responsible for the control of spectators once they are on the club's premises. We think this division of responsibility is right, but because there can be circumstances in which doubt can arise where the precise responsibility begins and ends, and because police are employed by the club and because in the last resort the police are responsible for handling the situation if a breach of the peace becomes imminent inside the ground, there must be the closest understanding and co-operation between ground authorities and the police, both before a match, during the period of play and afterwards while the crowd is dispersing. The evidence available to us shows in general this co-operation exists today, it is essential all parties ensure that it continues freely and on a broad basis." I do not quarrel with that view.

3.7 In practice the police have to take charge and be responsible for controlling crowd behaviour. On a number of other grounds where there has been disorder, police have taken the view that it is better that disorderly fans who arrive should be admitted to the ground where they can be contained, rather than let them loose in the city where the police would have more difficulty in dealing with them. No doubt the football clubs could insist that the police do their best to prevent these people entering the ground, but in practice they rely on police expertise and judgement.

3.8 It follows, therefore, that as a matter of practice, while the physical safety of the building and the maintenance and good housekeeping of the ground must always be the responsibility of the club, the police have to take the de facto responsibility of organising the crowd, with all that entails, during the game. The significance of this aspect was highlighted by a number of questions raised about the responsibility for evacuation. It is clear that neither this police force, nor many other police forces, so far as we can ascertain have received any training or briefing in the question of evacuation. It was suggested that the fire service was more experienced in evacuation during fires. It seems to me, however, that the only organisation present and capable of supervising an evacuation is the police. Evacuation may be necessary for a number of reasons, there may be a bomb hoax, a part of a stand may collapse, there may be crowd disorder so that people need to be got out of a stand, there may be a fire. There may be other emergencies.

3.9 It follows that the police should now consider whether training for police officers for emergencies should not include some direction or training on how best to evacuate a particular ground. Although it may sound like a formidable undertaking, what is necessary is for the police to consider the particular ground which is under their control and to consider in the light of the exits presently available in each particular part of the ground, how best to organise the evacuation of spectators in those portions of the ground if an emergency should arise. It does not seem to me that any very great difficulty would arise. Mr Domaille made the point that if the police were to be responsible for evacuating sports grounds, they would be required to do the same at other types of premises. The answer to that is that the police generally are not present at other premises, nor need they be. Mr Domaille said that police officers were trained in a general way to react to all emergencies. He emphasised that police need to be flexible in their response to what occurs in grounds. In the situation which obtained at Bradford they behaved with commendable efficiency, even without formal training. They also behaved with enormous bravery.

I recommend therefore that evacuation procedure should be a matter of police training and form part of the briefing by police officers before a football match. Whether it is justifiable to go further in the more explicit allocation or responsibilities is something to which I shall give further thought.

3.10 Paragraph 10.7 of the Green Guide (which will need some alteration to cover police training and briefing) reads:-

"10.7 Emergency Procedure and Staff Training

10.7.1 It is essential that plans should be made for dealing with emergency situations. Joint consultation between the management of the ground, police, fire, ambulance and other emergency services should be held in order to produce agreed plans of action.

10.7.2 While the public are in the ground an adequate number of staff should be maintained to cover entrances, exits and other strategic points.

10.7.3 All such staff should be trained in the use of the fire fighting equipment provided and in the action to be taken in the event of a fire."

3.11 The number of policeman employed at football grounds has risen enormously over the last decade. Fears were expressed about the financing of police officers at football grounds; it is not within our terms of reference to consider that. I need only point out that the use of police officers at football grounds is a very expensive exercise, both financially and in manpower. Certainly, so far as the smaller clubs are concerned, it is a financial burden, which they may not be able fully to carry. This could have disastrous consequences for law and order. But if a football club wants to stage a function, and needs police within its premises they must either be properly paid for by the club or the function not take place. In the end it is a matter for the organisers of sporting [functions how they arrange their affairs.]

3.12 Mr Domaille disclaimed police responsibility for the state of the premises, and rightly so. What he said was this: "The club is a private enterprise, that is putting on a football match on private property. It has club members and other people are its customers. The management of the club, and the looking after of the people, as they come in, is a matter for the stewards, provided at the club, in the same way that usherettes act in a cinema." He went on to say, "I expect my officers to draw the attention of the club to whatever they thought was wise to draw the attention of the club towards. If then nothing happened then I would have thought that, if it was in respect of fire, we would talk to the fire brigade and if it were in respect of something structural and nothing was being done about it, we should contact the County Council if we were very concerned about it."

3.13 That is what they in fact did in June 1984. Superintendent Briggs had been to the ground in March or April 1984 when a ball was kicked against the lower part of the stand and a piece of wood dropped off. He also noticed that pieces of felting from the grandstand roof were being blown about onto the pitch. After the match he went and saw Mr Heginbotham. They went together to

look at the roof. They discussed the fact that the roof, as a result of the wind and the rain was, in a dangerous condition.

3.14 Mr Briggs subsequently saw Mr Tordoff who was the Vice-Chairman of the club. Mr Tordoff asked Mr Briggs if he would be prepared to confirm in writing an official police letter about the damage which had now become worse. As a result on 27 June 1984 Mr Briggs wrote to Mr Newman the Secretary of the Club, in these terms:

"Dear Mr Newman,

Dangerous Grandstand

I should like to bring to your attention the dangerous condition of the Valley Parade grandstand roof at your ground. Whilst appreciating it is due to fair wear and tear its condition is such that it could come down at any time. I am particularly concerned for the safety of spectators inside the ground should anything untoward occur before this is repaired, and additionally of the dangers which could be caused to other members of the public using the adjacent road. Your co-operation and early attention to this matter would be much appreciated please, Yours faithfully."

By January 1985 approval for the repair had apparently been given. By an irony the work was due to start on Monday 13 May, that is to say two days after this disaster.

3.15 So far as safety of the premises is concerned, the local authorities are responsible for issuing safety certificates in respect of designated grounds under the Safety of Sports Ground Act 1975. The local authority team for that purpose includes police officers. I recommend that this practice should continue.

Communication

3.16 The Green Guide provides at paragraph 17.6 that loud-hailers should be available for the use of stewards and police in directing or instructing spectators. Neither stewards nor police had loud-hailers. The difficulties of communicating in an emergency of this sort are illustrated by the fact that when a police officer asked for a fire extinguisher another officer thought he wanted the fire brigade. Although the communication difficulties played no part in

this disaster, there is undoubtedly a greater sense of urgency if instructions are given by a loud-hailer. There is also added authority. I endorse the provision in the Green Code.

3.17 There was no police radio control unit on this ground. It was located a half a mile away or so. It has to be a matter of judgement and of physical space where the control unit is situated. There is always the danger, if it is situated in the ground that that the control unit itself may be burnt down or vandalised. In a large well equipped ground it would obviously be better to have an officer in control of communication on the ground. He could see what was happening and direct matters accordingly. I shall be recommending the introduction of closed-circuit television as a weapon against hooliganism. If possible the officer, or officers, should be monitoring the cameras from a position in the ground where they themselves can see what is happening.

3.18 It is, however, up to each individual police force to locate their control unit as seems best to them to deal with the problems which arise. If the control is at headquarters there is available sophisticated communications and tape recording equipment. A lot of problems at any football ground are not only inside the ground but outside. Mr Domaille favoured having the control room in the ground at Bradford. Inspector Boocock who is a communications officer of the West Yorkshire Police had in fact been to the ground in the previous November with Mr Briggs to see if they could find a site for a control room. The only available accommodation was the drying room which was not satisfactory and accordingly control was operated from outside, without adverse effect.

3.19 The police enquiry into the events arising from the Luton/Millwall game had strong reservations about a control unit being sited on the ground. It must be a matter for each police force.

The Public Address System

3.20 There was at Bradford no means by which the police could cut into the public address system. On other grounds I have found the same thing. Quite often the only way for the police to get touch with the person in charge of the public address system is to use a telephone. This is obviously unsatisfactory. It is not possible for a civilian user of the public address system to be allowed to use the police radio network. The reasons for that are obvious. It is however clear that it is vital that the police should be able to cut into the public address system. The Green Guide in paragraph 17.5 says: "Preferably, the

system should be capable of being controlled from a central control point." I endorse that view.

3.21 Mr Thornton was the pools promotor employed by the Bradford City Football Club, and responsible for using the Public Address System. It was his practice to record play music before the match started, at half time and after the match. He made announcements about sponsorship, police messages, championship ceremonies and so on, as was necessary. There was to be a draw at half-time and he was to announce the winning ticket number. For that purpose he was in the manager's office and was trying to contact one of the players who was to make the draw.

3.22 As a result of something that was said, he saw some smoke. He went out onto the balcony and then saw a small fire. He then ran into the general office and asked the secretary to phone the fire brigade, which was done in his presence. He then went back to the Public Address System and announced a message to this effect: "Please do not panic, make your way to the front, on to the pitch".

3.23 He said in his evidence that he gave that message twice. He says he heard the message himself and he had spoken to a number of people since who did hear the message. He repeated it on a third occasion but he does not think that that got through.

3.24 There is an appreciable body of evidence that no message was in fact heard. Whether that was due to the excessive noise or due to the fact that the system was not working properly, due to the fire, it is not necessary to decide. I am satisfied that Mr Thornton did make the announcement which he said he did. Even if it had been heard, I think it unlikely it would have made any difference to the consequences of the fire.

3.25 Paragraph 17.5 of the Green Guide also says:-

"Public address equipment should be installed so that broadcast messages can be heard under reasonable conditions by all persons of normal hearing in any part of the ground to which the public has access....The power supply to the system should be such as to enable it to continue to operate in an emergency such as a fire, or a failure of the mains supply."

3.26 I endorse the recommendation that the system should be such as to enable it to operate in an emergency and not as happened here, so that once one speaker was out of action all the others were.

Police Radios

3.27 It is clear from the evidence given at the public inquiry, from the transcript of the tape and from hearing the tape myself that a number of problems arose from the use of police radios.

3.28 Each group of officers had a personal radio, not every officer. There can be no criticism of that. A special channel was arranged for reporting to control.

3.29 The problem of communication at Bradford, as indeed elsewhere, is that the personal radio sets are only devised for one officer to speak at a time. Thus an officer seeking to send a message, calls control. Control then replies. If another officer seeks to speak at the same time, the effect will be that neither officer can be properly understood by control.

3.30 Because of the enormous noise at any football ground, particularly during an emergency, it is very difficult for the reporting officer to make himself understood by control. There was a considerable body of evidence of officers having relayed messages to control which were not received, and of messages which were received, but not in full. One example has already been given at paragraph 2.4. Although the messages are exceedingly difficult for the untrained to decipher, the control operator who was trained and experienced, was able to understand enough of the vital messages so that the difficulties of communication played no part in the tragedy.

3.31 But the fact that there were difficulties in communication caused some disquiet. As a result I heard the evidence of Mr A Hulme, who is a Chief Telecommunications Engineer with the Home Office Directorate of Telecommunications. He described the operational system, namely a channel specially allocated for this particular exercise, personal radios of the Burndep type and control located at a base station on the top of an office block in Bradford. Normally everybody on the ground with a personal radio hears a message transmitted by control, but only control hears the message from the police officer's personal radio. It is possible, however, to operate on what is called the "talk through", so that every officer hears the message which his colleague is transmitting. That was the system which operated on this day. In addition to the problem of one officer talking over another officer there is the very real problem caused by the effect of the noise in the area where the

officer is trying to transmit. The personal radios with which we are concerned are the familiar type which effectively are boxes with a built-in microphone. There are more sophisticated microphones which serve to cut out background noise, described as noise cancelling type, but they are of head-set type installation. There is an operational objection to their use. It is undesirable that an officer wearing a head set should come into confrontation with a hooligan.

3.32 Mr Hulme said that in the range of equipment that they had at the moment there was no means of incorporating a better microphone into that box.

3.33 It is not only in relation to fire but also in relation to hooliganism that it is essential that a police officer can communicate and be clearly understood by control. I recommend therefore that early attention be given by the Home Office Directorate of Telecommunications to consider the practicality of producing a more suitable personal radio.

Access for Emergency Vehicles

3.34 Paragraph 11 of the Green Guide deals with access for emergency vehicles. It does not spell out that an area around the ground should be kept clear so that emergency vehicles can readily reach the ground. In the television film helpfully provided by Yorkshire Television it was clear that a fire appliance had to mount a pavement because of parked cars. No complaint was made by the fire brigade about this, nor any suggestion that it had any adverse effect on putting out the fire.

3.35 Cars were allowed to be parked in Burlington Street. It might appear from the plan that that connects with Valley Parade but it does not, in fact, do so. It was expected that emergency vehicles would come down Valley Parade and not Burlington Street. However, it is quite impossible during an emergency for every driver of an emergency vehicle to know precisely which road he should go down. Additionally, of course, a fire appliance may be needed at one part of the ground, an ambulance at another. Accordingly, I recommend that there should be incorporated in the Green Guide in paragraph 11 a provision that wherever practicable roads within a quarter of a mile of a sports ground should be kept entirely free of parked vehicles. I appreciate that at some grounds this may interfere with the control of buses bringing visiting supporters and add to the hooligan problem. In London and some other cities it may be impossible because of the location of the ground.

Power of Search

3.36 Some disquiet was expressed by the police about their powers to search in England and Wales. Those powers are now contained in the Police and Criminal Evidence Act 1984 which comes into effect on 1 January 1986. Section 1 reads:-

- (1) "A constable may exercise any power conferred by this section:-
 - (a) in any place to which at the time when he proposes to exercise the power the public or any section of the public has access, on payment or otherwise, as of right by virtue of express or implied permission
- (2) Subject to subsections (3) to (5) below, a constable:-
 - (a) may search:-
 - (i) any person or vehicle;
 - (ii) anything which is in or on a vehicle, for stolen or prohibited articles; and
 - (b) may detain a person or vehicle for the purpose of such a search.
- (3) This section does not give a constable power to search a person or vehicle or anything in or on a vehicle unless he has reasonable grounds for suspecting that he will find stolen or prohibited articles."
- (7) An article is prohibited for the purposes of this Part of this Act if it is:-
 - (a) an offensive weapon; or
 - (b) an article:-
 - (i) made or adapted for use in the course of or in connection with an offence to which this sub-paragraph applies: or
 - (ii) intended by the person having it with him for such use by him or by some other person."
- (9) In this Part of this Act:-

"offensive weapon" means any article:-

 - (a) made or adapted for use for causing injury to persons; or
 - (b) intended by the person having it with him for such use by him for such use by him or by some other person."

3.37 By Section 2, the constable is required to give his name and the name of his police station, the object of the proposed search and his grounds for proposing to make it.

3.38 It is quite clear that large numbers of people bring into football grounds offensive weapons. How this can be dealt with under the Act is a matter which will have to be considered hereafter. So far as fire is concerned, there is an increasing use of smoke bombs, which may well not come within the definition of an offensive weapon, (ie is "made or adapted for use for causing injury to persons") this makes the exercise of the power of the police to stop and search a person whom they suspect of carrying a smoke bomb, or even whom they can see is carrying a smoke bomb, exceedingly difficult.

3.39 It was suggested that it should be a condition of entry to a sports ground that a person is willing to be searched. That governs the problem once inside the ground, but does not deal with the problem of how to search spectators before entry. This however has plain practical difficulties. Once spectators are inside the ground, their numbers may be such that it is almost impossible to conduct a satisfactory search. It is also important that they should not get into the ground if they are carrying material which is likely to damage either property or persons.

3.40 Likewise it is quite impractical when there are very substantial numbers of supporters pouring through the gates to go through the routine of giving the name of the officer, the police station, the object of the proposed search and the grounds for proposing to make it. More particularly, an officer may have no reasonable grounds for suspecting that he may find a prohibited article on a particular spectator, other than the other fact that it is frequently brought into sports grounds.

3.41 If police officers can in fact be given the right to stop and search anyone when they have entered the ground (by making it a condition of entry) it would in my view be much more satisfactory that they should have the same right by statute before entry. Doubts have been raised whether the right of search before entry can be conveyed to a police officer by making the right a condition of entry. If there is no such right the police then have to fall back on the powers under the Police and Criminal Evidence Act which require "reasonable grounds for suspecting". While they may have reasonable grounds for suspecting in general they may have none in relation to a particular individual. I am minded to recommend, therefore, that *in* the police be given the unfettered right of search before entry to football grounds by statute.

3.42 Smoke bombs may do no actual damage but the panic which they are likely to engender among spectators is very great. I recommend that consideration be

in England & Wales

given to making it a criminal offence to have a smoke bomb or similar device at sports grounds.

Fire Services

3.43 It so happened that on the day before the match, fire officers had gone to the ground at the request of the football club, in order to help to water the pitch. They left on the ground some seven lengths of hose of 75 feet each. When the fire broke out on the Saturday afternoon, Leading Fireman Evers together with Fireman Hanney, finding the hose which was rolled up in front of G block, decided to try and get the hose up through the terracing to the fire hydrant which was outside the ground at the north end of South Parade. Having run out the hose on the sideline of the pitch they decided that it would be more useful if they discontinued trying to get the hose into operation and helped people over the wall. This they did.

3.44 Sub-Officer Greig was in charge of a water tender located about half a mile away from the ground which was the first fire appliance to arrive. He parked by the entrance to the Club. When he arrived there were a vast number of people running away from the ground, thick clouds of smoke, and flames lifting from the exit just at the left of the club ground.

3.45 The capacity of his water tender was insufficient to deal with the fire. He located the hydrants. A plan showing the hydrants was prepared for the Inquiry. The nearest ones were all 4" hydrants. Mr Greig said that for a fire of this magnitude they were not adequate, and the nearest hydrant which was a double hydrant of 12" was about half a mile away, at Snowden Street.

3.46 In a written submission to the Inquiry made by the Fire Brigades Union it was suggested that the water supplies adjacent to the ground were insufficient to deal with the severity of fire, and that it was the normal practice for water authorities to restrict the meter supplies at weekends.

3.47 Mr Greig was asked about that. He said: "The pressure was as it normally is in that area, it is just the fact that I knew there would not be sufficient water, which is the reason I decided to go for the double hydrant on Snowden Street, there was no other reason than that and my own local knowledge".

3.48 Having spoken to Leading Fireman Evers, Mr Greig asked for five pumps, two specials and four ambulances. He knew that the initial attendance would be two pumping appliances from Bradford. He also knew that he would get a Simonitor which is an appliance with an extendable boom at the head of which is a monitor for directing water. Thus he would have 10 appliances.

3.49 Mr Greig said that there were cars parked on Cornwall Road and Cornwall Terrace. They did not hinder his entrance at all; the problem was the people running away from the ground. He was instructed by the station officer from Bradford to look after the water supplies. He got hold of a police traffic motorcyclist, told him where he wanted his appliances and the police officer took them to the hydrants that Mr Greig identified. At that time two or three more pumping appliances had been asked for.

3.50 Mr Greig said that when he arrived there was no chance of putting out the fire. Having seen the film and looked at the timings that is clearly right.

3.51 The only difficulty encountered was spoken of by Fireman Wood who described three occasions of vehicles driving over and breaking the hose connections. These were emergency vehicles and by the time the hoses had been connected there was no chance of saving the stand.

3.52 Mr Kneale was the Assistant Chief Fire Officer for the West Yorkshire Fire Service and was on duty on the day at headquarters. He went to the ground. Noone in the fire service mentioned any specific difficulty in getting to the scene to him; and the driver of the appliance which appeared to have been held up on the television also did not complain to him.

Fire Precautions at the ground

3.53 The only fire extinguishers at the ground were the portable fire extinguishers in the club house. It is generally agreed that it is not possible to have fire extinguishers at a football ground in places which would otherwise be suitable, because of the dangers arising from their use by hooligans. It is very unlikely that even if there had been a fire extinguisher readily available it would have made the slightest difference to this fire.

3.54 However, it would obviously be prudent for thought to be given as to whether fire extinguishers could not be housed somewhere away from the eyes of supporters such as refreshment stands or stores. The provision of fire

equipment at designated grounds is governed by safety certificates. I recommend that those managing grounds not governed by safety certificates should give serious consideration, with the assistance of fire authorities, to the presence in a ground of suitable fire fighting equipment. Paragraph 10.5 of the Green Guide reads:

"10.5 Fire fighting equipment

10.5.1 In major grounds it may be necessary to provide a suitable water supply for fire fighting in the form of statutory or private fire hydrants.

10.5.2 For first aid fire fighting by members of the staff hydraulic hose reels should preferably be provided. These should be sufficient to provide adequate protection to the whole floor area, and should be installed in suitable positions by entrances, exits and stairways.

10.5.3 Where hose reels are not provided portable fire extinguishers should be installed in sufficient numbers to give adequate cover. The number and type will depend upon the size, layout, fire separation and risk in each building. Fire extinguishers should conform to the appropriate British Standard specification and be maintained in good working order.

10.5.4 Where high fire risk areas such as large storerooms and enclosed or underground car parks are situated under stands consideration should be given to the installation of an automatic fire extinguishing system such as sprinklers, or, alternatively, an automatic detection system.

10.5.5 Advice should be sought from the local fire authority on the type, amount and siting of fire fighting equipment required."

I endorse its views.

3.55 It is no use having reels of hose or fire extinguishers in a football ground unless someone is trained to use them. None of the stewards at Bradford, and I suspect elsewhere, had ever had any fire training. Some of the safety certificates that I have seen for designated grounds provide that stewards shall be trained. I recommend that this practice should be adopted in all sports grounds.

It was suggested to me that the presence of a fire officer throughout a match would be of assistance. At some grounds I have visited they go round the ground before the match and then leave. There are undoubted difficulties of financing and manning in the fire service, and it may well not be practical to have on every sports ground a trained fire officer. However it is essential that there should be a fire warning system to alert the staff in case of fire without causing panic to the public. On some grounds that I have visited this is done by means of a coded signal. Paragraph 10.3 of the Green Code recommends that there should be a fire warning system to alert the staff and I endorse that. There were no sprinklers in this ground. I have had many suggestions from

members of the public about the use of sprinklers and of permanent water pipes in and around the ground to control hooliganism. I do not regard these as either practical or desirable. So far as sprinklers to put out fire are concerned, there are problems about their use at football grounds. The risk of abuse by hooligans is substantial. But it is up to each local fire authority to decide on the fire precautions which are particularly appropriate to the premises which they have to consider.

3.56 Finally, I would like to commend the fire services for the efficient and expeditious way in which they dealt with this very serious fire.

The position of the Fire Authority at law

3.57 By Section 10.1 of the Fire Precautions Act, 1971, sub section 2, "If as regards any premises to which this section applies the Fire Authority are satisfied that the risk to persons in the case of fire is so serious that, until steps have been taken to reduce the risk to a reasonable level, the use of the premises ought to be prohibited or restricted, the authority may make a complaint to the court; and the court on being similarly satisfied may by order prohibit or restrict, to the extent appropriate in the circumstances of the case, the use of the premises until such steps had been taken as, in the opinion of the court, are necessary to reduce the risk to a reasonable level." "Court" means a magistrates court.

3.58 By the Safety of Sports Grounds Act, 1975, safety certificates are required in respect of premises designated under that Act. Safety certificates are issued by the local authority. One of the authorities concerned with the issue of that safety certificate is the Fire Authority. Detailed conditions are included in the safety certificate particularly relating to fire. A copy of a typical Safety certificate appears at Appendix 5.

3.59 The view that the Fire Authority took in this case about fire prevention in non-designated grounds was set out by Mr Byrom who is the Senior Divisional Officer of the West Yorkshire Fire Service. He was asked what he regarded as being the actual responsibility of the fire service for fire prevention in places like Bradford City football ground which is a non-designated ground. He said: "It would be the same as happens in all the other premises that the fire service are responsible for, and anywhere in the country where people work, play, meet, drink, whatever, we would give goodwill advice on request and it would then be the responsibility of the person receiving that advice to carry

out that request. It is an impossible task to be everywhere where everyone works or plays". Mr Byrom explained that the Fire Authority had neither the resources nor the finances to visit sports grounds, that if they were asked for their view about a particular problem they would give it, and that thereafter it was up to the owner of the premises to take such steps as he thought fit to deal with the problem.

3.60 So far as Section 10 of the Fire Precautions Act 1971 is concerned, it seems that fire authorities exercise their powers under that section only when the circumstances are such that there is an immediate danger to persons and that any delay whatsoever in taking action upon the dangerous circumstances could be tantamount to accepting there was no danger. Put another way, whatever interpretation is put on Section 10 of the Fire Precautions Act 1971, in practice it is only used where there is an immediate risk of a fire taking place. It was suggested that, if there is a duty to exercise the power under Section 10 there is also a corresponding duty to carry out inspections so as to ensure that premises have not got into a state where Section 10 should be invoked. The West Yorkshire Fire Authority do not accept that proposition, nor do I. Section 10 gives the power to a fire authority if a risk comes to its notice. They are not, however, required to take steps to ascertain the risks, nor does it have the resources so to do.

3.61 It was rightly pointed out to me that unless some responsibility is put upon the fire authority to examine sports grounds (apart from a ground which is designated and therefore requires a safety certificate) the risks of a fire on a Bradford scale will continue. There is much force in this argument. I am minded to make two recommendations - firstly that Section 10 of the Fire Precautions Act 1971 should be amended so that it reads:" if the Fire Authority is satisfied that the risk to persons in the case of fire is such that until steps have been taken to reduce the risk". Secondly that because of the greater ease of access there should be power for the Fire Authority to apply to the High Court for an injunction under Section 10. By changing the wording from "so serious" to "such" the Fire Authority will then have power to make the application where something less than an emergency exists. It is hoped that the power will be exercised in cases other than those which are now regarded as wholly exceptional.

3.62 On 18 July 1984, as a result of a visit by an engineer of the West Yorkshire Metropolitan County Council, a letter was written to the Secretary of Bradford City Football Club about the state of the ground. There were two matters of fire risk mentioned, and they were these:

"Main grandstand (B) - The timber construction is a fire hazard and in particular there is a build up of combustible materials in the voids beneath seats. The carelessly discarded cigarette could give rise to a fire risk. (C) - Egress from the grandstand should be achievable in 2.5 minutes."

3.63 A copy of that letter was sent to the fire service, they took the view that it was a matter of good housekeeping for the occupiers of the football ground to deal with and saw no reason to take the matter any further.

The local authority

3.64 West Yorkshire Metropolitan County Council is the responsible local authority under the terms of the Safety of Sports Ground Act 1975. The only ground in their area which was designated and certified was the ground at Elland Road belonging to Leeds United. A copy of their safety certificate appears at Appendix 5. As a result of a decision of the Fire Services Committee on 5 March 1976, a working team was set up. It consisted of a representative of the Directorate of Engineering, a representative of the Chief Fire Officer, the Assistant Clerk Special Services, and an administrative officer both from the Chief Executive's and the Clerk's Department. In addition, the team was augmented by a senior police officer for the Division where the particular stadium was located, and by a representative of the building control officer of that district.

3.65 The West Yorkshire Metropolitan County Council Fire Services Committee, following meetings held in 1975 and 1976 resolved on the 2 June 1977:

- a) That the Executive Director of Engineering, the Chief Fire Officer and the Director of Administration (or their nominees) be designated "Authorised Officers" under Section 1 of the Safety of Sports Ground Act 1975.
- b) That the Director of Administration in consultation with the Chief Constable and the Local Building Authority be authorised to issue safety certificates under the Act.

3.66 The time scale of designation in relation to a 3rd Division club being promoted to the 2nd Division was considered. It involved waiting for a club actually to be promoted, and as a result of that a whole season could elapse with a club playing in the 2nd Division before the whole of the safety requirements had been fulfilled.

3.67 It was also thought important by West Yorkshire Metropolitan County Council to promote safety at non-designated grounds which nevertheless might stage matches which attracted considerable crowds. On 3rd August 1982 a letter was written to Huddersfield Town Football Club, Halifax Town Football Club, Bradford City Football Club, Yorkshire County Cricket Club, and Leeds Rugby Football Club, pointing out that, while they were not yet subject to the Safety at Sports Grounds Act 1975, County Council officers were willing to give guidance on what might be required, by asking the grounds to accept the offer of assistance and to arrange a meeting. No reply was received to that invitation from Bradford City Football Club. In February 1976 and twice in March 1976 as a result of a request by the police, an official from the Directorate made visits to the ground and put a maximum capacity on the number of people who could use the ground. The club was visited in November 1981 for inspection of the floodlight towers.

3.68 The next time there was any contact between the Council and the Club was just prior to 4 July 1984, when Mr Newman, the Club Secretary inquired whether the County Council would be prepared to provide a letter which could help the Club in obtaining a grant from the Football Ground Improvement Trust to assist with the repair and recovering of the main grandstand at Valley Parade.

3.69 Mr Shaw, who was the principal engineer dealing with the matter, arranged to meet Mr Newman on 4 July 1984. Mr Newman explained to him the problem concerning the roof covering and reference was made to a report prepared by the Timber, Research and Development Association (T.R.A.D.A.) concerning the necessary repairs.

3.70 Having looked initially at the main stand roof structure and made notes, Mr Shaw then had a quick look around the ground while Mr Newman was looking for the timber report.

3.71 Two letters were then drafted on behalf of the Council to be sent to the Club, the first dated 11 July 1984 read as follows:

"I refer to my engineer's visit to your ground on 4 July 1984 and a copy of the inspection report by T.R.A.D.A. of the west grandstand roof covering, passed to him. I wish to confirm the findings of that report that the existing felt roof covering and the areas of decayed boarding resulting, consequently creates an unacceptable crowd safety hazard and should be rectified as soon as possible."

Mr Shaw agreed that the "unacceptable crowd safety hazard" referred to the condition of the roof covering and that the opinion of Mr Townend of T.R.A.D.A. in his report was "from the information gained from the inspection there would appear to be no major immediate danger to the crowd using the stand, other than from water leaking through. Mr Shaw said that he wrote letter of the 11 July in order to help the club obtain a grant. Unless the County Council had said that the repairs were necessary as a matter of safety the grant would not be obtainable.

3.72 That letter was sent, together with a letter of 18 July 1984, which read as follows:

Dear Sir

Safety in Sports Grounds

Bradford City AFC

Further to my engineer's visit to your ground of 4 July 1984, I am pleased to enclose a letter which may assist you in obtaining a grant from the Sports Ground Trust, towards the cost of re-covering the main grandstand roof. Nothing in that letter should be construed as implied approval of the condition or structural adequacy of the stand.

As the West Yorkshire Metropolitan County Council is the Licensing Authority under the Safety of Sports Ground Act 1975, it may assist you to know what some of the Council's other considerations would be, should at some time in the future the provisions of the Act apply to Bradford City AFC ground.

These are:-

1. Main Grandstand

- a) The unusual construction of this stand makes an appraisal of structural adequacy desirable.
- b) The timber construction is a fire hazard and in particular, there is a build-up of combustible materials in the voids beneath the seats. A carelessly discarded cigarette could give rise to a fire risk.
- c) Egress from the grandstand should be achievable in 2.5 minutes.

2. Other Stands

- a) Appraise for structural adequacy, and maintain to adequate corrosion protection standards.
- b) Repair defective roof sheeting.

3. Perimeter and Crowd Control Fences

- a) Repair and strengthen to acceptable standard.

4. Crush Barriers

- a) Test, strengthen and repair to acceptable standard.
- b) Lack of barriers reduces the safe spectator density on terraces.

5. Terraces

- a) Overhaul terracing to provide acceptable surfacing and slope.
- b) Provide adequate exits from terracing.

These considerations are contained within the publication "Guide to Safety at Sports Grounds - Football" published by H.M.S.O.

In concluding may I point out that the above considerations would form part of the statutory consultation process required under the provisions of the Act. The County Council is obliged by law to have regard to other considerations eg. Fire Safety/Precautions (Chief Fire Officer); crowd control/supervision (Chief Constable); and local building control requirements (Bradford Metropolitan District Council).

Yours faithfully,

Executive Director of Engineering.

3.73 There was no reply to that letter. On 30 April 1985 the County Council wrote again "I am sure that the people of the county are pleased with your success in getting promotion to the 2nd Division of the Football League. Congratulations are due to all concerned on this achievement. As you know your ground will probably eventually require a general safety certificate since it is normal practice for the Secretary of State to designate grounds within the 2nd Division as needing such a certificate under the terms of the above Act. This duty is the responsibility of this authority. There are several disciplines, police, fire service, structural engineering and building control, which are involved in such matters, and I think that an early meeting of these officers, together with club officials, would be useful so that a general discussion on procedure, requirements etc, can take place. Perhaps you might let me have a few dates on which this preliminary meeting might take place".

That meeting was scheduled for the Wednesday after this disaster.

3.74 The County Council took the same view as the Fire Service, namely that having offered to give advice they were under no obligation to take any further steps. They took the same attitude towards Section 10 of the Safety of Sports Grounds Act 1975 as the Fire Service had to Section 10 of the Fire Precautions Act 1971.

Section 10 of the Safety of Sports Grounds Act 1975 reads:

"If the court is satisfied, on the application of the local authority, that the risk to spectators at a sports ground is so great that, until steps have been taken to reduce it to a reasonable level, their admission ought to be prohibited or restricted, the court may by order prohibit or restrict to the extent the court considers appropriate in the circumstances of the case, admission of spectators to the whole or any part of the ground, until such steps have been taken as, in the opinion of the court, are necessary to reduce the risk to a reasonable level."

3.75 The local authority regarded their powers under section 10 as emergency powers. The note alongside Section 10 says in the Act: "Emergency Procedure". In August 1975, just before the Act came into force, the Home Office issued a guidance note to the Chief Executives of County Councils which reads inter alia: "Section 10 is an important emergency power. Should a magistrates' court, on the application of a local authority, consider that the risk to spectators at any sports ground is so great that their admission should be prohibited or

restricted until remedial action has been taken, the court may make an order accordingly. This power applies to any sports ground whether or not it is required to have a safety certificate. In practice it is not expected that the power will often need to be exercised. In the case of a small football stadium, for example not subject to the designation order procedure, consultations between the local authority and the club concerned are expected to secure the provision of a reasonable standard of safety on a voluntary basis".

3.76 The local authority explained that they had neither the resources in manpower nor in finance to examine every single sports ground and take offenders to court. I am minded to make a recommendation similar to that in respect of the fire authority, namely that section 10 of the Safety of Sports Grounds Act 1975 should be amended in like manner to section 10 of the Fire Precautions Act 1971, and that an application for an injunction to the High Court should be an alternative remedy.

3.77 I am satisfied that the Local Authorities have set up a proper organisation for implementing the Safety of Sports Grounds Act 1975 and operate it in a satisfactory manner.

The Health & Safety Executive

3.78 The Health & Safety Executive are the government body responsible for enforcing the provisions of a number of statutory provisions, most notably the Health & Safety at Work Act 1974. The Health & Safety Executive were given responsibility under the Fire Precautions Act 1971 for a very limited range of specialised purposes where the manufacture or storage of highly hazardous materials create special problems arising from processes. Section 3 of the Health & Safety at Work Act 1974 states, " It should be the duty of every employer to conduct his undertaking in such a way as to ensure so far as is reasonably practicable, that persons not in his employment who may be affected thereby are not exposed to risks to their health or safety".

3.79 When that Bill was going through Parliament, the Department of Employment made it clear that responsibility for fire matters would not fall to the Health & Safety Executive but would be the concern of the Fire Authorities. A number of instructions were issued to the Factory Inspectorate and they can be summarised as follows:

- A) The primary responsibility for the general fire precautions in the place of work will rest with the Fire Authorities under the Fire Precautions Act 1971.
- B) Because of the very broad terms of the Health & Safety at Work Act 1974 inspectors have authority to deal with all aspects of safety, and so there will inevitably be a certain dual responsibility for fire safety. It must be borne in mind that the enforcing authority under the Fire Precautions Act 1971 has the prime responsibility and the provisions in that Act should be used wherever possible. That authority is the Fire Authority. Inspectors must avoid any appearance of interfering in the Fire Authority's duty.
- C) Inspectors will not normally inspect general fire precautions when undertaking inspection on premises other than special premises. This policy has reconfirmed by the Chief Inspector within the last two years.
- D) However, if matters of serious concern are discovered with regard to general fire precautions but no immediate risk to life is involved, they should be discussed with the appropriate officer of the Fire Authority. Inspectors should not, without consulting their Area Director, issue improvement notices in respect of general fire precautions in premises where the primary responsibility rests with the Fire Authority.
- E) Where an immediate risk to life is involved, the responsibility of issuing an immediate prohibition notice should be considered; if it is decided to issue such a notice the inspector should telephone the Fire Authority with a view to taking joint action.

3.80 Although it is accepted that under Section 3 of the Health & Safety at Work Act 1974 the Factory Inspectorate could enforce measures to afford protection to the public, faced with the all embracing nature of the Section they had to consider how to enforce it in such a way as to make the best use of their resources. They were also anxious not to cut across the duties of other local authorities responsible for specific aspects of public safety.

3.81 They therefore adopted a policy of concentrating the enforcement of Section 3 on the remedying of hazards which were not caught within the net of other legislation. The effect of that was that, so far as fire was concerned, except in special premises, they did not regard it as their concern.

3.82 In September 1980, before the present Bradford Football Club was formed, Mr Laird, who is the Principal Officer at Leeds employed by the Health & Safety Executive attended at the ground and saw Mr Newman. The report on that visit is set out in a contemporaneous note made by Mr Laird. The relevant part of the note reads as follows: "There was very little compliance with the Guide to Safety at Sports Grounds, and Mr Newman said that although he knew of the existence of the Guide it was not really his responsibility to see whether or not particular recommendations of the Guide were met. Responsibility for structural safety at the grounds was with Mr Garside, a Director at the Club, who was also a builder. It was agreed with Mr Newman that I would write outlining some of the matters requiring attention and in due course meet Mr Garside to discuss the Club's view of these matters".

3.83 On 10 September 1980 Mr Laird did indeed write a letter. Having pointed out in numbered paragraphs that part of the terracing at the Spion Kop was badly broken and that the surfaces of the gangways were not level and that access from the Spion Kop to the Midland Road exit was extremely steep and the toilet arrangements behind the Midland Road stand were unhygienic, Mr Laird wrote this:

"Other matters which I noted which do not present the same degree of hazard to those referred to above included cracks in the wall between Midland Road stand and the pitch. The lack of some crash barriers at the Bradford end and the maintenance of barriers at that end of the ground; arrangements for the painting of the Bradford end roof structure should be made. In the main stand the void area between the concrete supporting structure and the wood floor should, after removal of rubbish, be completely blanked off
..... The foregoing matters, particularly the numbered ones, are in my opinion as to order of seriousness of the matters observed. I would suggest, therefore, you consider these matters and we arrange to meet in about one month's time in order that we may discuss possible action".

3.84 Mr Laird did not draw that recommendation about the rubbish in the void to the attention of any other enforcing authority. The reason was that it said in the Green Guide that that was a fire hazard and was therefore the responsibility of the fire brigade. He considered it inconceivable that there could be a ground the size of Bradford City's in the middle of Bradford which the fire brigade did not know about. He was doing no more than following the recommendations made by the Department.

3.85 On 15 January 1981 Mr Laird again visited the Club, still under the old management. The Secretary was not available but there had been work done to some of the terracing at the Spion Kop. On 26 January 1981 there was a record of a telephone call which reads as follows: "Mr Newman said that the Midland Road exit, that's the exit from the Kop, was not used. Toilet accommodation would be reviewed at a meeting in April, other matters would be attended to as time and funds became available".

3.86 On 1 July 1981 Mr Bennett from Health and Safety Executive called. Nobody in a responsible position on behalf of the club was available. The same position obtained a fortnight later. However, on 16 July 1981 Mr Bennett carried out a basic inspection. He recorded: "Progress is being made on some of the matters identified by Mr Laird at the beginning of the 1980/81 season. For example repairs to the Spion Kop terracing is continuing, additional crash barriers have been installed, and the re-decorating done. The most serious outstanding matter is undoubtedly the very steep exit to Midland Road from the corner of the Spion Kop/Midland Road stand. Mr Newman said application had been made for planning permission to redevelop the Midland Road side of the ground, but this depended on finances becoming available, in view of the club's present League position, Division 4, I do not think this will be in the immediate foreseeable future"

3.87 On 22 July 1981 Mr Bennett wrote a letter to the Club in which he said:

"There were a number of areas in which you did not comply with the recommendations of the code, I would therefore ask you to consider these and draw up proposals on a time scale for implementing suitable modifications. In my opinion the most serious area is the very steep exit from the corner of the Spion Kop/Midland Road stand to Midland Road and this therefore should be given priority. I would also ask you to consider the evacuation procedure for the main stand, this is largely constructed of wood and from paragraph 8 of the code you will see that it should be

capable of evacuation in 2½ minutes. Please consider the above points and write to me detailing your proposals."

There was no response to that letter.

3.88 Mr Bennett wrote on 3 November 1981, drawing attention to his letter of 22 July making particular mention of the Midland Road exit. He asked that his letter of 22 July should be given urgent attention.

3.89 There was a letter from the Club on 6 January 1982 to the Health & Safety Executive which reads as follows:

"With reference to your letter of 22 July and 3 November last it is our intention to make Midland Road into executive private suites for next season and therefore the entrances will be modified appropriately."

3.90 Dr Hartley who is also an Inspector of the Health & Safety Executive visited the Club on 6 April 1984, and had a look round the premises. By this time the new Club had been formed. His note refers to two new floodlight towers being erected, but that very little seemed to have been done about the steep exit to Midland Road.

3.91 On 1 August 1984 Mr Laird visited the ground with the intention of seeing what work had been done. He inspected the exit from the Spion Kop to Midland Road. The note on the contemporaneous document was that Mr Laird would check by telephone by April 1985 to find out what the position was about the exit from the Spion Kop to Midland Road.

3.92 The reason why the visits were so limited was explained by Mr Laird. The Health and Safety Executive have a form in which the Inspector assesses the quality or otherwise of the compliance with the statutory obligations. If it is a high standard of compliance it is not necessary to make a frequent inspection; if it is a very poor standard or non-compliance it is necessary to make a more frequent inspection. In September 1980, the ground was rated as being relatively low priority for inspection and the same applied in 1981 and 1984.

3.93 The inspection rating document, however, records that in 1981 and 1984, there was a finding that there was a substantial risk to the public; and that that risk was "fire, place of work and means of access." Mr Laird explained that the substantial risk to the public, which he had in mind, related to the exit to Midland Road from the Spion Kop and to the possibility of people slipping, with consequences similar to that which occurred at Ibrox Park, when many people were killed.

3.94 It is clear from the foregoing that Mr Laird was doing no more than following the directive from his Department. It does, however, highlight the problem of dual responsibility. There is a serious risk of duplication of work, resulting in a waste of resources. There is also a risk that information, available to one authority responsible for safety, will not reach another authority. If the prime responsibility for the safety of premises in relation to fire is to lie with the Fire Authority (and it is essential that one authority should be given the responsibility), then it is absolutely vital that any information coming to the Health & Safety Executive about danger from fire, should instantly be communicated to the Fire Authority.

3.95 It is also essential that any information coming to the Fire Authority about matters for which the Health & Safety Executive are responsible, should be brought to their attention. Mr Laird said that if, every time they found some litter lying about which might constitute a fire hazard, they had to notify the Fire Authority, they would never get any work done; it was really a matter for the occupier to be responsible for his own good housekeeping. Naturally it must be a matter of degree but I recommend that there should be urgent consultation between the Health & Safety Executive and the Fire Authorities and local authorities as to how best to co-ordinate and communicate their inspections and reports.

The Ambulance Service

3.96 Oral evidence was not given by the Ambulance Service. However, a very large number of statements by those involved were available to the public inquiry. There were some criticisms about staffing levels, about a fault developing in the telephone lines and some criticism of the facilities for calling in staff. There can be no doubt but that the Ambulance Service performed with its usual high degree of efficiency and devotion. Such criticism as individual officers have will, no doubt, be considered by the appropriate authorities and it is not necessary for me to deal with them further.

St John's Ambulance

3.97 There were on duty at the ground 10 members of the St John's Ambulance Brigade. No oral evidence was given by their members but their statements were before me. Additionally a written submission from them was received making the following points:

- a) there was no statutory requirement for adequate first aid to be provided at any football ground and in many cases a first aid room and other facilities were either inadequately provided or not provided at all;
- b) there was a feeling that the members did not receive proper recognition at football matches, nor was appropriate recompense paid to the St John's Ambulance.

3.98 Everyone recognises the value of the work done by members of the St John's Ambulance. The 10 members on the ground undoubtedly did an enormously valuable service attending to those injured. They assisted in arranging for the injured to be taken to the ambulance, and there can be no doubt that, but for their help, the casualty rate would have been higher.

3.99 The value of the presence of St John's Ambulance at a sports ground cannot be over-estimated. If it be the case that a first aid room is either not provided or inadequately provided then that should be remedied, and I recommend that, where practicable, that should be done. I recommend that on grounds which are designated it should be a term of the safety certificate.

The Hospital Services

3.100 While not strictly within the terms of our Inquiry, we have received a number of letters praising the work of the hospital staff. It is right that this should be publicly recorded.

The Club Stewards

3.101 The stewards at Bradford City Football Club were under the general direction of Mr Chappell who was a General Secretary employed by the Bradford Council Social Services Department. He had been acting as a steward at the football ground for a period of some 36 to 37 years; there had been no formal

instructions to the stewards, but Mr Chappell said that the stewards were responsible people and they discussed on an informal basis those matter, which they considered relevant. He described his stewards as a team of people who sold cushions and assisted or directed people to designated seats.

3.102 There were stewards at the back of Blocks A, B, C, E, F and G. They ranged in age from 73 to 12 and they were 9 in number. They regarded their job as simply to arrange for the easy entry of spectators to their seats and to direct them to the part of the ground to which they wished to go. Some of them had distinctive jackets, but not all. Mr Anthony Keating described the reason for not wearing his this way: "We used to have a steward pinny on but we got spotted out too easily with them you know, we got more trouble that what it was worth so we didn't bother wearing them after that". When asked why he got trouble, he said: "Because if they see a steward you get a load of mouth after you, booting you up and everything".

3.103 The stewards were not paid. They did it because they were loyal supporters of the club. They had no training in fire fighting nor in crowd evacuation nor in crowd control in the sense of dealing with hooligans. It is clear that the stewards could have done nothing more to have prevented this fire from starting or spreading.

3.104 I recommend, as happens in designated grounds, that stewards should be trained and instructed firstly about fire fighting, and secondly on how best to assist the police in evacuation. (See also 3.8. and 3.9).

3.105 There were two Keating brothers in the main stand on duty on this day, acting as stewards. The whole of their family had been involved in the club in one way or another for some time. Mr Anthony Keating who is now 27 had been involved for some 13 years, Mr Peter Keating who is 26 had been involved also for 14 years. A set of keys to the doors was kept on a board in the gatesman's room. It was Mr Peter Keating's responsibility to look after the doors and gates leading into South Parade. It was his practice to unlock those doors some 20 minutes before time. The reason for that was to prevent spectators inside the ground from opening the doors and allowing spectators outside the ground to come in. This was not only because they would not have paid, but more importantly because it would then not be possible to segregate visiting supporters from home supporters, with all the consequential difficulties resulting therefrom. This practice seems to be prevalent at a number of clubs.

3.106 Just before half time he went and opened gate B. Having done so he stood there with his brother Anthony which was his normal practice until five minutes or so after half time when he would have closed the gate. He saw gate E being opened by two policeman. Accordingly he walked up to that gate along the road outside the ground. He then saw people coming out of gate S onto South Parade from the Paddock. On a previous occasion he had seen people coming out from the Paddock with the idea of getting into the back of the stand without paying. Accordingly he walked along South Parade in order to see what they were going to do. When he got there he could see a lot of smoke. He was asked by a policeman to open gate X, he tried to do this but was driven back by the smoke. In fact it was not locked because the turnstile operator at T had unlocked it earlier. It was then quite impossible for him to open door R because of the fire. This was the only door which was in fact locked and could not be opened by the simple process of opening the bolts and pushing at the doors. In fact it was kicked open during the fire.

3.107 At football matches there is a particular problem of locked doors because the club needs to be sure that spectators do not enter the ground, save through the turnstiles. I was given examples of cases where spectators had been able, through one means or another, to open doors which were not locked, and get in in substantial numbers, without paying. There have been other occasions when the stewards have been attacked, in order that the keys, which they hold, could be used.

3.108 It is, however, beyond doubt that all doors should be capable of being opened immediately, in an emergency. In theory there should be no difficulty, even if the door is padlocked, in having a steward manning a door, who can open it at a second's notice.

3.109 That does not take account of human failing. The steward may well want to go to have a cup of tea, go to the lavatory or, more likely, watch the game. The roar of a crowd at a promotion match or Cup game is likely to arouse the attention of even the most conscientious steward. On one ground which was visited the authorities explained that they did not pay their stewards but watching the game was the reward for their attendance.

3.110 At ^{one}ground I was told of stewards opening the exit doors towards the end of the second half and then themselves leaving the ground. This enabled supporters to move from one part of the ground to another and thus breach the segregation arrangements. This is yet another reason for doors permanently to be manned permanently.

3.111 Paragraph 6.14.6 of the Green Guide says:-

"All exit gates should be manned at all times while the ground is used by the public so that they can be opened immediately in an emergency".

I recommend amending this paragraph to read "All exit gates should be manned at all times while the ground is used by the public and be capable of being opened immediately, from inside, by anyone in an emergency";

3.112 It is not sufficient to have adequate and suitable exit facilities, unless an indication is given to spectators as to where they are. We endorse paragraph 6.6 of the Green Guide that an indication of where the exits are, should be given by way of sign or other direction.

3.113 In addition to the recommendation that exit doors should not be locked, I also endorse the view that exit doors should open outwards only. There have been disasters in public places where the crush of people inside has prevented doors, which will only open inwards, from being opened at all. See Green Guide paragraph 6.14.

3.114 The position of the stewards needs to be reconsidered. The safety certificate issued by the West Yorkshire Metropolitan County Council, in respect of Leeds United Football Ground, says inter alia:-

"The holder shall ensure the attendance at a specified activity, of stewards in the following numbers and with the following duties, that is to say:-

- (a) 22 stewards to man such exit doors and gate, as are not open continuously while the stadium is in use for the specified activity;
- (b) 50 stewards to control and direct spectators within the stadium and to patrol the stadium and deal with any emergency including raising the alarm and extinguishing fires; Provided that such numbers may from time to time be varied as directed by the police. Such stewards shall be required by the local authority and the police and shall be identifiable by dress and distributed (subject to any direction of the police) in such a manner as to discharge competently the functions specified above."

3.115 In addition the safety certificate requires the stewards to be properly trained to deal with an emergency. The certificate reads as follows:

"Written instructions approved by the local authority and the police about the action to be taken in case of emergency shall be readily available to all staff and stewards at all times, and in particular each member of staff and steward shall receive a personal copy of such instructions.

All members of staff and all stewards shall in the month of July in every year receive practical instruction and training appropriate to their responsibilities in case of emergency. Exercises for all staff and stewards shall be carried out regularly to ensure the smooth operation of procedures for dealing with an emergency. All members of staff and stewards shall receive refresher training once at least in the months of October and January in every year. All training instructions and exercises shall be carried out by a competent person".

3.116 It has to be remembered that the prime responsibility for the arrangement of affairs at the ground lies with the football club. To that end they should ensure that the stewards, particularly those that have to deal with what may be regarded as trouble spots, like manning doors, where there is a risk of unauthorised entry, are of a great deal more robust nature than some of those who are currently employed at football grounds. A number tend to be elderly and loyal servants of the club, who come along for an afternoon to see their old friends and watch a bit of football, others are young boys.

3.117 I am conscious that there are financial restraints on football clubs, but it is of vital importance that stewards should not regard themselves, nor should they be regarded, simply like usherettes at a cinema, showing people to their seats. They should have a real responsibility in regard to the safety of spectators at grounds. To that end I recommend that the Green Guide should contain a provision, in relation to stewards :

- (1) that they should be trained and instructed to deal with any emergency relating to fire or evacuation;
- (2) that they should be given written instructions about the action to be taken in cases of emergency;
- (3) that they should receive practical instruction and training appropriate to their responsibility;
- (4) that no one should be employed as a steward unless they have been so instructed and trained; and
- (5) that they should be adequate in number, physically and mentally capable of performing their duties, effectively deployed, efficiently supervised and readily identifiable.

The Club

3.118 There were two causes of this fire and the resultant casualties; the presence of litter under the seating, and the absence of sufficient exits.

3.119 There was some evidence that steps had been taken to keep the stands free from litter and to extract litter from voids when kick-boards were replaced. The fact remains that there were appreciable quantities of litter in the voids. With the construction of flooring as it was at Bradford, that was almost inevitable. To remedy the situation would have required greater expenditure of money and resources than was available to the Club.

3.120 The financial position of the club in 1983 was that it had debts in excess of £400,000. In order to retain its position in the League, who were anxious to reduce the number from 92 to 80, Mr Heginbotham said he had to persuade a number of those on the Management Committee of the Football League to ensure that League football was not taken away from Bradford.

3.121 The condition of remaining in the League was that the 1983 Company had to meet a large number of financial conditions. They had to pay the Football League debt, and the debt to the bank in full. The creditors of the old company had to be paid 60%. There was a potential loss of £100,000 in the first year of operation. There was a heavy emphasis on activities to raise the revenue from other sources, in addition to the gates, and a very low priority was given to additional expenditure.

3.122 The first priority of the Club was to ensure that it was financially viable within its own finances. Any work or improvement or alteration was wholly related to finances that were available. The letter from the Health & Safety Executive in June, 1981 was addressed to the old Club and Mr Heginbotham was unaware of it. He did not see the letter of 18 July 1984 until the Monday following the fire. The reason was explained by Mr Newman, the Secretary. He was visited by Mr Shaw in July 1984. He received the letter of 18 July 1984 through the Receiver, who was handling the affairs of the club. He showed the letter to Mr Tordoff, who was the Vice-Chairman. There was a Board meeting on 7 August, at which Mr Heginbotham was present; Mr Tordoff was away.

3.123 Mr Newman had with him, at the Board meeting, the letters of 11 July and 18 July. They were stapled together. The letter of 11 July was referred to but not the letter of 18 July. It was then put in a file marked "Football Ground Improvement Trust".

3.124 Mr Tordoff saw the letter of 18 July at the time. It referred to rubbish in the voids. He understood that to refer to some surface rubbish in the stand, on the seats, or the surface of the floor-boards, and not underneath the floor-boards. He said "We must have the area swept there". Likewise Mr Tordoff did not consider the question of evacuation in 2½ minutes. He had seen the stand evacuated with no problems at all, in very short periods of time, after matches had finished. He considered that the 2½ minutes was really a matter for the future.

3.125 Mr Heginbotham said that even if he had seen the letter of 18 July, he would not have taken any action, because he regarded it as a reference to a standard which a designated club should achieve. It occurred during the closed season. Shortly before there had been a religious meeting and he thought the system of clearing the litter was perfectly satisfactory.

3.126 He was aware of litter being able to accumulate when kick-boards were knocked off, but he said it would have been a major task, almost a dismantling of the stand, to have removed litter that was likely to have gone under broken kick-boards. He accepted that it should not have been there, but said that the cost would have been considerable and it would have been a major task. The stand had been there for 75 years. By an irony it was the second last game before the timber flooring would have been replaced by concrete. That work would have started on the following Monday.

3.127 The problem facing Mr Heginbotham and his Board of Directors was a problem facing a great number of directors of clubs in the Third and Fourth Divisions. That was the problem of finance. It is, however, a problem that cannot simply be dismissed on that account, because the public are entitled to expect that sports grounds will be reasonably safe.

Perimeter Fence

3.128 A number of witnesses pointed out that if there had been closed perimeter fences at Bradford, the casualties would have been on a substantially higher scale. That is undoubtedly true. It is undesirable that there should be closed perimeter fences where there is risk of fire. However, perimeter fences exist in front of non-combustible stands, where there is always a risk of a bomb-hoax or some form of riot necessitating emergency evacuation.

3.129 Most of the perimeter fences I have seen have a facility enabling them to be opened. The usual reason is to allow the press of people, who have been pushed against the fence, to be let out to reduce the crush, to rescue innocent spectators who want to get out or to enable police to enter to control or arrest spectators.

3.130 Clearly, the perimeter fences need to have gates in them and the facility for immediate opening in an emergency. The local authority will have to decide, in respect of each ground, whether a perimeter fence can properly be put up, if there be not one now, and in those cases where there are perimeter fences, to ensure that there are sufficient and adequate means of exit, including exits through the perimeter fence itself. Paragraph 7.9.1 of the Green Guide applies.

The Future

3.131 How then can such a disaster be prevented in the future? As I indicated in paragraph 2.26, the construction of this wooden stand, the fact that it was a wooden stand and the inadequacy of the exits were the causes of the fire and resultant casualties.

3.132 I would like totally to prohibit permanent wooden stands (including those made from combustible materials) and I recommend that the building of new permanent stands of combustible materials be prohibited as a general rule. I recognise, however, that there are a very large number of them in existence and that to forbid their use would be a draconian step to take. I would seek to avoid taking this step if reasonable measures to protect the public could be taken as an alternative.

3.133 I was told it is not economic or practical to treat stands with fire resistant substance and also that it may give a false sense of security if it is done and not renewed.

3.134 The difficulty is this: although there are a large number of wooden stands at sports grounds, they are not necessarily particularly large in size. Thus, a sports ground may comprise only a wooden stand, from which exits are inadequate. It matters not, whether the ground is capable of holding 20,000, 2,000 or 200. If there is a stand for 200 people, which is likely to suffer the same fate as the Bradford stand, the danger is as great even if there is no other accommodation at that sports ground.

3.135 It is clear that while paragraph 10.6 of the Green Guide (namely that every effort should be made to reduce the hazard caused from the accumulation of waste paper) is a sensible recommendation, in practice, floor-boards are going to get damaged, gaps are going to appear and debris is going to be dropped. Given the problem of supervision at a number of clubs, it is not practicable to prevent this.

3.136 Thus, if wooden stands remain, there is going to be a continuing risk of fire from the accidental dropping of a match through gaps in the floor-boards onto litter which has accumulated below. But the fact that there is a risk of fire does not necessitate the immediate prohibition on the use of wooden stands. Many private and public premises are similarly made of wood or other combustible material. What is necessary, and very important, is that even if there is a risk of fire, the risk of danger to life caused by that fire, should be eliminated.

3.137 The fire service view seems to be, that as a general rule, wooden stands should be replaced by non-combustible stands. They are equally of the view, that provided adequate exits are available, they will, for the time being at any rate, be not unwilling to sanction the continued use of wooden stands.

3.138 The provision and maintenance of suitable and adequate exits is the main means of escape and I recommend that suitable and adequate exits shall be provided in all sports grounds.
 There are other fire precautions which I have already outlined in the course of this report: they are good housekeeping: the provision for proper warning of fire; the provision of fire fighting equipment; the training of stewards; appropriate evacuation procedures and adequate communication arrangements.

3.139 The Home Office has already asked chief fire officers to visit all sports stadia in their areas. I understand that the results of those visits are already known. It is thus possible, so far as fire is concerned, for the Fire Authority to determine what is necessary to ensure safety in wooden stands.

3.140 It is, therefore, not necessary to extend the scope of the Safety of Sports Grounds Act 1975 by designating every sports club who happens to have a wooden stand. It will be appreciated that there are other matters of safety, apart from fire. But having regard to what happened at Bradford, I believe there is urgent necessity for dealing with the fire problem.

3.141 There is clear evidence that the risk of a lighted match remaining alight after being dropped is quite high. The risk thereafter, to wooden stands, from that lighted match setting fire to debris which has not been cleared is also quite high. I recommend that no smoking should take place in combustible stands, that this should be a condition of entry to the ground and that signs to that effect should be prominently displayed.

3.142 I recommend that the Fire Authorities should identify and visit all sports grounds in their areas and should prohibit or restrict the use of any stands, which in their view constitute a risk to spectators, because of the inadequacy of the fire precautions. I am sure clubs will behave responsibly and voluntarily agree to the recommendations of the Fire Authorities. If they do not, it may be necessary for additional powers to be provided. It is worth noting that in the years 1977 to 1983 in the UK alone there were no fewer than 86 fires in grandstands, and in 1983 there were 200 fires elsewhere in sports grounds.

3.143 I recognise that there may be some clubs to whom this will be a death knell. However, in the light of the events at Bradford, I must put the safety of the public above the interests of the club. I do recognise the part that local clubs play in the affairs of the community. Over 180,000 people enjoyed watching football at Valley Parade in the 1984/85 Season, but like other places, to which the public are admitted, such as shops, offices, hotels, theatres and cinemas, a reasonable standard of safety is necessary.

3.144 Wooden stands are found, not only at Association Football grounds, but also at Cricket grounds, Rugby League grounds, Rugby Union grounds, at Speedway and Athletics grounds and Race tracks and courses. You have indicated that you are to designate grounds in the Third and Fourth Divisions of the Football League. There is no logic in not designating all other sports grounds which are capable of holding a number of spectators. There is, for instance, no reason to believe that a football ground of a club outside the League is any safer than one within the League. Indeed, it is likely to be much less safe. Other sports must be treated in the same way.

3.145 To that end I am minded to recommend that the designation in the Safety of Sports Ground Act 1975 should be amended in two ways. Firstly that you should exercise your power to designate all sports grounds, whatever their size. This will enable you to control simply the safety of sport grounds. Secondly sports grounds should include indoor as well as outdoor activities.