

EURO 2012 Security as a Joint Task of Poland and Ukraine – A Challenge for National and International Security Systems

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This article is dedicated to issues of organization of security and hosting the UEFA European Football Championships EURO 2012. A difficult security environment and challenges associated with both internal and external threats mean that the organization of mass sporting events on the scale of EURO 2012 is a complex undertaking. It requires careful preparation and attention to detail. The main objective of this article is to present the Polish vision for the security of the tournament, specifically the bodies responsible for its protection, and to point out the main undertakings within this area. A particular point of interest will be the application of the Polish-Ukrainian cooperation. It is essential to ensure the safety of such an event, which is international in its nature (organized in two countries, participation of teams representing 16 countries, and the participation of supporters from many countries both inside and outside Europe).

The preparations of both Ukraine and Poland concerning the organization and security of EURO 2012 are well advanced¹. The two nations have engaged the appropriate organizational structures, legal foundations, divisions and resources necessary to carry out this enormous venture. Support has also been offered by prominent institutions and international organizations.

¹ This article was written at the turn of 2011/2012, during a process of change within the organization of public administration in Poland; this overview may eventually lead to a change in responsibilities for the execution of certain tasks under the organization of EURO 2012.

The most important threats existing to the security of the tournament and the safety of its participants can be identified as terrorism, crime (including organized crime), cybercrime, illegal migration, hooligan incidents and natural/technological disasters.

The international dimension of the event is of particular concern in the context of these risks. Even under the normal functioning of each state the security systems of both Poland and Ukraine are vulnerable to those risks. Therefore, it is understandable to undertake a number of challenges in terms of strengthening these systems in time for EURO 2012. This will be a time when in addition to their own interests and citizens in their own states, the states organizers will be responsible for organizing events which will include projects on the territory of two countries, with the participation of teams representing 16 different nations, and also with the participation of fans from many European countries and beyond. It is important to remember that among the fans will not only be “ordinary citizens”. Heads of state and government officials will also be present which may also add to the challenge. It will require an increase in the number of necessary security measures and forces.

Responsible bodies and institutions

The Prime Minister has entrusted the Minister of Sport and Tourism with the task of initiating, coordinating and conducting all activities necessary for the preparation and organization of EURO 2012. The Ministry has established a specific Euro 2012 Office. It is responsible for all matters relating to preparations for the hosting of the tournament. Programs are implemented with the cooperation of two Treasury Companies – The National Sports Centre and PL.2012².

The security preparations of the finals of the EURO 2012 tournament are the responsibility of the following entities³:

- Ministry of Interior (MSW),
- National Coordinator of the Company PL.2012,
- Safety and Security Coordinators in host cities,

² Portal of the Ministry of Sport and Tourism of the Republic of Poland, <http://msport.gov.pl/euro-2012> (accessed 23 January 2012)

³ Integrated Security Concept of UEFA EURO 2012™ WARSAW, p. 10, <http://uefaeuro2012.um.warszawa.pl/sites/euro2012.um.warszawa.pl/files/ZKB.pdf> (accessed 23 January 2012)

- Manager of Safety and Security for the Company POLAND EURO 2012.

The Ministry of Interior is responsible for coordinating the work of all other ministries and central offices, which are involved in preparation for the tournament and carry out tasks in their areas of responsibility. These institutions fulfill tasks within the appropriate fields. The main task of the Internal Security Agency in relation to the security of EURO 2012 is the prevention of terrorist threats. The Ministry of Defence is responsible for the security of sea borders and the nation's airspace. The Military Police will also provide support to the Police. The efficient and effective functioning of the national health service and rescue services remains the task of the Ministry of Health. The Ministry of Infrastructure (whose duties in this respect are likely to be taken over by the Ministry of Transport, Construction and Maritime Affairs after the changes in the organization of the Polish government) is responsible for tasks associated with the preparation of transport infrastructure⁴. Other departments are to deal with selected issues within their competence. The Ministry of Finance will coordinate the work of the Customs Service. The Ministry of Foreign Affairs shall conduct the activities associated with the visa procedures. Finally the Ministry of Justice is responsible for the functioning of the courts during EURO 2012, especially concerning the changes introduced by new laws on safety of mass events. The Government Security Centre (RCB) is the national center for crisis management.

The body responsible for coordinating the preparations in the area of security appointed on 12th May 2010 is the UEFA EURO 2012 Committee for Safety and Security⁵. The committee's task is "Coordination of the activities of Government bodies, including their interaction with Local Authorities and other entities, to ensure the safety and security of the UEFA European Football Championship EURO 2012."⁶ The Committee⁷ can be headed by the Secretary of State or the Undersecretary of State assigned by the Ministry of Interior. The head will be assisted by the Secretary of State or

⁴ Ibid, p. 11

⁵ Regulation No. 33 of the Prime Minister of 12 May 2010 for the UEFA EURO 2012 Committee for safety and Security http://bip.kprm.gov.pl/palm/kpr/13/280/Komitet_do_spraw_Bezpieczenstwa_Mistrzostw_Europy_w_Pilce_Nozonej_UEFA_EURO_2012.html (accessed 23 January 2012)

⁶ Ibid

⁷ Ibid

the Undersecretary of State from the Ministry of Sport and Tourism. Other members include:

- a) One representative, with the rank of Secretary of State or Undersecretary of State, to be appointed by the Minister of Finance, Minister of Infrastructure, Minister of National Defence, Minister of Justice, Minister of Foreign Affairs, and Minister of Health,
- b) Secretariat of the Chancellery of the Prime Minister,
- c) The Head of the Internal Security Agency,
- d) The Attorney General,
- e) The Commander in Chief of the State Fire Service,
- f) The Commander in Chief of Police,
- g) The Commander in Chief of the Border Guards,
- h) The Head of the Government Protection Bureau,
- i) The Head of the Customs Service,
- j) The Commander in Chief of the Military Police,
- k) The Director of the Government Centre for Security,
- l) The Governors of Lower Silesia, Lublin, Mazowieckie, Podkarpackie, Pomerania, and Wielkopolska Voivodeships.

Tadeusz Zygmunt has been appointed as the representative of UEFA EURO 2012 Committee for Safety and Security. The head of the Committee invites representatives of host cities, and a representative of the Company PL.2012 to participate in the work of the committee with rights of a member. In advisory roles within the Committee the head might invite: a representative of the Polish President, a representative of the Polish Football Association, a representative of POLAND EURO 2012, a representative of Ukraine (if the subject of the Committee's work relates to matters concerning Ukraine), a representative of UEFA (if the subject of the Committees work concerns issues requiring UEFA's cooperation), or any other parties whose knowledge and experience could be useful in carrying out the tasks of the Committee.

Key security projects

Tasks in the area of safety and security for EURO 2012 are the subject of one of eight strategic programs that are in place for the overall preparation of the tournament. Safety related tasks belong to the fourth program, which concerns coordination to ensure the safe conditions for the conduct of the tournament (personal and public safety / medical care and rescue).

The activities carried out under the program include⁸:

- Coordination of the development and implementation of an Integrated Safety and Security Concept in areas agreed with UEFA,
- Coordination of the development of a plan to create a network of fixed and mobile “Fans Embassies” for the duration of the tournament,
- Developing a plan and coordinating the creation of supporter coaching centers for fans of local football teams – the name of the project is “Fans Together”,
- Coordination and implementation of the organizational structure within the area of medical care,
- Coordination and emergency medical services within all official UEFA EURO 2012™ sites,
- Coordination of medical emergencies and rescue services,
- Coordination of the preparation of designated hospitals,
- Coordination of Primary and Specialist outpatient medical care,
- Coordination of sanitary-epidemiological safety and public health,
- Preparation in the case of a mass incident,
- Coordination of the preparation of an information strategy in the field of medical care and rescue,
- Coordination of standardized preparation for Fan Zones and public areas for spectators to watch matches.

The Integrated Safety and Security Concept forms the basis of the activities carried out in Poland to ensure the security of the event, and was developed by the Safety and Security Committee. The main objective for its creation was to identify all areas, responsibilities and actions to be carried out by each and every party in order to ensure maximum safety and security of all sports and social events that take place within the framework of EURO 2012. The first version of the UEFA Concept presented in June 2009 had to be revised as it was not considered satisfactory. The main challenges identified in the Integrated Safety and Security Concept of EURO 2012 include: the preparation of infrastructure of stadiums, the introduction of high standards of safety management at the stadiums, the development and implementation of a new quality of policing along with event safety information

⁸ Report on the implementation of EURO 2012 and the activities carried out concerning the implementation of Polish preparations for the European Championship finals tournament EURO 2012™ (December 2010 – June 2011), the portal of the Ministry of Sport and Tourism of the Republic of Poland (accessed 23 January 2012)

services at football matches, testing of solutions in tournament conditions, prevention of crime (including organized crime) and hooligan incidents, as well as improving the sporting culture (through the implementation of social programs)⁹.

The key players responsible for the security of the tournament and the implementation of projects that make up the Safety and Security Program for UEFA EURO 2012 are¹⁰:

- The Ministry of Interior and Administration – responsible for ensuring safety and security within the territory of Poland and the protection of its borders,
- The Polish Football Association and its Company POLAND EURO 2012 – responsible for safety and security at stadiums and at other Official UEFA sites,
- Host cities – whose task is the creation of welcoming public spaces and “Fan Zones”,
- The Treasury Company PL.2012, established by the Ministry of Sport and Tourism – responsible for the coordination of all activities.

All projects carried out for the safety of the tournament lead to the implementation of the basic motto “Have fun – feel safe”.

The achievement of this not only involves the members of the Safety and Security Committee of EURO 2012. Another important party needed is the Security Council for Sports Events which was appointed by the Prime Minister in September 2008¹¹. The Council is a subsidiary body of the Prime Minister. Its tasks include the coordination of projects aimed at preventing acts of violence and an inter-institutional approach to safety. This forms a platform for cooperation between administrations, including the police, communities and sports fans. The Council also takes the responsibility for the implementation of prevention programs, developing procedures for cooperation, performing initiatives related to security, and for the cooperation with the Standing Committee of the Council of Europe for Security at sporting events.

Additional institution that should also be mentioned is the International Advisory and Evaluation Team for Euro 2012 Security set up by Adam

⁹ Information Material MSWiA in the possession of DPiBP (National Security Bureau).

¹⁰ PL.2012 portal, <http://www.2012.org.pl/pl/organizacja/bezpieczenstwo/zintegrowana-koncepcja-bezpieczenstwa.html> (accessed 23 January 2012)

¹¹ Portal Infor.pl, http://samarzad.infor.pl/zadania/sport_i_turystyka/artykuly/500172,mswia_przygotowania_do_euro_2012.html (accessed 23 January 2012)

Rapacki in January 2010¹². The main task of this body is to carry out the analysis process concerning the progress of Polish Security of EURO 2012. This type of body has also been established in other countries that have carried out the task of organization of sports events of a similar nature.

In addition to analyzed bodies of a coordinating and advisory capacity, important tasks in the preparation of EURO 2012 security services are implemented by various Polish institutions, in particular those belonging to the Ministry of Interior. The fundamental task in the area of public order, safety and security will be implemented by the Polish Police, based on a philosophy of the Chief of Police, known as the “3xT” – (Troska, Tolerancja, Tłumienie) Care, Tolerance and Suppression¹³:

- **Care** – concerns the activities of Police officers during EURO 2012. It conveys a servicing role for supporters, which should be expressed by taking care of them (the task also includes informing fans of the adopted communication and safety solutions, law enforcement, assistance, and possible difficulties – especially to fans from outside of Poland)

- **Tolerance** – it involves the treatment of fans (mostly in city streets) in a understanding manner and to take into account the specific atmosphere of the tournament. This moves away from responding strictly to minor misdemeanors and to show more tolerance while trying to establish dialogue with supporters

- **Suppression** – as a last resort, Police prevention subunits act quickly and decisively. Their task is the precise intervention as and when needed (e.g. mass public disorder). Involving the detention of people when deemed necessary for breaking the law and for acts of aggressive. This is to be followed by the withdrawal of forces and restoring order.

There are many specific tasks to be performed by the Police during Euro 2012 which include¹⁴:

- The checking of the stadiums for explosive devices before handing over the stadium to the UEFA administration. Also prior to each match;

¹² Portal Board of Security for sporting Events, http://rada.bis.gov.pl/portal/rbi/397/1394/Czlonkowie_Miedzynarodowego_Zespolu__DoradczcoOceniajaco_ds_Bezpieczenstwa_EURO_2.html (accessed 23 January 2012)

¹³ Portal National Information Point for Sporting Events, Polish Police, http://kpk.policja.gov.pl/portal/kpk/33/220/Przygotowania_polskiej_Policji_do_Euro_2012.html (accessed 23 January 2012)

¹⁴ Proceedings of the national conference on safety at Polish sports arenas, Bydgoszcz 2011, the presentation by Michał Listkiewicz, <http://www.bezpiecznestadiony.eu/images/Michal-Listkiewicz.pdf>

- The search of vehicles for explosive devices entering the territory of the stadium on match days;
- Integrated management of security at the stadium with the presence of the Commander and the Deputy Commander of Police operations in the Command Position at the stadium;
- The presence of “friendly” uniformed police officers at the stadium;
- Integrated cooperation with the safety and information services;
- The presence of so-called “Spotters” in and around the stadium;
- The presence of riot units in the immediate vicinity of the stadium.

A significant portion of these tasks will be implemented in cooperation with the Border Guard due to the fact that EURO 2012 is an international event. Organizing the effective yet safe movement of people across the borders of Poland during this period will be one of the most important conditions for the success of the whole event. Among the tasks carried out by the Police and Border Guard those deserving attention in particular are¹⁵:

- Joint use of available resources to control the roads leading from the border patrol stations, securing trains carrying fans and the protection of transport hubs;
- Monitoring the movement of groups of supporters, as well as persons who may pose a threat to public order and safety;
- Joint ventures, training, simulations and exercises associated with the restoration of security and public order.

The tasks carried out independently by the Border Guard, whose implementation will be necessary during the EURO 2012 include¹⁶:

- Checking of organized groups with lanes dedicated to this purpose and new border crossing points;
- Preventing the entry of undesirable persons who may pose a threat to public order and safety;
- Controlling security of international traffic, especially air traffic, in order to exclude the possibility of terrorist attacks;
- Supporting the activities of organizational units of the Border Guard in separate sections of the state borders by allocating additional forces and resources.

¹⁵ Ministry of Interior portal, http://www.msw.gov.pl/portal/pl/378/4617/REALIZACJA_ZADAN_PRZEZ_STRAZ_GRANICZNA_W_RAMACH_EURO_2012.html (accessed 23 January 2012)

¹⁶ *ibid*

Activities in the legal area

An important element of the efforts to secure EURO 2012 was also to revise the Polish Act on safety of mass events. The amendment, which entered into force on 12 November 2011, supplemented the Law with a new section entitled “Ensuring security in connection with the organization of the UEFA EURO 2012 Finals Tournament”. The Act contains provisions on the specific powers of the Police in relation to the tournament, as well as other provisions covering other public safety services, such as the Border Guards, State Fire Service, and the Government Protection Bureau.

Among the major changes introduced by the amendment it should be noted that on this basis Police may search, receive, collect, process, check and use information, including personal data about persons posing a threat to public order and safety. They can also operate outside the Republic of Poland, where there is a reasonable assumption that the persons will stay on Polish territory. Other data obtained or processed by other bodies, departments and state institutions, also as a result of preliminary investigation, reconnaissance, and data generated or processed by law enforcement agencies of other countries can also be used by Polish Police, even without the knowledge and consent of the data subject¹⁷.

The amendment also contains provisions under which, in the case of people who are prohibited access to mass events, the court may order the convicted person an obligation to remain (for the duration of certain mass events) in a particular place of residence. In particular cases, the court may decide that after the period of sentence expires, he will be obliged to appear (for the duration of certain mass events) in a Police organizational unit or in a location specified by the Commander of the County, District or Municipal Police which is relevant to where the offender resides. The obligation can be summoned for a period of 6 months to 3 years, however not exceeding the period of sentence of the offenders ban from mass events¹⁸.

New rules also apply to the principles of selling, serving and consuming alcoholic beverages. The sale, serving and consuming of alcoholic beverages containing not more than 3.5 per cent of alcohol during mass events (with the exception of high-risk events) is permitted. This can only take place in designated places and be conducted by entities which have a license. The

¹⁷ Act of 31 August 2011 amending the Law on safety of mass events and some other acts, Coll. Laws 2011, No. 217, item. 1280

¹⁸ *ibid*

amendment also extends to the Club bans – they will also apply to mass events conducted with the participation of the hosts team played outside its usual premises, i.e. away games¹⁹.

A further provision of the amendment is the possibility of a decision to discontinue an event in case of failure by the organizer to meet the conditions specified in the permit. Also, the ability to prohibit the conduct of mass events (with audience participation) throughout a facility or any of its sectors (by the Governor of the Voivodeship in the case of a negative safety assessment). Additionally, to present the Governor of Voivodeship with the possibility to stop a mass event in the case that its further progression may endanger the life or health of participants and the actions of the organizer are insufficient to ensure safety²⁰.

Polish-Ukrainian Cooperation

The cooperation of Poland and Ukraine is an extremely important element in ensuring the safety of the tournament. This was initiated in March 2008 with the signing of an agreement between the Government of the Republic of Poland and the Cabinet of Ministers of Ukraine on the cooperation in organizing the finals of EURO 2012.

Cooperation in the area of security for EURO 2012 between Poland and Ukraine is also based on:

- A declaration of 21 January 2008 for cooperation on the safety of the UEFA European Football Championship Finals Tournament EURO 2012 by the Minister of Internal Affairs and Administration of the Republic of Poland and the Minister of Internal Affairs of Ukraine;
- The Polish-Ukrainian cooperation in the concept of safety and security of EURO 2012;
- Common guarantees and commitments made in the tender related to the organization of EURO 2012.

¹⁹ Ibid

²⁰ Portal National Information Point for Mass Events, http://kpk.policja.gov.pl/portal/kpk/10/1016/Nowelizacja_ustawy_o_bezpieczenstwie_impresz_masowych.html?search=369389305 (accessed 23 January 2012)

A Polish-Ukrainian Road Map was signed in September 2010, clearly defining areas of cooperation in the framework of preparations for EURO 2012.

The key areas of Polish-Ukrainian²¹ cooperation include: transport links between Poland and Ukraine (air, road and rail), social responsibility (Corporate Social Responsibility Program to develop trilateral cooperation between Poland, Ukraine and UEFA), working with supporters and the work of volunteers in public spaces, coordination of medical support during EURO 2012, cooperation in the field of information, cooperation in terms of image, cooperation of advertising, cooperation of tourism and recreation, safety coordination during EURO 2012 in both Host Nations, and cooperation in the fields of economy and investment²².

International support²³

Security of mass events is a challenge not only for individual countries. Evidence of this can be seen in the European Union research program, “Coordinating National Research Programmes on Security During Major Events in Europe” – EU-SEC²⁴. This program aims to coordinate the corresponding National-level programs that are implemented in different Member States. Among the first members were: Austria (Ministry of Internal Affairs), United Kingdom (Metropolitan Police), Netherlands (Ministry of Justice), Germany (Police Academy), Finland (Ministry of Interior – Police Department), Italy (Ministry of Internal Affairs), Ireland (Police), Spain (Ministry of Internal Affairs), Portugal (Ministry of Internal Affairs), and France (Directorate General of National Police).

In addition to the EU Member States, the European Commission and EUROPOL (European Police Office) are other important players. EU-SEC is a major research project undertaken by the Inter-regional Institute on Crime and Justice of the United Nations in the field of European Securi-

²¹ Portal PL.2012, <http://www.2012.org.pl/pl/euro-2012/wspolpraca-z-ukraina/razem-tworzymy-euro.html> (accessed 23 January 2012)

²² Ibid

²³ Liedel K., Piasecka P., Przygotowanie systemu bezpieczeństwa państwa do organizacji EURO 2012 (Preparation of the state security system for EURO 2012) in: *Bezpieczeństwo Mistrzostw Europy w Piłce Nożnej EURO 2012 (Security UEFA European Football Championship EURO 2012)*, ed. by Liedel K., Piasecka P., Warsaw 2011

²⁴ Full information on the subject of the program is available at <http://www.eu-sec.org>

ty and Counter Terrorism. The program is funded by the EU Directorate General for Research under the ERA-NET.

Europol is preparing an analysis of the risks during the European football championships at the request of Polish authorities. This analysis is used to prepare the respective forces, as well as the concept of direct security for EURO 2012. Moreover, Polish police will use the European database of stadium bans²⁵.

The organizers of EURO 2012 are supported not only by European institutions. On a global level support is offered by the International Criminal Police Organisation, Interpol. The meeting of Polish and Ukrainian Police with representatives of Interpol took place on March 23, 2011. It was primarily designed to familiarize the parties with the current state of security preparations for EURO 2012 and identify areas of cooperation²⁶. The General Secretariat of Interpol presented the tools and services of the Organization, which can be used to improve security during EURO 2012. These include: secure access to Interpol's global communications system I-24 / 7, access to their databases, and the use of the Interpol Major Event Support Team IM-ESTA²⁷. The Interpol General Secretariat also presented the general shape of risk analysis, which can be executed by the appropriate unit, at the request of the State concerned, before events of great importance. Additionally the Interpol General Secretariat presented technical solutions, which would allow the access to Interpol databases for the Polish Border Guard.

Summary

The organization of EURO 2012 in cooperation with Ukraine is one of the biggest challenges facing Poland since the end of the Cold War. This is a landmark event not only because of its enormity and character, but also due to the nature of threats facing the Polish security systems.

It should be noted that in an era of asymmetric threats and new dangers from a variety of sources, the state is faced with unique requirements in

²⁵ PAP, <http://www.2012euro.pap.pl/aktualnosci/news,2419,europol-przygotowuje-analize-ryzykana-turniej.html> (accessed 23 January 2012)

²⁶ Information material on the portal of the Polish Police Headquarters, source: http://www.policja.pl/palm/pol/1/64230/Przygotowania_do_EURO_2012__wspolpraca_miedzynarodowa.html (accessed 23 January 2012)

²⁷ *ibid*

the area of diagnosis and prevention. To build a 100 per cent safe security system securing the state and its citizens is a challenge even in conditions that are not accompanied by an increase in risk factors. The organization of EURO 2012 undoubtedly provides an increase in these risks. Developing appropriate solutions to organizational and operational logistics is a complicated process. This is especially true in the situation where security is to be implemented in circumstances that are incomparably more complex. Protective security measures during the finals tournament will apply not only to the state, its citizens, foreign participants and the entire infrastructure, but also will be implemented in a period of a temporary increase in the number of people residing within the State.

All the more complex issues of the correct functioning of safety systems should be emphasized, as well as mechanisms in multilateral and bilateral cooperation. It will be impossible to guarantee the success of the EURO 2012 finals tournament without their proper functioning – and thus to ensure full success in the undertaking of this project, not only in the dimension of organization or sports, but also in the area of security.

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