

# TO THE MEMBER ASSOCIATIONS OF FIFA

Circular no. 1678

Zurich, 7 June 2019

SG/fad/egs/csh/gsa/gde

## **Anti-discrimination measures for the preliminary competition of the FIFA World Cup Qatar 2022™**

Dear Sir or Madam,

Below you will find information regarding the anti-discrimination measures that apply for all qualifying matches for the FIFA World Cup Qatar 2022™, and that require your active support, especially as a home member association. This circular contains information on the following:

- I. Procedure for discriminatory incidents (including the three-step procedure for referees)
- II. Anti-discrimination monitoring system
- III. Recommendations to support preventive measures of the participating member associations

We kindly ask you to carefully read the following instructions and inform the relevant departments in your association accordingly in order to ensure a diverse and discriminatory-free competition.

### **I. Procedure for discriminatory incidents (including the three-step procedure for referees)**

#### **A. Safety and security measures**

In general, the security personnel responsible for home matches must be informed of the measures in place to ensure respect for diversity and anti-discrimination. These could be instructions or discussions with spectators, as well as the removal of discriminatory banners or of spectators from the stadium. We recommend the Fare network's Global Guide to Discriminatory Practices in Football as a useful aid to identifying discriminatory behaviour (available in English, French, German and Spanish):  
<https://farenet.org/get-involved/report-discrimination/global-guide-discriminatory-practices-football/>

## **B. Proactive pre-match stadium announcement**

For the purpose of informing spectators, a stadium announcement text is available on the FIFA Competitions extranet which can be read as a preventive measure before each match. The home association is responsible for ensuring implementation.

## **C. Reactive stadium announcement without interrupting the match**

FIFA provides you with a stadium announcement text on the FIFA Competitions extranet, which allows you to respond directly to discriminatory incidents during a match in the stadium (based on article 4 of the FIFA Statutes), without interrupting the match. The fourth official informs the referee after every stadium announcement in response to an incident. The home association is responsible for ensuring implementation.

In addition, FIFA also welcomes the use of your own event-related announcements or video clips responding to discriminatory incidents.

## **D. Three-step procedure**

If the above measures are unsuccessful or if a sudden serious discriminatory incident occurs, the three-step procedure for referees, which FIFA has used for all its tournaments since the FIFA Confederations Cup Russia 2017, will be applied. The home association is responsible for providing the referee with operational support.

Based on the three-step procedure, referees may, in the event of serious discriminatory incidents in the stadium:

1. **stop the match** (followed by a stadium announcement with the necessary explanation and request for the discriminatory incident to stop);
2. **suspend the match** by sending the players back to the changing room for an appropriate period of time (followed by a stadium announcement with the necessary explanation and request for the discriminatory incident to stop);
3. **abandon the match** (followed by a stadium announcement with the necessary explanation and request to leave the stadium in accordance with the instructions of the security personnel).

The detailed description of the phases of the three-step procedure and the operational responsibility of the home association can be found on the FIFA Competitions extranet.

## **II. Anti-discrimination monitoring system**

### **A. Background**

Based on the resolution of the 63<sup>rd</sup> FIFA Congress on the fight against racism and discrimination and the experiences of FIFA between 2015 and 2018, the anti-discrimination monitoring system became a robust and reliable tool to identify discriminatory incidents following article 4 of the FIFA Statutes. It supports disciplinary procedures through match reports including evidence of possible discriminatory incidents. The anti-discrimination monitoring system will again be in place for the FIFA World Cup Qatar 2022™ preliminary competition (hereinafter “qualifiers”) and selected friendly matches involving the representative team of the Qatar Football Association.

### **B. Methodology**

The anti-discrimination monitoring system comprises:

1. an assessment of all qualifying matches to identify risk matches;
2. the deployment of one or more anti-discrimination match observers (hereinafter: “observers”) at high risk matches;
3. match observation and reporting (including evidence) to support the secretariat of the FIFA Disciplinary Committee.

### **C. Risk assessment**

The identification of risk matches means taking into account all forms of discrimination as mentioned in the FIFA Statutes and the following match-specific evaluation criteria:

- previous discriminatory incidents at or after matches involving the participating teams/associations;
- known far-right and other xenophobic groups, including their football-related activities and supporter links in the countries of the participating teams/associations;
- tendency to commit acts of homophobia or overt sexist abuse based on traditional chants or previous history;
- the historical context of the participating teams/associations in terms of tension or even violence (including in relation to specific sensitive events or days);
- troublesome relationships between the participating teams'/associations' countries;
- any religious tension relating to the national identities of the participating teams/associations;
- current geopolitical crises in the countries of the participating teams/associations and in their region that could affect spectators' attitudes;
- possible crowd dynamics during the match;
- the importance of the match in the context of the competition and the dynamics that could result from it.

Based on the risk assessment, all qualifiers and Qatar friendlies will be classified as follows:

- green: for matches with a low risk of discriminatory incidents. No observer will be appointed.
- yellow: for matches with a medium risk of discriminatory incidents and for which media monitoring and other measures may be necessary. After submitting the risk assessment, FIFA will continue to assess the temporary dynamics of yellow matches until matchday and may change a yellow match into a red match. Otherwise, no observer will be appointed.
- red: for matches with a high probability of discriminatory incidents and for which observers will be appointed.

#### **D. Deployment of anti-discrimination match observers**

An observer is appointed for each red match, except for those red matches where additional risk factors are in play and require the appointment of two observers. Through its service provider, Fare network, FIFA relies on a pool of trained observers, who are anti-discrimination experts assigned to specific regions and:

- understand the language including idiosyncrasies of the country/team they are appointed to observe;
- know the symbols and codes used in the country/local environment/fan culture;
- know the fan culture of the country/team/local environment;
- have an understanding of any wider social and (geo-)political issues at play
- have an understanding of the specific context of the words, expressions and chants used in the football context of the given country;
- are aware of article 4 of the FIFA Statutes;
- sign a code of conduct to guarantee their neutrality.

Observers will work anonymously at matches to protect their identity for reasons of personal safety. Each observer is given a number by Fare network which will appear on the anti-discrimination match reports to identify him/her at a particular match. Their identity will only be shared with FIFA's judicial bodies and/or CAS if required and if relevant to the case. The identity of observers will not be disclosed to respondents or other parties to hearings (member associations, etc.) and their representatives.

#### **E. Delivery of match observation and reporting**

The observer(s) conduct(s) pre-match research identifying potential pre-planned discriminatory displays by both teams' followers. At the match itself, each observer will observe and record evidence of any discriminatory incidents in the stadium or its immediate vicinity.

Where one or more incidents of a possible discriminatory nature are recorded, the observer(s) will submit an anti-discrimination match report and send it to the Fare network coordinator, preferably immediately, specifying:

- where in the stadium (or in its immediate vicinity) the incident(s) took place;
- the exact time the incident(s) took place;
- which team the spectators causing the incident(s) were supporting;
- approximately how many spectators were involved.

The Fare network will ensure that the anti-discrimination match report meets the following requirements:

- The reporting form is standard, and the observer must follow the questions set out in the form.
- If the incident contains any wording, this wording should be quoted in the original language used by the spectators as well as translated into English.
- The report documents the facts accurately and consistently, giving as full a picture as possible of the incidents.
- All reported incidents are supported by documentary evidence (such as photographs, videos or audio recordings).
- The report includes the observer's number and the date of submission.

The Fare network will correct any grammatical inconsistencies and provide the relevant explanations based on the report and evidence submitted. The Fare network coordinator will submit the anti-discrimination match report in English to the FIFA administration within 24 hours after the match.

Anti-discrimination match reports filed by Fare are considered formal complaints in the context of the FIFA Disciplinary Code. On this basis, Fare's anti-discrimination match reports are not considered FIFA match officials' report.

### **III. Recommendations to support preventive measures of the participating member associations**

FIFA relies on the support of all participating member associations and their teams to ensure a discriminatory-free environment during the FIFA World Cup. For preventive preparation, see the FIFA Good Practice Guide on Diversity and Anti-Discrimination (circular no. 1632) for detailed guidance on your diversity and anti-discrimination work and examples of actions and initiatives:

- English: <http://www.fifa.com/goodpracticeguide>
- French: <http://fr.fifa.com/goodpracticeguide>
- Spanish: <http://es.fifa.com/goodpracticeguide>

- German: <http://de.fifa.com/goodpracticeguide>

We would like to thank you in advance for your support in the fight against discrimination during the qualifying matches of the FIFA World Cup Qatar 2022™ and in football around the world.

Yours faithfully,

FÉDÉRATION INTERNATIONALE  
DE FOOTBALL ASSOCIATION



Fatma Samoura  
Secretary General

- cc:
- FIFA Council
  - Organising Committee for FIFA Competitions
  - FIFA Disciplinary Committee
  - FIFA Appeal Committee
  - Confederations