

**ELIMINATING RACISM FROM FOOTBALL**

A report by the Football Task Force

Submitted to the Minister for Sport on Monday 30 March 1998

## Executive Summary

Football's power to unite surpasses that of any other sport - but so does its power to divide.

The game commands the hearts and minds of millions. There is no more powerful vehicle to take to young people a positive message of tolerance and respect.

But football can also be a focal point for racism and xenophobia.

Racism is not a problem of football's making. It is society's problem. Yet it is an issue the game cannot afford to sideline. It presents it with responsibilities - and new opportunities.

The game's ruling bodies - and clubs and players as its ambassadors - have a responsibility to protect and promote its image as the game that unites the world. They must act wherever necessary to ensure people can watch and play free from prejudice and abuse.

They also have an opportunity to make a positive contribution to creating a better society.

The Football Association understands football's unique potential to communicate - and is using it. It is working with teachers' representatives in taking an anti-racism message to tens of thousands of children in schools across England.

For a game often accused of taking more than it gives, the value of work by football to 'put something back into society' cannot be overstated.

So racism must always be a mainstream concern for football. Yet commitment to tackling it - and by extension encouraging more people to watch and play - is not universal.

Tackling racism is seen in some quarters of the English game as a fringe issue. A County Football Association has told the Task Force it has 'far more pressing matters to attend to'.

It is to English football's detriment that such attitudes remain. The facts show there is still a problem to be addressed. There are also compelling reasons why we all should sign up to do something about it:

- **Tackling racism in football is first and foremost a moral issue** - it is a basic right to be able to play and watch the game free from the threat of abuse.

*Fact: Young black and Asian players in England still encounter unacceptable levels of racist abuse on and off the pitch.*

- **It is about the quality of English football** - country and clubs need to draw on the talents of the whole community: the more players the national team manager can choose from, the stronger England's chances of success.

*Fact: An Asian player has still to break into top-flight football even though the Asian community makes up 3.5 per cent of the population (1.7m people).*

- **And about the financial health of English clubs** –clubs which draw support from all sections of the community can increase crowds and revenue. By tackling racism, clubs create a more welcoming, family atmosphere at matches.

*Fact: ‘Non-white’ people make up 7.3 per cent of England’s population – 3.5 million people - but just one per cent of Premier League crowds. As long as black and Asian fans do not have confidence that they can attend matches and be treated with respect, clubs will continue to miss out on a big market.*

Encouraging steps have been taken over recent years - notably the development of the *Kick It Out* campaign, the growth of club-based anti-racism initiatives and educational work in schools - but more can and should be done.

Until now, efforts have concentrated on confronting racist abuse in the stands. Football deserves credit for this work, but now is the time to take it forward and show renewed resolve to root out racism from all levels of the game.

The Football Task Force has undertaken a thorough study of the nature and extent of the problem of racism in English football. It has taken soundings from all corners of the football community and also from representatives of the black and Asian communities.

This report is the outcome of that consultation.

It acknowledges that racism is still a deep-seated problem in English football. Commitment to tackle it must extend from the game’s grassroots to the bootrooms and boardrooms of its professional clubs. It focuses on key questions that must be addressed:

- **Why are there no top flight Asian professional footballers when there is huge enthusiasm for the game amongst Asian children?**
- **Why do so few Asian people go to matches in England - even in cities where there is a large Asian population?**
- **Why is the number of black spectators decreasing at a time when more black players are succeeding at the highest level of the game?**
- **Why are so few black and Asian people employed in non-playing positions at football clubs and in administrative positions within the game?**
- **Why are there so few black and Asian referees and coaches?**
- **Why is there no black or Asian representation on the FA Council?**

The answer is a practical strategy to tackle racism and make football more representative of the country as a whole. The aim is simple: to help put football on a firm footing as it enters the new Millennium.

Separate sections of the report are devoted to playing and watching football. A variety of measures are proposed in each but they are united by a common theme: **zero tolerance of racism in all its forms in all aspects of the**

**game.**

A summary of these measures follows:

### **Playing the game: eliminating racism**

*The Football Association should:*

- **issue new guidance to referees to make clear that an immediate red card should be shown to players making any racist comments on the field of play;**
- **amend FA disciplinary rules to recognise racist abuse on and off the pitch as a distinct offence punishable by separate and severe disciplinary measures;**
  - **instruct County FA disciplinary committees that incidents of racism on the field of play should be punishable by severe penalties;**
  - **require County FAs to sign up to an anti-racism charter and pledge positive action to encourage wider participation in all aspects the game;**
  - **establish a unit to monitor the implementation of the charter and to which all FA-affiliated teams can report suspected breaches of its provisions.**

*Local authorities should:*

- **exclude local football clubs with a record of involvement in racist incidents from council-owned playing facilities.**

*The Professional Footballers Association and League Managers Association should:*

- **recommend inserting an anti-racism pledge in players' and managers' contracts with breaches incurring severe sanctions (fines or dismissal).**

### **Playing the game: encouraging wider participation**

*Local authorities should:*

- **promote special community coaching schemes with the specific aim of encouraging wider participation in football from all sections of the community.**

*The Government should:*

- **make efforts to ensure all schoolchildren - particularly those in inner city schools - have access to playing fields (preferably grass) on a regular basis.**

*Professional football clubs and Conference clubs should:*

- **review scouting activities to ensure teams from all sections of the local community are regularly watched.**

*The Football Association should:*

- set targets for increasing the number of black and Asian qualified FA coaches and referees; and take positive action to meet those targets.

### **Watching the game: eliminating racism**

#### *The Government should:*

- amend the Football Offences Act to make racist abuse by individual spectators at football matches a criminal offence.

#### *The Football Trust (and bodies awarding grant-aid to football clubs) should:*

- require recipients of grant-aid to implement the nine-point plan of the *Kick It Out* campaign on a regular and on-going basis (*appendix 1*).

#### *The FA Premier League and Football League should:*

- prepare written guidance for members clubs on action to counter racism.

#### *All professional clubs and Conference clubs should*

- amend ground regulations to recognise racist abuse as a separate offence - distinct from the use of foul language - and set out the penalties involved;
- set up a confidential freephone 'hotline' through which supporters can report incidents of racist abuse to club officials;
- implement measures in the *Kick It Out* campaign on a regular basis, including the broadcasting of a clear anti-racism message prior to kick-off of all home games.

*The Football Association, Football Licensing Authority and Football Safety Officers Association should:*

- ensure football stewards are trained to deal with incidents of racism at football matches as part of a mandatory NVQ or equivalent qualification;
- agree a simple procedure to deal with incidents of racism at football matches to be made standard at all grounds in England.

### **Watching the game: encouraging wider participation**

*All administrative organisations in football should:*

- adopt a comprehensive written equal opportunities policy to cover the recruitment and treatment of all staff.

*Professional clubs and Conference clubs should:*

- adopt a comprehensive written equal opportunities policy to cover the recruitment and treatment of non-playing staff;
- form partnerships with local organisations - supporters groups, local authorities, community groups and police - to market the club to a wider audience;
- use innovative ticketing schemes to reach sections of the community not currently attending matches;
- offer club facilities for community events and encourage players to visit school

### **Wider aspects of the game**

*The Football Association should:*

- ensure that the FA Council - and county FA councils - are more representative of the game and of the communities they serve;
- require all work to tackle racism in football to be co-ordinated under the banner of the *Kick It Out* campaign;
- create a Charter Mark to be awarded to clubs and football organisations making substantial efforts to tackle racism and encourage wider participation.

*The Government should:*

- set a clear time-table for any future work which arises out of this report and carry out a follow-up report to determine progress.

## **1. About the Football Task Force**

1.1 At the 1997 General Election, the Labour Party promised to constitute a 'Task Force for football to tackle the problems of the game'. For the first time, English football's stakeholders

– supporters, clubs, players and administrators – would be brought round the same table and asked to advise the Government.

1.2 After the Election, the new Government acted swiftly in fulfilling this pledge. In July 1997, Minister for Sport Tony Banks MP set up the Football Task Force under the Chairmanship of David Mellor. It was asked to address a series of key issues and make practical and balanced recommendations to the Government (*appendix 2*).

1.3 To facilitate this work, a two-tier working arrangement was put in place. All interests in English football are represented at a senior level on the main body of the Task Force. A Working Group was also set up - with members drawn from a variety of areas in the game - to gather information and views from throughout football, examine them and draw up draft recommendations for the main group to consider.

1.4 Before reaching conclusions, the Task Force is consulting widely. In January, it set out on a programme of regional visits to secure the views of supporters and organisations involved in all aspects of football. This programme of visits is the largest consultation exercise in football ever carried out in this country. Its purpose is simple: to enable the Task Force to bring forward proposals that take account of the range of opinion in the game and command the support of all.

## 2. About this report

2.1 The Government asked the Football Task Force to take a thorough look at the problem of racism in football and how to encourage wider participation amongst all sections of the community. It set a challenging remit, including playing and watching the game from pub leagues to the Premiership. Specifically, the Task Force was asked:

*‘to make recommendations on appropriate measures to eliminate racism from football and encourage wider participation by ethnic minorities, both in playing and spectating’.*

2.2 Racism is the belief in the superiority of one race or group of people above another and prejudicial activity based on that belief. It is commonly manifested as abusive or violent behaviour or as discrimination in the field of employment.

2.3 Racism is illegal. All sections of society are subject to the provisions of anti-discrimination and criminal law. Football is no different. The game has a responsibility to ensure its affairs are conducted in accordance with the law and to take any additional steps that may be necessary to keep itself free from racism in all its forms.

2.4 The Task Force has sought views and advice from all corners of football and the wider community on the further steps the game needs to take to achieve this aim. Those consulted include:

- *The Football Association*
- *County Football Associations*
- *the FA Premier League and Football League*
- *players’ representatives*
- *professional football clubs*
- *amateur football clubs*
- *organisations involved in crowd stewarding and football safety*
- *national and community-based anti-racism schemes*
- *supporters groups (including a group of black football supporters)*
- *community schemes*
- *local authorities*
- *leading academics*
- *schools*

2.5 The Task Force is grateful to all who have given freely of their time, energy and ideas in helping it identify problems and solutions (*appendix 3*). We have heard of excellent initiatives across the country to tackle racism in football and point to those examples of good practice throughout this report. We hope they will be implemented on a wider basis.

2.6 However, in the course of this inquiry, the Task Force has been made aware of serious issues which must be addressed:

- *Why are there so few Asian professional footballers but many young Asian players in local and schools football?*
- *Why do so few Asian people go to watch matches at English football grounds - even in the cities with large ethnic minority populations?*
- *Why is the number of black spectators in decline at a time when more black players than ever before are succeeding in at the highest level of the game?*



- *Why are so few black and Asian people employed in non-playing positions at football clubs and in administrative positions within the game?*
- *Why are there so few black and Asian referees and coaches?*
- *Why are there no representatives from ethnic minority communities on the FA Council and few on the committees of County FAs?*

2.7 This report seeks to provide the answers. The following points summarise the thinking that has informed the Task Force's approach to this inquiry:

- **racism in junior and parks football is a pressing problem but there is a lack of concerted action being taken to address it;**
- **racism in professional football is not only to be addressed on the terraces but also throughout the playing and administrative side of football clubs;**
- **good work has been done to eliminate the worst manifestations of racism from professional football but it is only a start;**
- **there is consensus among football's leading bodies on the way ahead and a belief that change should come from within the game.**

2.8 The report's recommendations are intended to be far-reaching by focusing on the grassroots of the game. The test is the extent to which they help the game to reach out to a wider audience and become more representative of the country. Tackling racism in football is first and foremost about building a decent and fair society, but there are sound commercial and footballing reasons why everybody should have an interest in its success.

### 3. Setting the scene

3.1 Football's appeal crosses all divides – religious, cultural, national and continental – and knows no bounds. Its power to unite is a unique and abiding strength.

3.2 But this power to unite is countered by a power to divide. Football can be a focal point for racism and xenophobia - not just in this country but all over the world. That is why the game's ruling bodies – and by extension clubs and players as its ambassadors - have a responsibility to protect and promote football's unique position as the game that unites the world. This means taking steps to free it from intolerance and prejudice.

3.3 Sir Herman Ouseley, the Chairman of the Commission for Racial Equality and a member of the main body of the Task Force, spoke powerfully to the group about how football can exclude. He argued that the game is so intrinsic to national life in this country that many who do not feel able to take part as supporters and players can be left with a greater sense of exclusion from society.

3.4 Racism is not a problem of football's making, but, because of the game's popularity, it has a disproportionate effect on it compared to other sports and walks of life. Yet other sports are not immune: all sporting governing bodies can learn from football's commitment to tackling racism and encouraging wider participation.

3.5 Football has a responsibility to confront prejudice and intolerance wherever it appears,

but tackling racism also represents an opportunity for the game to make a positive contribution to national life.

3.6 Football commands the hearts and minds of millions of people. It is a powerful vehicle to take a message of tolerance and respect to society as a whole. For a game often accused of taking more than it gives, positive work by football to promote a message of tolerance and inclusiveness – particularly amongst young people - is one of the best ways it can work to ‘put something back into society’.

3.7 The Football Association understands this. It is using football’s potential to create a better society by working in partnership with the National Union of Teachers on an anti-racism competition involving 25,000 schools in England. Individual football clubs are also working hard in their local communities using football’s power to educate. West Bromwich Albion’s community scheme has launched an initiative called *We All Stand Together*. The club’s community officers work with Sandwell, Birmingham and Dudley education authorities in taking an anti-racism message to local schoolchildren. They have identified football as a vehicle to gain children’s interest and attention and have developed a *Learning Through Football* primary education package available in a number of ethnic languages. A secondary education package is being developed in conjunction with local teachers which will be compatible with the National Curriculum. When completed, the intention is to make it available free of charge to all schools in the UK.

3.8 Yet, despite all the good work, commitment to tackling racism in English football - and thereby encourage wider participation by the whole community - is not universal. It is still seen in some quarters of the English game as a fringe issue. An official from a County Football Association - covering a part of the country with a large ethnic minority population - told the Task Force his organisation had ‘far more pressing matters to attend to’.

3.9 There are compelling reasons why everybody who cares about the future of English football must see racism as a mainstream concern:

- **Tackling racism in football is first and foremost a moral issue**

It is a basic right to be able to play and watch the game free from the threat of prejudice and abuse.

- **It is also about the strength and quality of English football**

Country and clubs need to be able to draw on the widest base of home-grown talent from all sections of the community to stand the best chance of success. The more players the national team manager can choose from, the stronger England’s chance of success on the world stage.

- **It is about the financial health and stability of the game**

Football clubs with support spread through all sections of the community can boost crowds and maintain stable finances. The game’s current popularity may not last indefinitely: clubs should capitalise on its high-profile to bring in the next generation of supporters.

- **And about creating the right atmosphere inside our grounds**

Football is a family occasion. Racist abuse spoils this and discourages parents from taking children to matches. Clubs have a responsibility to ensure families can get behind their team in a positive environment without being exposed to unacceptable behaviour.

3.10 It is only in the 1990s that the football authorities and clubs have accepted that racism is a serious problem that must be addressed for the good of the game.

3.11 In the 1970s and 1980s, racism was rife at certain English football grounds. Racist chanting and abuse was common; bananas were thrown from stands and terraces at black players; and football clubs were targeted by far right groups for the dissemination of racist literature. The national team in particular became associated with a far right following. Home games at Wembley were marred by abuse of black English players.

3.12 At that time, the problem of racism became overtaken by a more general problem with anti-social behaviour and violence at football matches. Football authorities and clubs were rightly preoccupied with making grounds safe again, but it is possible that the problem of racism was sidelined as a result.

3.13 Since then, English football has come a long way in a short time. Supporters at different clubs successfully challenged unacceptable behaviour and brought the issue of racism up the agenda. English football has responded by showing a new willingness to tackle racism and put its house in order.

### ***Kick It Out***

3.14 In 1993, the Commission for Racial Equality (CRE) launched *Let's Kick Racism Out Of Football* in partnership with the Professional Footballers' Association (PFA). Clubs were asked to sign up to a nine-point voluntary code of anti-racism activity (*appendix 1*). The founder organisations encouraged The Football Association, the FA Premier League, the Football League and the Football Trust to join and received a positive response. This led to the formation of the Action Group Against Racism and Intimidation (AGARI) and more recently to *Kick It Out* - football's independent anti-racism campaign. The CRE, PFA, FA, FA Premier League and Football Trust are the campaign's major financial backers with support coming from a range of other organisations. *Kick It Out's* has the ability to act independently but all major organisations in football take part ownership of its work.

3.15 *Kick It Out* is going from strength to strength. 91 of the 92 professional clubs have joined the campaign and work continues with clubs on implementing effective anti-racism strategies. However, the group's work has moved on to include developing partnerships at a national and local level to counter racism in all levels of the game, but particularly in grassroots and non-league football. In February, it launched the South London Partnership Against Racism bringing together professional clubs (Crystal Palace, Charlton Athletic and Millwall), local authorities, supporters groups, the Martin Shaw King Trust and the Metropolitan Police. It has already resulted in new strategies to counter racism and encourage participation in the game amongst all communities in South London.

3.16 *Kick It Out* has shown what can be achieved when football joins forces to work towards a common aim. It is football's flagship anti-racism initiative. However, there have been other notable achievements over recent years:

- **Growth of supporter-led schemes**

Supporters' groups have initiated campaigns to root out racism - some with strong backing from clubs. These include:

*Charlton Athletic ('Red, White & Black at the Valley')*

*Sheffield United ('Football Unites, Racism Divides')*

*Derby County ('Rams Against Racism')*  
*Northampton Town ('Respect is the Name of the Game')*  
*Leeds United ('Leeds Fans United Against Racism')*  
*Leicester City ('Foxes Against Racism')*

- **Action by clubs**

Many football clubs are working hard to counter racism. Encouragingly, those with past problems - including Millwall, Everton and Barnsley - are among the more active. Clubs such as Leicester City, Charlton Athletic and Northampton Town are leading the way in ensuring all sections of the local community are welcome at matches. Arsenal now has significantly more black and Asian fans than any other Premiership club.

- **Action by players**

The Professional Footballers Association has donated over £122,000 to anti-racism initiatives from its Education Fund since 1994. It has spent a further £11,000 on anti-racism adverts in match day programmes, national magazines and local press. The PFA logo has recently been changed to reflect the organisation's commitment to combating racism in the game. Many players have given time to attend anti-racism events, visit schools and contribute to anti-racism initiatives.

- **Legislative measures**

The creation of an offence of racist 'chanting' at football grounds in the Football Offences Act 1991 signalled a new hard-line determination to tackle racism in football. Few successful prosecutions have been brought under Section 3(1) of the Act, but it has served to send a strong message that racism will not be tolerated.

- **Growth of community-based schemes and work by local authorities**

The PFA's Football Club and Community Programme was launched 12 years ago. One of its specific aims is to encourage involvement of ethnic minority communities in club activities. Now, 'Football in the Community' schemes are in place at almost all professional clubs, performing valuable out-reach work. Local authority-led schemes – such as the *Leicester Asian Sports Initiative* and Sheffield's *Streetwise* scheme – are succeeding in bringing young Asian players into the game.

- **High-profile educational initiatives**

The *Show Racism the Red Card* campaign and the Arc Theatres Ensemble - with its anti-racism plays *Kicking Out* and *Ooh Aah Showab Khan* - are carrying out valuable work in schools. The National Union of Teachers and the FA have joined forces by inviting 25,000 schools to take part in a national competition. Students are invited to produce a piece of work on an anti-racism theme. The competition was launched by Prime Minister Tony Blair and Glenn Hoddle in December 1997 and is sponsored by Canon. It is the biggest competition of its kind ever carried out.

3.17 These initiatives have succeeded in promoting a new climate at football grounds. Racist chanting is less common, though it has not disappeared altogether. Long-term benefits will be reaped from football's work to take a message of tolerance and respect to a new generation of supporters. We can be proud that other countries are looking to England to emulate our achievements.

3.18 A theory that still has currency in some quarters of the English game - that highlighting the problem of racism in football serves only to exacerbate it - has been disproved by the encouraging progress made in recent years.

3.19 Yet there is no room for complacency. Commitment to *Kick It Out* amongst professional clubs (as opposed to signing up) is mixed and implementation of its measures patchy. A study by Middlesex University's Centre for Research in Industrial and Commercial Law into the campaign published in September 1997 concluded: "In the other urban centres (outside London) the response to the *Kick It Out* campaign has been disappointing."

3.20 There is a danger that, because the most visible manifestations of racism in football have diminished, it will be claimed the game has done enough and is rid of the problem. The Football Task Force rejects this. Racism in football extends beyond the terraces. The commitment to tackle it must cover parks pitches, clubhouses and committee rooms all over the country and the bootrooms and boardrooms of professional clubs.

3.21 The need to continue to work for greater racial equality in football is borne out by these stark facts:

- *An Asian player has yet to break through into top-flight football despite the fact that the Asian community makes up 3.5 per cent of the English population (1.7 million people)*  
[source: House of Common Library]
- *Black players are well established in the English game but hold few management, coaching or senior administrative positions*
- *There is no ethnic minority representation on the FA council - the ultimate policy-making forum for the English game*
- *Black and Asian people make up one per cent of crowds at Premier League games but 7.3 per cent of the English population*  
[source: Sir Norman Chester Centre for Football Research]
- *Few black and Asian people are employed on the non-playing staff of football clubs*

3.22 There are substantial problems to be overcome at every level of the game. The Football Task Force does not believe legislative action represents the best way forward. Football has shown it is capable of taking action from within. It is time for it to show renewed resolve to put its house in order from bottom to top.

## 4. Playing the game

4.1 Tackling racism is the key to encouraging more black and Asian children to play football. And, as the number of black and Asian players increases, behaviour of a racist character will be increasingly marginalised.

4.2 The following section deals separately with eliminating racism from grassroots football and encouraging wider participation. Different recommendations are made in each section but measures to tackle racism will help encourage wider participation and vice versa.

### (a) Playing the game: eliminating racism

4(a)1 Submissions to the Task Force on eliminating racism from grassroots football – and youth football in particular – have focused on two key questions:

- *Why do so few Asian children progress through football's traditional structures?*
- *Do black and Asian players give up the game in disproportionate numbers compared with other players and, if so, why?*

4(a)2 The answers are not straightforward, but it is a fact that young Asian and black players have to deal with a problem that does not affect other players: *racist abuse and violence - and the fear of it - on and off the pitch.*

4(a)3 The threat of racism is a powerful deterrent to black and Asian people - and particularly young people - playing organised football. It can have a detrimental effect on a player's performance and persuade some to give up the game altogether.

4(a)4 Ian Wright has spoken of his experience as a player in a South London Sunday league in the 70s and 80s:

*"I was playing in a predominantly black team and we got a lot of abuse from opposing teams. I think that sort of abuse put a lot of black players off from playing football."*

(One-All magazine)

4(a)5 Have things changed for the better since Ian Wright played Sunday football? The Task Force has concluded that much less progress has been made in tackling racism in parks football than in the professional arena. Similar complaints are made today by people playing in leagues across the country.

4(a)6 The Task Force heard disturbing accounts of racism directed at young players from local clubs based in the Midlands. It was claimed that problems were not confined to abusive comments on the field of play, but extended to the handling of incidents by match officials and of formal complaints made to local football authorities.

4(a)7 The clubs concerned told the Task Force of hostile behaviour of a racist character directed towards young players from opposing players, parents on the sidelines and, in one case, a referee. Formal complaints had been made to the relevant County Football Association but no action had been taken against the clubs or the individuals concerned.

4(a)8 At a one-day conference at Old Trafford in January 1998 organised by The Group of the Party of European Socialists – *Tackling Racism in Football Across Europe* – delegates made similar complaints about County FAs in other parts of the country. A club based in North West London - which has many black players - has recently made a formal complaint to the FA. It claims young black players have been subjected to serious abuse and violence of a racist character on the field of play but that referees have failed to take action against offenders and that subsequent complaints have been dismissed by the County FA.

4(a)9 The *Asians Can't Play Football* report - a seminal study into the reasons for the lack of involvement of Asian people in football - paints a similar picture. It found that racist abuse is still common in parks football: 65 per cent of Asian players surveyed claim regularly to have encountered racism whilst playing organised football. The report concludes that fear of abuse or attack deters young Asian players from taking up the game. Their perception is that officials and administrators in grassroots football 'turn a blind eye' to racism:

*'Although two-thirds of Asian footballers claim to be subjected to regular forms of racism - an extraordinarily high level of abuse - what is most disturbing is the common perception amongst our respondents that referees and league management committees still offer them little or no protection.'*

(Asians Can't Play Football, p.27)

4(a)10 It is argued that the significant achievements of the *Kick It Out* campaign in the professional arena have yet to be seen at a local level. This is no reflection on the effectiveness of the work of *Kick It Out*, but possibly a consequence of the limited resources of the campaign.

4(a)11 The Football Task Force believes there should be zero tolerance of racism on and off the football pitch. The game's authorities have a duty of care to all players and should be seen to make every effort to protect them from unacceptable behaviour. All players must be made aware that racist abuse will result in severe sanctions.

4(a)12 Tackling racism in grassroots football means cracking down on racist abuse on the pitch. It also means giving all players confidence in the administrative and disciplinary process. Incidents reported by match officials - and complaints made by clubs - must be taken seriously by administrators at all levels of the game and appropriate action taken against offending clubs and players.

### **Racism – a red card offence**

4(a)13 Zero tolerance of racism starts on the pitch. Law 12 - Sending Off Offences - states that 'offensive, insulting or abusive language' warrants an immediate dismissal. There is evidence that referees interpret the law in different ways, leading to a perception amongst Asian and



black players that some do not include racist comments in this category and see them as part and parcel of the game.

4(a)14 Law 12 does not draw a distinction between the use of foul language and racist comments. If a player says to another '*you cheating bastard*', the comment could be interpreted as offensive, insulting or abusive and a red card shown. If he or she says '*you cheating black bastard*', the player may be shown a red card but, in the eyes of the game, it is no worse an offence. In each case, the referee's report could state that the player was sent off for using 'offensive, insulting or abusive language', but it would not necessarily mention the racist character of the latter incident.

4(a)15 The Football Task Force believes that the latter is a more serious offence. The use of racist comments towards another player should be punishable by a separate set of disciplinary measures. There is strong support for a distinction between the two offences to be enshrined in the Laws of the Game, though the Task Force accepts that securing such a change may be unrealistic in the short-term. The Task Force was pleased to note that Premiership referees have recently been reminded that racist remarks should always be regarded as 'offensive, insulting and abusive' therefore warranting an immediate red card.

## **Recommendations:**

### *The Football Association should:*

- **issue new guidance about Law 12 to all referees to make clear that: a red card should immediately be shown for racist comments of any kind on the field of play; and that the referee's report of the incident must make reference to the racist character of the offence;**
- **amend its disciplinary rules so that racist abuse on and off the pitch and racial discrimination are recognised as a distinct offence punishable by separate disciplinary measures;**
- **ensure County FA disciplinary committees apply severe penalties to clubs and players for offences of a racist character and particularly to repeat offenders;**
- **ensure County FAs include prominent warnings of the new guidance - and the disciplinary penalties involved - on players' registration forms;**
- **approach FIFA to seek a change in the Laws of the Game so that use of racist comments on the field of play is recognised as a distinct offence.**

## **Tackling racism – a statement of intent**

4(a)16 County FAs are responsible for the administration and promotion of the game within a defined geographical area. They have a critical role to play in tackling racism in parks football, yet some are perceived to turn a blind eye to the problem. This perception is damaging the game's reputation amongst black and Asian players. It is vital that the game's authorities command the respect of all players. The onus is on football's administrators to earn that respect.

4(a)17 At a local level, new measures are required to rebuild confidence amongst clubs and individual players that complaints of racism will be taken seriously. County FAs should also be taking steps to promote the game amongst all sections of the community. This work will require strategic direction from a national level, including encouragement to work with local partners. Local authorities have a critical role to play in this process. Many have long-standing experience of equal opportunity issues and would be willing to share that expertise with County FAs.

## **Recommendations:**

### *The Football Association should:*

- **draw up an anti-racism charter for promulgation throughout the game which: (a) condemns racism; (b) promises firm action against offenders; and (c) includes a commitment to encourage wider participation;**
- **require all County FAs to sign the charter (plus the Army, Air Force, Navy, university and schools FAs) and, by extension, affiliated leagues and teams;**
- **establish an independent unit to: (a) monitor the actions of County FAs in implementing**

**the Charter; and (b) act as an independent adjudicator in disputes between clubs and County FAs.**

4(a)18 The unit should have the power to request documentary evidence and take action against organisations failing to implement the charter. Clubs should be able to appeal to the new unit if they felt that complaints of racism to County FAs had been ignored or unfairly dismissed. It would be the responsibility of the panel to investigate complaints and take appropriate action.

4(a)19 Sir John Smith, a member of the Task Force's Working Group, concludes in his report *Football: Its Values, Finances and Reputation*:

*'The Football Association should create a compliance and monitoring unit, the prime responsibility of which would be to oversee the game's integrity and reputation'*  
(para 7.12).

4(a)20 If this recommendation is accepted, the Task Force believes the anti-racism unit should form part of the compliance and monitoring unit. All FA-affiliated clubs should be informed that the new unit has this specific function.

**Racism – no home in the game**

4(a)21 More than three quarters of football pitches in England are council-owned. As landlords for thousands of teams, local authorities have the power to influence the behaviour of their tenants and, by extension, play a positive role in tackling racism in grassroots football.

4(a)22 Hounslow Council was one of the first local authorities to realise this. It has worked in collaboration with the Middlesex Football Association in drafting an anti-racism charter which all local leagues and clubs have been asked to sign. Hounslow's letting agreement with local football clubs was amended to make clear that breaches of the charter can result in the withdrawal of playing facilities.

4(a)23 The success of this system hinges on the close partnership between the local authority and Middlesex FA. The County FA has agreed to inform Hounslow of complaints of racist activity received against affiliated clubs based within the local authority's boundaries. It is council policy to warn offending clubs about future conduct before using the final sanction of withdrawing playing facilities.

4(a)24 Other local authorities in England have adopted this policy. The Task Force believes it should be standard practice in every local authority area in England. It fits well with the measures outlined above as part of a complementary strategy.

4(a)25 It should also be standard practice for all organisations involved in letting football pitches and facilities. Players should be aware racist abuse is unacceptable wherever they play. County FAs have a role to play in encouraging all providers of football pitches within their geographical area to adopt this policy as part of letting agreements.

**Recommendations:**

***Local authorities in England should:***

- **amend letting agreements with all local football clubs to: (a) include a requirement to sign the new FA anti-racism charter; and (b) specify that breaches of the charter can result in exclusion from council-owned pitches and indoor facilities;**
- **display prominent warnings of the new lettings policy in changing rooms and other council facilities.**

*County FAs should:*

- **advise all providers of football pitches and facilities within the geographical boundaries of the association to amend letting agreements with local clubs to: (a) include a requirement to sign the new FA anti-racism charter; and (b) specify that breaches of the charter can result in exclusion from pitches and indoor facilities;**
- **establish a reporting system with local authorities (and other pitch providers) whereby details of all incidents of a racist nature are passed to the relevant officer;**
- **include prominent warnings on players' registration forms that racist abuse of any kind can result in clubs being excluded from pitches.**

4(a)26 This policy depends upon an effective working partnership between County FA and local authority. Many local authorities will be willing to take a close involvement but will need the full co-operation and support of County FAs. It is critical that every opportunity is taken to publicise the new policy through the local media, mailings to clubs and on notices in changing rooms. This will ensure all clubs and players are aware of its provisions and the penalties involved.

*County FAs should:*

- **arrange a meeting with each local authority within their geographical area to agree a strategy and timetable for the implementation of the new policy.**

**Section summary:**

4(a)27 These complementary measures form a practical strategy to tackle racism in grassroots football. They are united by a common theme: zero tolerance of racism in any form. Adoption of the strategy would send a positive message to black and Asian players that the game's authorities want to ensure they are treated with dignity and respect, thereby eroding the perception that they 'turn a blind eye' to racism. Offenders would be left in no doubt that racist behaviour will not be tolerated.

**(b) Playing the game: encouraging wider participation**

4(b)1 It is a myth that young Asian people are not interested in playing football. Research commissioned by the Task Force from the Sir Norman Chester Centre for Football Research into the attitudes of young Asian people towards football found no difference between ethnic groups in the regularity with which they play 11-a-side football.

4(b)2 There is a difference, however, in where they choose to play. Many young Asian players prefer to join Asian leagues and tournaments, partly due to concerns about racist abuse in

established leagues. These concerns are entirely understandable, but it will always be harder for players to make progress in the game if playing outside the traditional structures. The Task Force hopes that the long-term effect of the zero tolerance measures proposed in this report will be to give Asian players more confidence to join established leagues.

4(b)3 In the short-term, however, efforts must be made to encourage more Asian youngsters to take up the game and bridge the gap between Asian football and other leagues. Jas Bains, author of *Asians Can't Play Football*, spoke to the Task Force about the difficulties young Asian players experience in accessing traditional routes into professional football. He argued that Asian youngsters were as passionate about football as other young people but had to fight against harmful pre-conceived views amongst coaches and scouts.

4(b)4 The report's survey of professional clubs provides graphic evidence of the uphill struggle for acceptance facing Asian players. Officials from professional clubs were surveyed as part of the research. An astonishing 69 per cent thought that Asian players were physically inferior to those from other ethnic groups. The report also sought the views of Asian players who had attended trials at professional clubs: 67 per cent felt they were denied the opportunity to do themselves justice. Given these findings, is it surprising that English football has still not produced a single high-profile Asian professional?

4(b)5 It is widely agreed that the emergence of an Asian player in top-flight football would do more than any other development to encourage wider participation in the game amongst the Asian community. Research for the Task Force by the Sir Norman Chester Centre found that 72 per cent of young Indian fans believed that, if Leicester City had an Asian player, significantly more Asian people would attend matches at Filbert Street. But the same young fans believe Asian players are not wanted by English clubs: only 28 per cent felt every top club in England would be delighted to sign an Asian player.

4(b)6 The crude wisdom that still circulates in the world of professional football - that Asian players are physically inferior or culturally unsuited to the game - stands in the way of this crucial break-through. The Task Force heard claims that professional scouts avoid Asian leagues or tournaments. An official from an Asian club in the Midlands told the Task Force how he had asked a representative of a local professional club why they took on so few Asian youngsters. The reply he was given was 'they eat the wrong food'.

4(b)7 Changing such deep-seated views is difficult, but scouts acting on prejudice rather than evidence should be left in no doubt that they are failing their employers and the communities in which they are based. Bradford City is one of the few football clubs in the country to employ an Asian scout and others should consider following this lead.

4(b)8 The Khalsa Football Federation - which organises tournaments across the country every summer - told the Task Force that highly talented young players take part in the annual tournaments but said the Federation lacks the coaching expertise to bring them on. It said the tournaments were not an attempt to stay separate from the mainstream of football but a social event which had grown in popularity over the years. The Federation is keen to build stronger links with professional clubs and has invited scouts to attend the tournaments.

## **Recommendation:**

***Professional clubs and Conference clubs should:***

- **undertake an urgent review of current scouting activities with the aim of ensuring all local junior and schools leagues and tournaments are covered.**

### **Encouraging wider participation: equality of opportunity for all players**

4(b)9           The Task Force believes there is a strong case for making a special effort in the short-term to nurture the talents of young Asian players. In parts of the country, impressive community schemes are in place which are succeeding in bridging the gap between the Asian community and traditional routes into the professional game. The Task Force has heard of schemes in Leicester and Sheffield which could provide a model for adoption on a wider basis.

#### **Case study: Leicester Asian Sports Initiative (LASI)**

4(b)10           This scheme – backed by Leicester City Council - has succeeded in bringing on young Asian players in Leicester who may otherwise have been lost to the game. It works in close co-operation with Leicester City FC's Football in the Community scheme. Coaches are deployed in schools with a high proportion of students from an Asian background. Two Asian coaches are currently employed by the scheme. Young Asian players who have come through the LASI scheme are beginning to break into the youth team at Leicester City.

## Case study: Sheffield *Streetwise* scheme

4(b)11 The *Streetwise* project was set up in 1996 at the initiative of Sheffield City Council with backing from the city's football community (local schools, sports centres, Sheffield & Hallamshire County FA, Sheffield United FC, Sheffield Wednesday FC and South Yorkshire Police). It offers special coaching for all children with an emphasis on children from ethnic minority communities. To date, 324 children have attended *Streetwise* training sessions. 17 of those children have been offered trials at professional clubs in the South Yorkshire area, 13 of whom are from an ethnic minority background. In a submission to the Task Force, project co-ordinator Julie Fimusanmi said *Streetwise* had set up two new teams from players whose previous experience of racist abuse had prevented them joining local leagues.

4(b)12 The success of these schemes depends upon good relations with local schools and, crucially, professional football clubs. *Streetwise's* organisers felt there was a lack of planned and structured commitment from the professional clubs to encourage participation by the black and Asian communities in all aspects of the game.

4(b)13 The Task Force believes targeted community coaching schemes represent an effective way of encouraging and nurturing the skills of Asian children and others who, for whatever reason, find it difficult to access the established structures of schools and junior league football. Experience in Leicester and Sheffield suggests that the provision of a supportive environment can help bring on young players who may otherwise have been lost to the game.

### Recommendations:

#### *Local authorities should:*

- **promote the establishment of coaching schemes for children - particularly targeted at children from ethnic minority communities - in partnership with County FAs and community officers at local professional clubs;**

#### *The Sports Council should:*

- **create a designated fund to set up community coaching schemes – made available through the Sports Lottery Fund – to which local authorities can apply by submitting a detailed outline of the proposed project.**

4(b)14 Money should be made available on a matched-funding basis, with 50 per cent coming from partner organisations and 50 per cent from the fund. The award of start-up funds should be conditional upon the support and on-going involvement of professional clubs in the proposed scheme. Targets should be set at the outset for the performance of the scheme and a record kept of the number of children receiving coaching. Annual progress reports should be prepared and be available on request.

4(b)15 Local authorities applying for funding are advised to look towards existing schemes for a model, but it is important that they have the flexibility to tailor each project to suit local circumstances. Existing projects should be eligible to apply for additional funding to carry out development work.

## **Encouraging wider participation: sport in schools**

4(b)16 The measures outlined above must be seen in the context of the opportunity to play sport in school. The decline in the number of playing fields over recent years is a cause for concern.

4(b)17 Children in inner-city areas in particular may not now have any opportunity to play football on grass. The headteacher of a primary school based in Leicester - where 64 per cent of pupils are from ethnic minority communities - told the Task Force that the school was unable to take children to pitches. Football could only be played on the school playground. The Task Force believes it is vital that children from all ethnic backgrounds, boys and girls, have the opportunity to play football (and other sports), preferably on grass.

### **Recommendation:**

#### ***The Government and local authorities should:***

- review the playing of sport in primary and secondary schools to identify areas where problems exist and make every effort to ensure there is proper access to playing fields (preferably grass) for schools in those areas.**

## **Encouraging wider participation: role models**

4(b)18 Young footballers need positive role models in all areas of the game, but particularly in the form of qualified coaches and match officials with whom they have most direct contact.

4(b)19 The development of dedicated community schemes should be accompanied by moves to encourage more black and Asian people to become qualified coaches. This would fulfil two objectives: (a) it would provide young players with positive role models; and (b) it would help erode misguided notions amongst the coaching community about the unsuitability of Asian or black players to play football.

4(b)20 An increase in the number of match officials from ethnic minorities would help to give young black and Asian players more confidence that the game is sensitive to their needs. It may also discourage players from making racist comments on the field of play.

4(b)21 At present, few black and Asian referees are officiating in professional football. Uriah Rennie, a member of the Football Task Force Working Group, is the first black referee on the Premiership list but it will be some time before others join him. There are no black referees on the Football League list and only one Asian referee, Gurnam Singh. More encouragingly, there are two black referees on the Conference list.

4(b)22 The Task Force believes that one of the reasons why so few black and Asian people take up refereeing - and make progress in the game as an official - is because the route to becoming a qualified referee is not widely known or easily accessible. Training courses should be available in a wide range of localities and involve people who are well known in those communities. The FA's recent recruitment campaign for referees included advertisements in ethnic minority press like *The Voice*. The Task Force endorses that practice and believes it should be standard practice in future recruitment campaigns.



## **Recommendation:**

### ***The Football Association should:***

- **set new targets for increasing the number of black and Asian qualified FA coaches and referees and take positive action to meet those targets.**

4(b)23                   Such positive action could include sending information about how to become a qualified referee or coach to black and Asian youth and community groups or football clubs for circulation to members. It could also involve advertising training courses in relevant local media. It is important that the FA oversees this project and is able to identify parts of the country where targeted action is necessary. A mechanism to monitor progress towards meeting these targets should be established.

4(b)24                   A new initiative is being piloted in May 1998 which could provide a model for achieving the new targets. The Martin Shaw King Trust, a black community organisation based in Brixton, will be offering FA coaching courses locally with help from the London FA and Millwall, Charlton and Crystal Palace football clubs. The Trust will be accredited by the London FA to award FA coaching badges to successful applicants. The idea is being promoted with the help of *Kick It Out* which believes coaching courses should be held in black and Asian communities and performed by black and Asian coaches. A similar model could be used for courses in refereeing.

## **Players as role models**

4(b)25                   Professional players are of course the most influential role models for young players. It is a fact as old as the game itself that children imitate what they see on the pitch - good or bad. That is why players and managers must take seriously the responsibility to provide good role models for young players and treat all opponents with respect. The vast majority of players accept this responsibility, but there have been recent high-profile cases of racial abuse by professional players. Professional football owes it to the next generation of players to send a strong message that such behaviour is unacceptable.

## **Recommendation:**

### ***The Professional Footballers Association and League Managers Association should:***

- **make a recommendation to football clubs to insert an anti-racism pledge in players' and managers' contracts with breaches incurring severe sanctions (fines or dismissal).**

## 5. Watching the game

5.1 All communities in England are united by a passion for football. Yet few black and Asian people attend football matches in England.

5.2 People describing themselves as 'non-white' make up just 1.1 per cent (314) of the sample (28,000) in the 1997 Premier League Fan Survey carried out by the Sir Norman Chester Centre for Football Research. This represents a small proportion of the ethnic minority population in this country: 'non-white' people make up 7.3 per cent of the population of England – equivalent to 3.5 million people.

5.3 The majority of the 'non-white' fans in the sample are of Asian origin. Only 46 people in a total sample of over 28,000 describe themselves as being African-Caribbean. The 1997 survey suggests that the number of black and Asian fans is not increasing, as they make up the same percentage of the sample as in the 1996 survey.

5.4 The 1997 survey also reveals wide variations between Premiership clubs in the number of 'non-white' supporters attending matches. Four in every 100 Arsenal fans describe themselves as 'non-white' – far and away the highest percentage – compared to one in every one hundred Leeds, Aston Villa and Blackburn fans and one in every 250 Sheffield Wednesday supporters. Just one in every 500 Newcastle and 1000 Sunderland supporters are 'non-white' (*appendix 4*).

5.5 The Task Force has given serious consideration to the paradox of why many Asian and black people are passionate about the game yet attend few matches. The extremely low number of African-Caribbean people attending matches is of particular concern, given the steady progress of black players within the English game. The survey suggests that the number of black supporters is in decline. In a submission to the Task Force on the 1997 survey, the Sir Norman Chester Centre states:

*“We suspect, partly because of changes in image, price and access, that football is slowly broadening its live appeal to successful sectors of the British Asian community (perhaps of Indian, more than of Pakistani or Bangladeshi origin) while probably losing some of its active support from sections of the traditional market for football in urban, black British communities. It is very noticeable, for example, how some clubs with large local British black populations do very poorly at recruiting them as live spectators.”*

5.6 Black and Asian supporters are likely to be under-represented in the survey as the sample is predominantly made up of season ticket holders. Yet clear conclusions can still be drawn: (a) black and Asian supporters make up an extremely small proportion of the total supporter base; (b) increases in the number of Asian fans are counter-balanced by a decrease in the number of black people attending matches. It is possible that black supporters have been disproportionately affected by the increase in ticket prices in recent years. This is a question to which the Task Force will return in a later report.

5.7 It is a fact that football grounds are still seen as hostile and unwelcoming by ethnic minority communities, despite recent improvements. Black and Asian people do not have confidence that they can attend matches with family members and be treated with dignity and respect. The 1997 FA Premier League Fan Survey suggests that these fears maybe well-placed. One third (32 per cent) of supporters taking part had witnessed what they described as racism in the 1996/7 season and 23 per cent had heard racist abuse directed at black players.

5.8 The nature of the relationship between a club and its local ethnic minority communities was explored in research commissioned by Charlton Athletic's *Red, White & Black at the Valley* scheme. 1300 children from South London schools were asked about their feelings towards Charlton and football in general. Two key findings were:

- *over 40 per cent of black and Asian children who did not go to the Valley said concerns about racial abuse were a reason for not attending matches.*
- *children of all ethnic backgrounds would be prepared to go to the Valley if given the right incentives.*

5.9 These findings are troubling and encouraging in equal measure. A large minority of black and Asian children were concerned they would experience racial abuse at a football match, but this has not led them to rule out attending a match at some point in the future. New research carried out for the Task Force by the Sir Norman Chester Centre found that four out of 10 young people from the Indian community in Leicester would go to matches if they had more information about how to buy tickets.

5.10 Simple conclusions can be drawn from these findings:

- *more should be done to support clubs who want to take action to create a climate of zero tolerance of racism in and around football grounds;*
- *the legislative and regulatory framework to deal with incidents of racism in football grounds must be robust, effective and widely understood;*
- *football clubs should take steps to send out a positive message that all sections of the local community are welcome to attend.*

## **5(a) Watching the game: eliminating racism from English football grounds**

### **Anti-racism action by clubs**

5(a)1 The measures in the *Kick It Out* campaign provide a sound basis for action by football clubs to tackle racism. They have been shown to work, yet implementation is still patchy. Concern was also expressed in Middlesex University's report on *Kick It Out* that some clubs are not whole-hearted in their support for the campaign. The Task Force believes it is vital that all professional football clubs continue to give the initiative full support and implement its measures on a regular basis.

5(a)2 Clubs with a particular problem may be able to benefit from targeted advice and support from their leagues, in addition to work with *Kick It Out*. Professional clubs are often working in isolation to tackle racism on their premises. The nature of the problem can vary considerably from club to club, but there is a lack of common information available for clubs who want to take action.

5(a)3 Simple, no-cost measures are often the most effective. For instance, clubs can broadcast a clear and unambiguous anti-racism message on the public address system before and during matches at intervals throughout the season. Two Task Force members heard such a message broadcast at Barnsley FC on 28 February 1998 and would like to commend the practice to others. The text of the statement used at Barnsley is included in Appendix 5.

## **Recommendations:**

*The Football Trust (and any other body providing grant-aid to football clubs) should:*

- **require clubs to implement the *Kick It Out* campaign's nine-point plan on a regular and on-going basis as a condition for entitlement to grant-aid. Failure to comply could result in cessation or repayment of grant-aid;**
- **monitor the performance of football clubs in meeting this requirement by working in co-operation with *Kick It Out*.**

5(a)4 Bodies providing grant-aid should seek advice from *Kick It Out* before pursuing concerns with clubs. This responsibility may place a resource implication on *Kick It Out* and, if so, it should be met by the group's member organisations.

*Professional clubs and Conference clubs should:*

- **broadcast a clear and simple anti-racism message immediately prior to kick off at all home matches.**

*The FA Premier League and the Football League should:*

- **prepare written guidance for, and work in partnership with, member clubs who have a particular problem with racism and want to take action.**

## **Legislative and regulatory framework**

5(a)5 *Kick It Out's* work will have maximum possible impact only if backed by proper procedures to deal with incidents of racism when they occur.

5(a)6 It is critically important that procedures to deal with incidents of racism at football matches are seen to be clear, robust and effective if all sections of the community are to have confidence in coming to matches. Submissions to the Task Force suggest this is not the case.

5(a)7 A majority of supporters see existing legislation and procedures as inadequate or unclear. A survey by the Football Supporters Association found 75 per cent of respondents either believed no action was taken when complaints of racism were made or had no knowledge of the procedure followed by their club.

5(a)8 The Task Force heard from supporters who have no confidence in stewards or police to take action on complaints of racism. Many feel they have to take a personal risk in challenging unacceptable behaviour, but receive little support or acknowledgement in doing so. This complaint was powerfully expressed by the Leeds Fans United Against Racism group in a submission to the Task Force:

*"We have always felt bitter that at the beginning of the campaign, when supporters were putting themselves at physical risk by helping us, we encountered hostility from both the club and the Police. We were viewed as being part of the problem, that by raising the issue of race, we would make things worse. We have always disputed this and history has proved us right."*

5(a)9 Research prepared for the Task Force by the Sir Norman Chester Centre found that only three out of ten young fans of an Indian background felt police or stewards would act promptly if they made a complaint about people harrassing them at a football match. The figure was not much higher amongst white fans. Four out of ten would have confidence that police and stewards would deal with the complaint.

5(a)10 In the light of this, the Task Force has identified three critical questions to be addressed when considering procedures to deal with incidents of racism at football matches:

- **Does existing legislation provide adequate redress against people who direct racist abuse at players and/or supporters?**
- **Are stewards adequately trained to deal with incidents of racism?**
- **Are there well-defined procedures known and understood by all parties for dealing with racism at matches?**

### **QUESTION 1: Does existing legislation provide adequate redress?**

5(a)11 Section 3(1) of the Football Offences Act states: “It an offence to take part at a designated football match in chanting of an indecent or racist nature.” ‘Chanting’ is defined in the Act as the “repeated uttering of any words or sounds *in concert with one or more others*”.

5(a)12 As *Kick It Out* observed to the Task Force, the italicised phrase contains the flaw in the legislation. Spectators must be caught chanting racist abuse in unison before they can be charged with an offence. Those making abusive remarks in isolation are not in breach of the law.

### **Racism – an individual offence**

5(a)13 Most people who have attended football matches in England over recent years would accept that the nature of racist abuse has changed. Dr Les Back of the Department of Sociology at Goldsmiths College argued in his submission that individual racist remarks are now more common than organised chanting.

5(a)14 The introduction of the Football Offences Act may have contributed to this culture change by giving spectators more confidence to challenge unacceptable behaviour. Yet, this success should not obscure the fact that the Act is no longer fulfilling the purpose for which it was introduced. Rather, it should strengthen our resolve to amend it as it suggests that good legislation can be an effective deterrent against unacceptable behaviour.

5(a)15 *Kick It Out* argues that the phrasing of the Act has “significantly reduced the chances of the police mounting arrests that can be successfully prosecuted”. Home Office figures show that only 10 arrests were made during the last football season under this section of the Act.

### **Recommendation:**

#### ***The Government should:***

- **amend the Football Offences Act as a matter of urgency to make it an offence for individuals to use racist comments inside football grounds.**

## QUESTION 2 - Are stewards adequately trained to deal with incidents of racism?

5(a)16 Football stewards are being asked to play an ever more critical role at football matches as the police presence declines. This reduction in police numbers is to be welcomed – but only if standards of public order and safety at football grounds are not compromised as a result.

5(a)17 The job of football steward is often viewed as a non-vocational occupation – a means of getting into the match and earning supplementary income. However, in the aftermath of Hillsborough and the Taylor report, such a casual approach to the recruitment and deployment of stewards is no longer acceptable.

5(a)18 Monitoring and maintaining crowd safety is an onerous responsibility. It requires good communication skills, confidence and presence of mind. Stewards must be able to deal sensitively with difficult incidents, such as racist abuse. Crucially, spectators must be able to have confidence in the competence of stewards to perform this extremely demanding job. Stewards should always act on complaints received from spectators but it should not be necessary to receive a complaint before taking action. All stewards should be able to recognise racist abuse and feel confident in taking firm action against it.

5(a)19 For these reasons, appropriate training for football stewards is vital. A basic training module is set out in the 1995 document *Stewarding and Safety Management at Football Grounds* (known as the Pink Guide). It was published by the Football League, The Football Association and the FA Premier League with assistance from the Football Licensing Authority and the Football Safety Officers' Association (FSOA). Since then, a great deal of valuable work has been done by the Football League, the FA, the FA Premier League and the FSOA - in consultation with the Football Licensing Authority - in developing this basic outline into a detailed training package for football stewards.

5(a)20 The Pink Guide sets out a laudable framework for steward training. Amongst other things, it suggests stewards should be able to demonstrate:

- *a knowledge of relevant primary football legislation and safety certificate requirements;*
- *an understanding of how to respond positively to an incident without endangering self and others;*
- *a knowledge of safety issues – such as racist chanting – and understanding of how to respond.*

5(a)21 Six specific training areas are identified: general responsibilities; maintenance of a safe environment; response to spectators; emergency aid; basic fire safety awareness; and contingency and evacuation plan training. The Guide states:

*“A steward is deemed to be ‘qualified’ once he/she has been certified as competent in each of the six areas. Upon the completion of the assessment and having achieved a satisfactory level of performance in line with the training standards laid down in this document, stewards should be awarded the certificate of competence produced by the Football League, the FA Premier League and The Football Association.”* (p.23)

5(a)22 The Pink Guide suggests that the training programme should be formally recognised as a national qualification:

*“Progress is being made towards the evolving of a National Vocational Qualification (NVQ) for stewarding. The assessment standards laid down in this guide have been formulated so as to be compatible with the NVQ system, in order that a coming together of the two qualifications may be possible in the future. There may be a financial incentive in going down this route.”*  
(p24)

## **An NVQ in football stewarding**

5(a)23                    The Task Force endorses the content of the training module set out in the Pink Guide and is only concerned that it is not mandatory. Safety certificates stipulate that all stewards must have received appropriate training, but it is at the discretion of the certifying authority as to what this might constitute. The Football Licensing Authority issued guidance to local authorities in July 1996 recommending that safety certificates be amended to require all stewards to be trained in accordance with the module in the Pink Guide. This guidance has been picked up in most safety certificates, but not all.

5(a)24                    The Task Force has heard claims that steward training is inadequate at some clubs. There are stewards on duty every week at Premiership and Football League matches who have not been trained according to the standards set out in the Pink Guide. Some clubs are said to employ ‘police replacement teams’ to carry out heavy-duty work, but it is claimed that members of one such team recently in operation at a Premiership ground had received no formal training.

5(a)25                    It is unclear how many stewards possess the ‘certificate of competence’ referred to in the Pink Guide. Even so, such a certificate means little to people with no specialist knowledge of football safety. *The value of an NVQ qualification is that it is a bench-mark of a level of competence that is widely recognised and understood.* As ‘police-free’ matches become more common, action must be taken to ensure supporters have confidence in the competence of stewards and in their ability to deal with difficult incidents, such as complaints of racist abuse.

### **Recommendations:**

#### ***The Football League, FA Premier League and Football Association should:***

- develop an NVQ or equivalent steward training qualification based on the Football League, FA and FSOA training package for accreditation by the Qualifications & Curriculum Authority;**
- ensure the new qualification trains stewards to: (a) respond to incidents of racist abuse (without waiting to receive a complaint); and (b) includes a requirement to demonstrate a knowledge of the new procedure for dealing with incidents of racism [see Question 3];**
- appoint approved training providers in all parts of the country who will be able to offer courses for stewards in the new qualification.**

#### ***Local authorities should:***

- reduce permitted stadium capacity in the safety certificate unless all stewards have attained the NVQ or equivalent qualification.**

#### ***The Government should:***

- **instruct Training and Enterprise Councils to recognise the new qualification in stewarding and provide financial assistance for individuals to complete training courses where possible.**

5(a)26 All stewards cannot be trained to NVQ level or an equivalent standard overnight. Local authorities should serve notice to clubs about the change in policy and set a reasonable deadline based on guidance from the FA. The change to mandatory training could come into effect when the certificate is next renewed. Allowances should be made for staff turnover and a reasonable time scale set for the training of new staff. New stewards should not be deployed alone until they have completed the induction module (Training Module No.0).

5(a)27 When the new certificate is in place, the onus will be on local authorities as the certifying authority to ensure the improvement in steward training takes place. The Task Force urges those authorities with resident professional football clubs to take this responsibility seriously and use powers to reduce ground capacity where clubs are failing to train stewards to the required level. Regular spot checks should be carried out and follow-up action taken.

***Professional football clubs should:***

- **give urgent attention in the interim to ensuring all stewards - directly-employed and contract stewards - have been trained to an acceptable standard.**

5(a)28 The Task Force is aware that there will be a cost implication of training of all stewards to NVQ level. It should be noted, however, that these costs will not exceed the level of policing costs clubs have traditionally paid. It is the responsibility of clubs to uphold the highest standards of safety. *Many clubs are making savings on police costs with the reduction in police numbers at matches and should not pass on the cost of training stewards to supporters through increases in ticket prices.*

**QUESTION 3: Are there well-defined procedures for dealing with racism?**

5(a)29 Effective legislation and training are only part of the story. Clear and simple procedures for dealing with incidents of racism - known to supporters, stewards and police - must also be in place.

5(a)30 At present, there is no common procedure for handling complaints of racism at football matches. Ground regulations vary from club to club and different procedures for handling complaints of racism are used. Existing arrangements are seen as being ineffective or not properly implemented. The *Kick It Out* campaign recognises the problem and calls on clubs to encourage a common strategy between police and stewards for dealing with abusive behaviour. It is unclear, however, how many have followed this through.

5(a)31 Supporters may be reluctant to press complaints for a variety of reasons. They may be uncertain who is responsible for dealing with the problem, how complaints will be handled or whether any action will be taken. This confusion has led to the problems described by Leeds Fans United Against Racism, who took action against offending supporters when police and stewards failed to respond. Steve Caffrey, editor of the Birmingham City FC fanzine '*Wake Up Blue*', made a similar complaint to the Task Force.



5(a)32 The problem lies in the demarcation of responsibilities between police and stewards. Stewards uphold ground regulations; police uphold the law of the land. It is not always clear to supporters whether complaints of racist abuse are seen as a criminal offence or an infringement of ground regulations. With the move towards 'police-free' games, there is a danger that the situation will become even more confusing.

### **A standard procedure to deal with incidents of racism**

5(a)33 It should not be left to the courage and goodwill of individual supporters to challenge racism in the stands. Many people find racism offensive, but not everybody is prepared to confront the aggressor. Season ticket holders' enjoyment of match days can be ruined if they happen to be seated close to a repeat offender. Clubs have a responsibility to ensure loyal customers and their families can watch the match in a pleasant environment.

5(a)34 David McArdle and David Lewis of Middlesex University's Centre for Research in Industrial and Commercial Law suggested that supporters reluctant to complain at a match should be offered other means of expressing their concerns - such as a confidential 'hotline' - and all complaints fully investigated by the club. The Task Force has been encouraged to hear reports that many clubs have taken firm action against known offenders. Arsenal and Leeds United are amongst clubs to have set up a 'hotline' for supporters who want to make complaints in confidence by passing on the seat numbers of alleged offenders.

### **Recommendations:**

#### *The Football Association should:*

- **draw up a simple procedure to deal with incidents of racism at matches - with set penalties - in consultation with the Football Safety Officers Association, the Football Licensing Authority, supporters associations, police and stewarding companies.**

#### *The FA Premier League, the Football League and the Conference should:*

- **instruct member clubs to amend ground regulations to: (a) recognise racist abuse as a distinct offence (separate from the use of foul language); (b) set out details the standard procedure for dealing with it; and (c) warn of penalties involved for offenders.**

5(a)35 The procedure should make clear the different responsibilities of police and stewards in dealing with complaints of racism from supporters. The incorporation of the procedure into ground regulations - together with the penalties involved - is intended to achieve two objectives: (a) ensure it becomes common to all football grounds in the country; and (b) give stewards the power to take action against offenders.

#### *Professional clubs and Conference clubs should:*

- **publicise the detail of the new procedure inside grounds with warnings of the penalties that will be incurred by offenders;**
- **set up a confidential, freephone 'hotline' - or alternative procedure - through which supporters can register complaints of racism at matches.**

5(a)36                    It is vital that the number of the 'hotline' is prominently displayed in every match day programme. This could take the form of a standard notice which includes the name of the responsible officer and details of the action the club will take if the complaint is upheld. All complaints received should be fully investigated. Clubs must be prepared to exclude repeat offenders from future matches.

## **(b) Watching the game: encouraging wider participation**

5(b)1 Rigorous measures to tackle racist abuse at football grounds are only part of the equation. This action should be accompanied by positive measures by football clubs - professional, semi-professional and amateur clubs - to show all sections of the community that they are welcome at matches.

5(b)2 English football clubs are missing out on a significant customer base. Black and Asian people make up 7.3 per cent of the population of England – 3.5 million in total - but just one per cent of fans at Premiership matches.

5(b)3 There are many reasons why football clubs are failing to reach this market, but it is a fact that many are seen to be exclusive and unrepresentative of all the whole community.

5(b)4 New ways need to be found to open up English football grounds to all sections of society. Making grounds more welcoming to the whole community could be achieved in two ways: (a) the adoption of a positive statement of anti-discrimination; (b) the use of proactive marketing methods.

### **Written equal opportunity policies**

5(b)5 Football clubs, like other businesses, need to pay careful attention to the image they project to the public.

5(b)6 As *Kick it Out* observed in its submission to the Task Force, ‘non-white’ faces are few and far between in ‘shop-front’ positions in football clubs. Few black and Asian people are employed in senior positions on the non-playing staff of football clubs. This has led to the perception that employment practices at football clubs are closed and applicants from ethnic minorities not welcome.

5(b)7 As Sir John Smith recognises in his report *Football: Its Values, Finances and Reputation*, the game cannot afford to consider itself outside of the rules by which the rest of the business community operates:

*“Any company or business which hopes to remain successful has to tackle areas of concern about its integrity. Football is no different ... I believe that football can continue on its upward path only by recognising that its immense hold on the public imagination carries with it the responsibility to demonstrate that it is run to the highest standards of conduct and integrity, off the field as well as on.”*  
(summary and preface)

5(b)8 Businesses communicate a commitment to anti-discrimination through a written equal opportunities policy. The aim is to send a positive signal to customers about the way the organisation conducts its affairs.

5(b)9 It is now standard practice for large employers – and especially those with a high public profile - to have such a policy. It usually states that the organisation will not tolerate discrimination on the grounds of race, gender, sexual orientation or disability. It enshrines a commitment to treat all staff equally and fairly and conduct open recruitment procedures. Proper monitoring of the policy to ensure its provisions are met is critical.

5(b)10 Many football clubs claim to be equal opportunities employers, but written equal opportunities policies with appropriate monitoring mechanisms are far from uniform in professional football. Northampton Town and Charlton Athletic are exceptions.

5(b)11 Football clubs have a positive interest in being seen to be representative of communities in which they are based. By projecting an inclusive and welcoming image, football clubs can encourage more people to attend and increase average gates. *Football: Its Values, Finances and Reputation* concludes:

*“If football does take the opportunity of a period of growth to protect and enhance its reputation, it will have a direct effect on its long-term business prospects and its bottom line. It will certainly not be the only business to realise this: the importance of acting (and being seen to act) ethically, to have effective responses to wrongdoing when it occurs – and it will occur in the best-run businesses – to have a good story for the media – all these requirements are taken as read by modern successful corporations. Good conduct is good business.”*  
(para 2.3)

## **Recommendations:**

### ***The Football Association should:***

- amend its rules to require all football clubs which are employers to introduce a comprehensive written equal opportunity policy covering the recruitment and treatment of non-playing staff;**
- take on a co-ordinating role in supporting clubs through the process of implementing equal opportunity employment practices;**
- give any compliance unit the power to investigate alleged breaches of equal opportunities policies and take appropriate action against clubs.**

### ***All football bodies in England should:***

- adopt comprehensive equal opportunity policies.**

5(b)12 The Football Association has recently adopted an anti-discrimination policy which it expects all organisations within the game to endorse (*appendix 6*). Introduction of equal opportunity policies should be seen as an extension of this process. The policy should state that open selection procedures will be used for the recruitment of staff and that vacancies will be appropriately advertised amongst all sections of the local community. It should also enshrine a commitment to treat all staff equally and fairly.

5(b)13 In his submission to the Task Force, the Chairman of the Commission for Racial Equality Sir Herman Ouseley warned that equal opportunities policies are only effective if their implementation is driven from within an organisation. He said a great deal of expertise is required to develop sound equal opportunity working practices and suggested that football clubs may wish to seek advice from the CRE or the Equal Opportunities Commission. He also spoke of the importance of an effective monitoring process, where information on the ethnic background of applicants for advertised positions is collected, analysed and used to improve recruitment practices.

## **A marketing strategy for football clubs**

5(b)14 A public commitment to equality of opportunity sends a positive message to supporters about the way a club conducts its affairs. It also provides a sound foundation from which it can market itself to all sections of the local community.

5(b)15 Many English football clubs are situated in the heart of ethnic minority communities, yet attract only a fraction of that local population as spectators. This has led to the emergence of what has been described as the 'Chicago Bulls syndrome', where a sports club loses many of its links with its local community and white spectators are 'bussed in and out' on match days. Research by the Sir Norman Chester Centre for the Task Force found that young Asian fans in Leicester are more likely to support Liverpool and Manchester United via televised games than attend matches at Filbert Street.

5(b)16 There are many steps clubs can take to demonstrate a genuine willingness to welcome all sections of the community to the ground. John Williams, Director of the Sir Norman Chester Centre for Football Research, has described how football clubs could take simple, no-cost measures which would build goodwill and strengthen relations with the local community. These could include displaying welcome signs in languages used by the local community, the distribution of tickets to community groups and offering the use of club facilities for community and cultural events.

5(b)17 Clubs can undertake such work unilaterally but experience suggests efforts are more effective when part of a co-ordinated initiative. Supporter-led partnership schemes are in operation at Charlton Athletic and Northampton Town and have succeeded in attracting a wider audience to matches.

5(b)18 The success of such schemes is based on the involvement of relevant local stakeholders: football club, supporters groups, local authority, police, local business and Football in the Community projects. They provide a vehicle through which clubs can market themselves to the local community but also enable clubs to draw on the advice of people who have direct experience of working with the local community. It is vital that the club is seen to own the project.

### **Case study: '*Football Unites, Racism Divides*'**

5(b)19 One of the most successful partnership initiatives of this kind has been Sheffield United's '*Football Unites, Racism Divides*'. It was born out of a joint bid for funding by a number of local organisations from the European Cities' Anti-Racism Project. The partner organisations include: Sheffield United FC, fans groups, Sheffield City Council, youth and community groups, the race equality council, schools, church, police and community safety projects. '*Football Unites, Racism Divides*' describes its main objectives as 'to increase the participation of local black people in the life of Sheffield United FC, as either spectators, players or employees, and to decrease the level of racial harrasment and abuse in and around the football club'. It carries out a range of activities to achieve this aim, including the distribution of tickets for first team games to community groups. Recent home games have produced the highest attendance of black supporters at Bramall Lane.

### **Recommendation:**

***Professional football clubs should:***

- **form alliances with local partners to market the club to a wider audience using the following code of best practice:**

- ***offer tickets to sections of the community which do not currently attend matches;***

Leicester City has given away thousands of free tickets to Asian community groups for 'Family Night Football' events based around second team games. 15,000 people came to a match against Manchester United. At a designated multi-cultural night, 30 per cent of the crowd were 'non-white' (compared to two per cent for Premiership games). The club says attracting first-time visitors to Filbert Street for reserve games is a good stepping stone, allowing them to become familiar with the ground before attending a Premiership game. Sheffield Wednesday has now launched a similar initiative.

- ***build links with local community groups;***

Clubs should seek to make contact with groups representing local ethnic minority communities and establish a means of communication. Use of club facilities could be offered for community events and cultural or religious occasions.

- ***reflect the diversity of the local community in all club activities.***

Stadium welcome signs in ethnic languages spoken locally and catering reflecting the multi-cultural nature of the community are simple measures clubs could take to send out a positive welcoming message.

- ***purchase copies of the 'Show Racism the Red Card' video – and accompanying teaching notes - to give to local schools;***

The *Show Racism the Red Card* video was produced with the co-operation of 57 professional footballers of 18 different nationalities. It has been designed as a teaching aid to overlap with the national curriculum and proved highly effective in taking an anti-racist message to young children. Clubs should work with local education authorities (LEAs) in pursuing this.

- ***encourage players to visit local schools and re-iterate the positive message which features on the video;***

Anti-racist messages are most powerful when children hear them directly from footballers. Experience in the North East with the *Show Racism the Red Card* campaign has found that visits of players to local schools boost the confidence of Asian and black students.

- ***offer support for the staging of anti-racism plays for schoolchildren, including making club facilities available.***

Manchester City's Football in the Community scheme recently secured funding for the staging of 'Ooh Aah Showab Khan' in schools across Manchester. The Task Force believes other clubs - particularly Premiership clubs - could do the same. Offering the use of club facilities to stage performances of the play for local schoolchildren would be a positive gesture to the local community.

## **6. Wider aspects of the game**

### **Football Association Council**

6.1 This report outlines measures which could have a beneficial impact in the short-term. But, in the long-term, the solution lies in ensuring that the body which controls the game's affairs at every level is representative of football and society as a whole. This is the fundamental challenge facing the English game as it enters the new Millennium.

6.2 Any modern organisation needs to be sensitive to the needs of its members and in touch with the community it serves. Football is played by men and women from all ethnic backgrounds, but the bodies which control the game's affairs at local and national levels do not reflect that diversity. There are no black or Asian members of the FA Council and very few on County FA committees.

#### **Recommendation:**

##### ***The Football Association should:***

- **ensure FA Council and County FA committees are more representative of the game and the communities they serve.**

### **Co-ordination of anti-racism activity in football**

6.3 There are a number of organised campaigns on anti-racism in football in all parts of the country. Many have been successful in reducing overt racism in grounds. They have highlighted the important role of self-policing and campaigning amongst fans. But it is important that there is a co-ordinated, strategic approach to anti-racism activity in football under the control of a single authoritative body. This would ensure a strong voice to represent the views of all concerned.

6.4 The Task Force has heard concerns that anti-racism work in football is too fragmented, with disparate groups running separate but often complementary campaigns. This leads to a danger of duplication of effort and initiatives.

#### **Recommendation:**

##### ***The major funding partners of Kick It Out should:***

- **recognise *Kick It Out* as the umbrella organisation by giving it responsibility for co-ordinating anti-racism activity in football (including registering other campaigns and allocating resources).**

6.5 Campaigns registered with *Kick It Out* should provide it with regular information about activities. Other agencies (football clubs, local authorities and schools) should only work with *KIO*-registered schemes. This will impose resource implications on *Kick It Out* which will need to be met by the group's partner organisations.

## 7. Conclusion

7.1 This report sets out a comprehensive strategy of practical and complementary measures to eliminate racism from the game at all levels and open it up to a wider audience.

7.2 It is based on examples of best practice and suggestions that have come from within football. We hope that the momentum to implement its recommendations will also come from within the game, although some of the areas we have touched on are the preserve of national and local government.

7.3 There are two final recommendations that the Task Force wants to make.

### *The Government should:*

- **set a clear time-table for any future work which arises out of this report and commission a follow-up report to identify progress.**

### *The Football Association should:*

- **create a Charter Mark to be awarded to clubs and organisations (including county FAs) making substantial efforts to implement the measures in this report.**

7.4 The Football Task Force is grateful to all people who have given up their time to help with the preparation of this report. We hope it will be rewarded by moves to change English football for the better.



**KICK IT OUT CAMPAIGN**

**ACTION BY CLUBS**

*The campaign calls on clubs to take the following steps:*

- to issue a statement saying that the club will not tolerate racism, spelling out the action it will take against those engaged in indecent or racist chanting. The statement should be printed in all match programmes and displayed permanently and prominently around the ground
- make public address announcements condemning racist chanting at matches
- make it a condition for season ticket holders that they do not take part in this or other forms of offensive behaviour
- take action to prevent the sale of racist literature inside and around the ground
- take disciplinary action against players who engage in racial abuse
- contact other clubs to make sure they understand the club's policy on racism
- encourage a common strategy between stewards and police for dealing with abusive behaviour
- remove all racist graffiti from the ground as a matter of urgency
- adopt an equal opportunities policy in relation to employment and service provision.

**THE FOOTBALL TASK FORCE**

**TERMS OF REFERENCE**

To consider, and make recommendations on, appropriate measures to:

- \* *eliminate racism in football and encourage wider participation by ethnic minorities, both in playing and spectating;*
- \* *improve disabled access to spectating facilities;*
- \* *encourage greater supporter involvement in the running of clubs;*
- \* *encourage ticketing and pricing policies that are geared to reflect the needs of all, on an equitable basis, including for cup and international matches;*
- \* *encourage merchandising policies that reflect the needs of supporters as well as commercial considerations;*
- \* *develop the opportunities for players to act as good role models in terms of behaviour and sportsmanship, and to become actively involved in community schemes;*
- \* *reconcile the potential conflict between the legitimate needs of shareholders, players and supporters where clubs are floated on the Stock Exchange;*

**SUBMISSIONS TO THE FOOTBALL TASK FORCE ON RACISM**

Chester City FC  
Commission for Racial Equality  
Goldsmiths College Department of Sociology (Dr Les Back)  
Hazel Street Primary School & Community Centre, Leicester  
Jas Bains (author of 'Asians Can't Play Football')  
Khalsa Football Federation  
Kick It Out  
Leeds Fans United Against Racism  
Leicester Asian Sports Initiative  
Leicester City Council  
Leicester City FC Football in the Community scheme  
Leicester Race Equality Council  
Liberio!  
Manchester City FC Football in the Community scheme  
Manchester United FC Football in the Community scheme  
Middlesex University Centre for Research in Industrial and Commercial Law (David McArdle and David Lewis)  
National Union of Teachers  
Professional Footballers Association  
Reg Burr  
Rushey Mead School, Leicester  
Sheffield 'Streetwise' project  
Sheffield United's 'Football Unites, Racism Divides' project  
Sheffield United FC Football in the Community scheme  
Sheffield Wednesday FC Football in the Community scheme  
Show Racism the Red Card  
Sir Norman Chester Centre for Football Research (John Williams)  
Telford College of Arts & Technology  
The Football Supporters Association  
West Bromwich Albion's 'We All Stand Together' project

**League table of clubs attracting 'non-white' fans (from 97 survey)**

Arsenal	4.1%
Manchester United	2.1%
Leicester	2.0%
Spurs	1.9%
Wimbledon	1.7%
Coventry	1.6%
Liverpool	1.4%
Chelsea	1.1%
Aston Villa	1.1%
West Ham	1.1%
Leeds	1.1%
Blackburn	0.9%
Southampton	0.7%
Forest	0.7%
Everton	0.7%
Derby	0.6%
Middlesbrough	0.5%
Sheffield Wednesday	0.4%
Glasgow Rangers	0.3%
Newcastle	0.2%
Sunderland	0.1%

Source: *1997 FA Premier League Fan Survey, the Sir Norman Chester Centre for Football Research*

Note: *Sample includes season ticket holders and non season ticket holders*

**BARNSLEY FC**

**ANTI-RACIST ANNOUNCEMENT**

*The following message is broadcast on Barnsley's public address system 10 minutes before the kick-off of every home first team fixture:*

“Ladies and Gentlemen. We wish to remind you that obscene language, racial abuse and racist chanting is not allowed at Oakwell.

Any spectator who is caught using such language is likely to be arrested by police or stewards.

The continued co-operation of the vast majority of supporters is greatly appreciated by both Barnsley Football Club and South Yorkshire Police. Thank you.”

## The Football Association

### *Anti-Discrimination Policy for Football*

1. As the governing body of the national game, The Football Association (The FA) is responsible for setting standards and values to apply throughout the game at every level. Football belongs to, and should be enjoyed by, everyone equally. Our commitment is to confront and eliminate discrimination whether by reason of sex, sexual orientation, race, nationality, ethnic origin, colour, religion, or disability.
2. The FA is an equal opportunities employer. We are committed to equality of opportunity within our own organisation and to encouraging similar commitment from every organisation or individual acting within the game.
3. Equality of opportunity at the FA means that in all our activities we will not discriminate, or in any way treat anyone less favourably, on grounds of sex, sexual orientation, race, nationality, ethnic origin, colour, religion or disability. This includes:
  - The advertisement of jobs
  - The selection of candidates for employment or promotion
  - Job location or working environment
  - Pay and employment terms and conditions
  - Internal training and development activities
  - External coaching and education activities and awards
  - Football development activities
  - Selection for representative teams
  - Appointments to honorary positions
4. The FA will not tolerate sexual or racially-based harassment or other discriminatory behaviour, whether physical or verbal, and will work to ensure that such behaviour is met with disciplinary action in whatever context it occurs.
5. The FA is committed to the development of a programme of ongoing training and awareness- raising events and activities in order to promote the eradication of discrimination within its own organisation and, in the wider context, within football as a whole.