

Football Association Taskforce on Tackling Anti-Semitism and Islamophobia

Report drafted by John Mann MP January 2010

Introduction

Football is our national game and is the heartbeat of our nation. It represents all the best characteristics of our country, however on occasion it can reflect some of the worst. The reality is that football has moved well beyond most other institutions in recognising the importance of tackling racism and as the country's most recognisable export it has developed an intolerance to racism that exceeds the standards of most other national football associations. This progression has been rapid over the last 20 years, as the authority vested in Kick it Out demonstrates, but the success of the game and its pivotal position in British life means that football must go further.

Football needs to realise its aspiration that anybody from any race and background can play the game, watch the game and run the game. The fact that football crosses every racial and religious divide in the country is precisely why football needs to set even higher standards and be an exemplar in tackling racism.

This approach will win many plaudits, but it is also a business plan and a market opportunity. English football plays a significant role in the global economy and the emerging market opportunities lie beyond the white Anglo Saxon world. Once the lack of black or Muslim or Jewish faces at football matches was a local and personal concern, now it is also a potential barrier to continued market penetration. The abuse of a famous footballer because of who he or she is, or is perceived to be, will increasingly determine which children, in which countries, support and spend money on which football team

For football to maximise its market opportunities it needs to draw strength from its significant progress in tackling racism but it also must set itself higher standards and at every level of the game. The sport of the nation needs to be an intolerance free zone at every level.

Background to the report

The Football Association convened a working group at the request of individuals and organisations from the Jewish and Muslim communities. Representatives from a range of communities and football interests have sat on the working group, which has looked specifically at anti-Semitism and Islamophobia in football. Assistance has been provided by people across the football world, but on occasion it has been refused.

The police have provided advice and assistance across a range of police forces and the co-operation with football on football banning orders has had a very significant impact on football violence. The pressures on public finances, over the next few years, mean that these good relationships are liable to be a little strained as police authorities press for higher and even full cost policing re-imburement. Without question the negotiating hand of football clubs will be strengthened by ensuring a greater consistency in dealing with offensive behaviour and sufficient best practice already exists within the game to create a good baseline of minimum standards.

Attitudes towards racism still vary across football and intriguingly at every level of the game. In any other expanding sector of the economy the opportunities of increased market penetration, the development of a wider customer base, a recognition of the importance of customer satisfaction and loyalty and an eagerness to expand the recruitment pool and investor base of the business would be seen as the top priority. In football those clubs that seize the opportunities that a diverse society brings are those that will undoubtedly develop a strong market edge over their competitors in the next decade.

Spectators

The question that needs to be asked is this: would you feel comfortable taking someone who was identifiably Muslim or identifiably Jewish to a football match with you? Unless the answer is unequivocally yes then there is a problem.

At the top of football, from England at Wembley, to the large Premier League teams, spectators are increasingly being drawn from a wider ethnic mix. There is no rational reason for anyone to have any hesitation in attending, yet some groups remain noticeably under represented. Football needs to ask itself why.

In the lower leagues, at some clubs, it is not the case that you could feel comfortable and confident in attending a football match and if you did, then in some stands or terraces, you would be noticeably on your own. It is an extraordinary reality that in some football grounds there are more identifiable ethnic minority numbers on the playing field than amongst the spectators. Where those clubs are located in or near a large ethnic minority community then these clubs are unlikely to prosper in the future. It is particularly noticeable that so few football fanatical young Asians attend football as spectators at any level of the game. The first clubs that really break the mould will be laughing all the way to football and commercial success.

The era of abusive collective chanting and singing spectators at football matches is seemingly dying out. Certainly there is a major change of atmosphere across football, with less chanting and spontaneous singing and less collective abuse. So rare are major incidents of anti-Semitic or Islamophobic chanting, that when they do occur, they warrant serious attention and immediate and robust action. With the growth of season ticket holders, the use of match day programmes to send out clear messages and the ability to remove season tickets gives clubs huge leverage over such abuse. If this leverage is used routinely and compromisingly, then the trend away from collective abuse will continue.

However the individual bigot is still seemingly comfortable when hidden in a crowd and it is the regular individual abuse of players, officials and other spectators that football really needs to address more effectively. Whether it is passion of the game,

the anonymity of the crowd or other factors, the individual bigot is still likely to be heard at some stage in many football matches across England. Football needs to become resolutely and effectively intolerant of the individual isolated bigots and for every bigot driven from stadiums or touchlines there are huge numbers of families and under-represented communities willing to actively respect our national pastime.

Participants

There are virtually no professional Jewish and Muslim footballers in England, demonstrating how untapped this pool of hidden potential is. As few Jewish and Muslim children play in competitive cross community leagues at school or in the community it is hardly surprising that so little talent emerges. The young Jewish community is relatively small and quite concentrated in certain schools and localities but even here cross community competition is under-developed. Football needs to ensure that Jewish participants, and especially predominantly or wholly Jewish youth teams are fully engaged, welcomed and respected whenever and wherever they play. Considering the length of time that the established Jewish community has lived in or just outside areas such as North London and North Manchester it is disturbing that basic battles such as fixture scheduling remain issues today.

The young Asian community and noticeable the young Muslim community is much larger in size than the Jewish community. Being much newer to this country the community is less prosperous as a whole and is often located in traditional community football strongholds. It is therefore worrying that so few young Muslims participate in competitive cross community football and consequently enter the professional game. In some towns and cities the potential pool of young football stars in being greatly reduced by this non-engagement. For those young Muslims who do participate in competitive leagues the abuse is totally at odds with the progress made in the professional game.

It is not unreasonable to observe that a team of Muslim or mainly Muslim players is very likely to be insulted, bullied and abused at some stage during the course of a season. This experience must impact on the attitude of many to attending professional games or attempting to progress to a higher level as a player.

It speaks volumes that even the boardrooms of English football are more welcoming and more accessible to English Muslims than the playing side of professional football. The Football Association has an imperative to create role models of Muslims involved in football and in order to short cut the emergence of such players needs to grab hold of the enthusiasm of young Muslims for the game by taking the brand, the affinity and the glamour of the England team into every major young Muslim community in the country. To do this a champion of Muslim involvement in the game needs to be appointed and resourced. This is the big untapped potential for the success of the game in the next generation and we are currently letting this prize slip from the game's hands.

Boardrooms and Officialdom

Overseas investors and English investors from the Jewish and Muslim communities are increasingly present in boardrooms and as football investors. This makes the lack of effort of some other clubs to engage local communities even more staggering and self-destructive. Over time the market will sort this myopia out, but at the expense of some of the historic names in the English game. Should full cost policing or TV revenue impact on football finances then market forces will create some significant problems for clubs without a local communities base with a vengeance.

The officialdom side of football is lagging years behind the rest of the game. The FA Council is not reflective of the current football community and it needs urgent attention at national and county level. The expertise of those derided as ‘blazers’ need not be lost if change is managed well. Football administration requires more resourcing, more people and more expertise than ever before. Reform of the structures is an imperative if the old is to be safeguarded and the new brought on board.

Club officials and referees and linesmen are also unnervingly drawn from virtually only one section of the community. Clubs who have brought in overseas coaches need to demonstrate how the pool of available talent must be widened, from safety officers to match day commanders, from club officials to coaches. Other multi-national industries sell themselves to potential employees and volunteers while football still tends to presume that it must appoint from within its established ranks.

The Professional Game

1. Implement the “Racism not Acceptable” Safety Charter

The safety of fans, footballers and local communities should remain a primary concern for all on match days. Footballer players need to be safe from abuse, fans need to feel safe to report abuse and everyone should be safe in knowledge that when incidents are reported action is taken and remedy is sought.

Although there have been recent improvements in safety standards there is room to make things even better, recognised qualification level training is required for stewards, public messaging needs to be prioritised, better governance of arrangements, legal autonomy for Safety Officers is imperative and reporting should be easier, modern and streamlined.

<p style="text-align: center;">The “Racism not Acceptable” Safety Charter</p>

<p>Training for Stewards:</p>

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| <ul style="list-style-type: none">a. All Stewards should be expected to have or be working towards NVQ Level 2 and have NVQ Level 3 training should be availableb. The Football Safety Officers NVQ Level 2 for Stewards, Module 7 on Race and Disability Discrimination, should be re-written to include experiences of anti-Semitism and Islamophobia |
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- c. Better statutory training for Stewards – The Football Licensing Authority should require all Safety Officers to be working towards or be qualified in NVQ Crowd Management (Level 4)
- d. Using the expertise of the Community Security Trust in developing and delivering stewards training

Safety messages:

- d. “Racism not Welcome Here ” messages printed on the back of stewards jackets to send a message to crowd – these should include anti-Semitism, Islamophobia and other forms of hatred like homophobia.

Better Governance

- e. Football Safety Officers should have a legal duty to ensure the appropriate categorisation of games along with the appropriate police presence. They should be given legal autonomy and removed pressure to consider the financial implications to the club.
- f. Football Safety Officers should have the right to report any issues directly to board level
- g. Police “Football Intelligence Officers” should be linked with the appropriate local Safer Neighbourhood Teams to improve education and co-ordinate prevention activities.
- h. The FA Rules should add racism and discrimination in all their forms to the policy on 'offensive abuse, language and/or gestures'

Reporting:

- i. More consistent use should be made of cameras and microphones to detect crowd problems and specify particular incidents.
- j. There should be an annual report on how many people have been arrested because of racist and discriminatory chants providing a clear demonstration to fans that action is taken.
- k. The Tackling Racism by Text service should be used throughout the Premier League, National Leagues and County FAs.
- l. There should be one national reporting number run on racist abuse and incidents

The FA should develop an implementation plan for this charter and measure its implementation within a three year period.

Best practice: Liverpool have trained and empowered their stewards to directly and positively engage with spectators from all backgrounds ensuring a welcome to Anfield stadium

Football banning orders

- 2. Publishing the names and photos of those with a Football Banning Order in stadiums and around local communities

Football Banning Orders have proved to be an excellent method to rid football of those who are intent on causing trouble at matches.

Public recognition of action that has been taken should be greater and the football world should consider publishing the name and photos of those associated with their clubs or grounds who have been issued with Football Banning Orders. Initiatives like this in and around the stadiums can act as warning to those who wish to bring racism, anti-Semitism, Islamophobic and other unacceptable behaviours into the match day environment that it is not tolerated. Importantly it will help give confidence to those wishing to report incidents in the future.

3. FA and leagues to develop a “Changing Chants Toolkit” to help clubs phase out racist chants like “Yido”, anti-gypsy jibes, racist rants and homophobic slurs.

The FA should develop a Toolkit for Clubs on marginalising offensive chants, using the Community Security Trust and other specialist groups alongside Kick it Out to develop and adapt materials.

The strategy must be to eliminate the 90 minute bigot – with fans understanding the prejudice of certain chants, with high profile club leaders delivering the key messages and then action to prosecute those who start the racist chanting.

The FA should host a high level private event with media partners on how they can ensure that chants that can be heard on the TV are silenced or challenged in the coverage.

Best Practice: Manchester City have successfully initiated the prosecuting anti-Semitic crimes by spectators within their ground

Use of technology

4. Invest in new Technology like text message reporting, steward head cameras, high resolution CCTV and recordings of abusive fans and tense areas – to catch the perpetrators of abuse in the stadium.

With the technology now available at a fraction of its former costs, football clubs should be more consistently equipped in a way that would support the Police and CPS to be able to more easily secure Banning Orders. By upgrading technology, those causing problems can be identified on CCTV, through ticket sales and reporting systems like text message reporting.

Many clubs have already tried these different methods but usually in isolation and all three together could have a transformative effect on the police’s ability to respond to reports and the Crown Prosecution Services ability to secure convictions.

Best Practice: Millwall have installed a comprehensive CCTV system covering the stadium and the area around their stadium for £250,000

The FA and Grassroots Football

5. Independent tribunal for racism and discrimination cases

The number of allegations at a local and national level are increasing and becoming more complex, with the increasing potential involvement of lawyers.

The current system for handling complaints is simply not working. It would be unfair to criticise the volunteer based Associations, whose primary functions remain time consuming, but whose resources are already stretched to the limit in coping with standard football disciplinary and financial matters.

The FA needs to create additional structures to cope with this ever increasing workload with people trained to deal with the complexities of direct and indirect discrimination issues. It is clear that local County FAs have neither the expertise nor the manpower to cope with this increased workload and it is unreasonable to impose such additional burden upon them.

A tribunal system needs creating, comparable in concept to those of employment tribunals, in order that cases can be dealt with quickly and efficiently, to ensure fairness for the victim and the accused and free up existing structures for their original purpose.

Women's Football

6. Funding for women's football development to be increased and have diversity at it's core – bringing young Muslim, Jewish and minority ethnic women into football.

The extensive but still developing Women Football sector should continue to be nurtured and encouraged. During this progress, funding from the Football Foundation and others should be used to encourage diversity at all stages.

As football expands and diversifies their problems become compounded as the pressures on resources and facilities increase. Funding should be prioritised so that the expansion in women's football and their increasing diversity can be catered for.

The Football Foundation should ensure that facilities suitable to the local women's football population are included in their development strategy. The numbers of Jewish and Muslim girls and women involved in football is extremely small and where progress is being made these efforts require consistent backing.

Best practice: the Muslim Women Sports Foundation has successfully engaged young women from across London in regular and quality football

The FA Council

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| 7. The FA Council should be restructured to reflect the diversity of society and make local positions available for aspiring black, Asian, Jewish and ethnic minority volunteers |
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The FA council has a wealth of experience that the game would be unwise to lose, yet needs a major and rapid overhaul to meet the challenges of the future. Once it was revolutionary to allow an England manager to pick his squad and team. Now it should be a high priority to diversify the make up of the governing FA Council. The requirements of the modern game require a continued high level role for experienced councillors, whilst simultaneously bringing many new people into activity. Unusually, Parliament has a model that can be of use in managing such change.

The House of Lords exists as a check on the elected House of Commons, and prides itself on having appointed wise heads to provide counsel. The Football Association should consider a comparable structure, allowing FA councillors and other senior figures the ability to contribute without the burden of constant involvement. Like the House of Lords people should only ever be invited once, with a fixed size to demonstrate the seniority of the body.

Such permanent capturing of expertise would then open up the FA Council to a more diverse input, including from younger people. Diverse representation in the football community is of vital importance at this level for credibility but also for effectiveness. For all groups the highest level of football governance needs to look like those who play on the pitch, support clubs on the terraces and engage as volunteers in the FA.

The creation of an FA Senate will create such a new body with a balance of people who represent the wider world of sport and look like the people who play, watch and volunteer to make the game the success it is. All participants are there because of their contribution to the game. Such a body will also create a suitable recognition for those with unparalleled experience and expertise in the game, as officials, former players and former managers.

The consequential creating of vacancies for local roles opens opportunities for newer, younger and more diverse candidates to fill local and regional positions ensuring diversity is intrinsic at every level.

Abusive parents

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| 8. Red card for abusive parents on the touchline |
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Abuse, aggression and violence from parents towards players of any age or team is totally unacceptable but this is a spiralling problem. Understandable passion and pride for their child, his or her contribution and team effort is to be supported but there are clear boundaries that should not be breached.

Any parent caught by match officials or following complaints from players or other spectators, should be treated in the most serious way. Any overt racism, anti-

Semitism, Islamophobia or other bigotry for that matter, should result in a red card for the parent and depending on the judgement of the match officials, either their immediate removal from the vicinity of the pitch and or a consequential report to the FA and where relevant the police.

There is clear evidence that referees are currently wary of such conflict during matches and reluctant to report such matters afterwards. This situation is not tolerable.

Any action must of course be reported to the local FA, the club and the FA nationally. The FA must ensure that any child subjected to such abuse will receive unequivocal supportive action by the football authorities.

9. The FA should revise guidance on the support for referees and match officials, coupled with simpler reporting, to ensure a match day report is submitted to the FA.

The FA needs to strengthen the expectations of, and support to, referees who have the responsibility to ensure the game at whatever level is conducted in a way that shows respect and entices an environment of inclusiveness. Easy and efficient ways to report match day incidents need to be developed using online technologies. Simple trigger processes should ensure the On-Field and Off-Field Regulation Departments of the FA are alerted to any allegations and incidents immediately.

Referees are vital to ensuring racism is challenged on the pitch and amongst spectators and where referees and other match officials act upon and report incidents they must have unqualified support for the principles of their action by the FA. Match officials should be recognised and celebrated where they act to challenge racism directly and decisively.

Club Management and Potential: Untapped markets

10. Club boards to have a duty to monitor and promote equality in and around the stadium

The Equality Bill creates a duty on public bodies to monitor and promote equality on the basis of race, gender, sexual orientation, age and disability.

Football has a great opportunity to establish procedures that are seen as excellent practice. The new single duty will help streamline current practices and make the system more open, transparent and effective.

Football should adopt a responsibility to promote equality once the Equality and Human Rights Commission and the Government Equalities Office have agreed on the mechanisms. This would put the football world ahead of all other sporting groups and would encourage a grass roots transformation of the way many clubs treat equalities issues.

If necessary the FA should develop more appropriate ways to promote a matrix, fit for purpose, for the football and sporting groups. The Equalities and Human Rights Commission should be asked to assist with this process.

Best practice: Wycombe Wanderers have actively promoted engagement of the local Muslim community through education, encouragement to attend matches, direct employment of staff and targeted invitations into the boardroom

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| 11. Increase the diversity of spectators at professional matches by |
| a. Linking with community leagues from the Muslim, Jewish and other minority ethnic or under-represented groups like LGBT people |
| b. Invite schools with high ethnic minority populations into stadiums and match day fixtures as a matter of priority |
| c. Each club develop a marketing strategy for local ethnic minority communities. |

In many clubs, the players are more diverse than the fan base in the stadium, as are those who watch their local or chosen club on TV, through merchandising and informal fan networks.

Clubs need to make a much more concentrated effort to assist those groups who would not otherwise get access to the stadium and encourage those from ethnic minority communities to come and visit the ground and other club events.

Clubs have historically provide complementary tickets to schools, especially when demand is lower. Using this approach with young people from less engaged communities will build affinity, deconstruct any negative images of the stadium as unsafe and create a more dynamic and positive stadium atmosphere.

It is particularly symbolic for both the Jewish and Muslim communities that more home grown Jewish and Muslim players are given the opportunity to perform at the top levels of football. Football is missing out on many events organised within single communities and needs to find ways of recognising and engaging with community football groups – like the Bangladeshi League in Tower Hamlets – to find new talent and encourage new people into the game. Again there is a market advantage for those clubs who prioritise this.

Best practice: Hull City’s family friendly business model has led to season ticket holders being banned for using language deemed inappropriate for families

International Football

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| 12. Point deduction, under existing FIFA rules, for clubs who fail to combat racism, anti-Semitism, Islamophobia and other hatred in grounds and on pitches |
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The FA should implement with immediate effect the FIFA Rules which allow for the deduction of points where clubs have not taken sufficient action to combat racism and bigotry in their clubs and where such abuse continues.

This has been used boldly in France and Hungary – its lack of implementation by the English FA reduces our moral authority at international levels and within the wider FIFA network, including when we demand action on abuse of our own national or club players abroad.

The option of using this power should be made available and publicised, which will concentrate the minds of those not who have yet to catch up with the modern world. If points can be deducted every season and several times for financial issues then the power to deduct points for race hate incidents needs to be available.

Best practice: The French and Hungarian Football Associations have both used FIFA rules to deduct points from a club for spectator racist abuse in recent seasons

England Mascots

13. Ensure that some England mascots are from black, Asian, Jewish or ethnic minority communities at each home game

Of the Mascots provided by both the FA and sponsors, Nationwide, some should be from black, Asian, Jewish or ethnic minority communities at each home game.

A mechanism for this should be created straight away and is simple to do by the FA ensuring a diversity of opportunity at each England game in addition to sponsors nominees. By definition England mascots must be seen to represent the whole country and this should be implemented immediately.

14. British agencies should share the good practice we have with other countries, especially those with International Tournaments coming up like Euro 2012 in Poland.

England has an important World Cup bid which seeks to enhance the diversity message that was so appealing in winning the 2012 Olympics. In addition we have a great opportunity to share some of our expertise in assisting with plans for the 2012 Euro championships in Ukraine and Poland and the 2014 World Cup in Brazil.

With the issues of particularly anti-Semitism and racism that have plagued football in Poland and Ukraine, the England partnerships with the police, Home Office and Crown Prosecution Service and the co-operations with community and fans organisations provide a template for assisting the UEFA preparations for this tournament and further developing the FA approach to tackling such issues, including chanting, internet football hate and spectator abuse.

A Football champion for the young Muslim community

15. Appoint a football champion for the young Muslim community

The FA needs to appoint a football champion to take better capture the enthusiasm for football amongst the Asian communities of England. A high profile engagement of young people from the Asian community will pay huge dividends to both the grassroots and the professional game and these young people are waiting for the opportunity to demonstrate their love of the game and their identification with the England team.

A similar drive in other communities, again with an identified champion would further re-enforce the message that football is our national game and participation within football is a birth right to everybody in England.

Lessons from Europe and FIFA

16. Learn from the best practise of our European and FIFA partners

FARE is an excellent network that places welcome pressure on the football community to improve its systems and abilities to tackle racism. We should learn from their many examples of good practice in “A scar on the beautiful game” and FARE’s own reports should be implemented in the UK.

Each year Kick It Out, Muslim groups and Maccabi GB should be invited to present specific examples of good practice with their recommendations adoptable by the FA Council.

Recommendations

The Professional Game

- 1. Implement the Safety Charter which includes:**
 - a. Better statutory training for Stewards – NVQ Level 2 or above**
 - b. “Racism/Discrimination not Welcome Here” messages to be printed on the back of stewards jackets.**
 - c. Safety Officers with legal obligations to ensure the safety of spectators.**
- 2. Publishing the names and photos of those with a football banning order in stadiums and around local communities.**
- 3. The FA and Leagues to develop a “Changing Chants Toolkit” to help clubs phase out racist chants like “Yido”, anti-gypsy jibes, racist rants and homophobic slurs.**
- 4. Increased investment in new Technology through text message reporting, steward head cameras, high resolution CCTV and recordings of abusive fans and crowd control problem areas – to identify the perpetrators of abuse in the stadium.**

Best practice: Tottenham Hotspur have worked with supporters, the police and other partners to challenge well established singing and chanting crowd cultures

The FA and Grassroots Football

5. Establish an independent tribunal for racism and discrimination cases
6. Funding for women's football development to be increased extensively with diversity at its core – bringing young Muslim, Jewish and minority ethnic women into football.
7. FA Senate to be created that reflects the diversity of society and make local positions available for aspiring black, Asian, Jewish and ethnic minority volunteers.
8. Red cards for abusive and violent parents.
9. The FA should revise guidance on the remuneration of local referees, coupled with a simpler system of reporting, to ensure a match day report is submitted to the FA.

Club Management and Potential: Untapped markets

10. Club boards to have a duty to monitor and promote equality in and around the stadium.
11. Increase the diversity of spectators at professional matches by:
 - a. Linking with community leagues from the Muslim, Jewish and other minority ethnic or under-represented groups like LGBT people
 - b. Invite schools with high ethnic minority populations to stadiums and match day fixtures as a matter of priority.
 - c. Each club to develop a marketing strategy directed at increasing the involvement of local ethnic minority communities.

Best practice: Manchester United have attracted new potential customers, increasing the diversity of fans in all parts of Old Trafford

International Football

13. Point deduction for clubs who fail to combat racism, anti-Semitism, Islamophobia and homophobia on the terraces.

Implement Article 58 of the FIFA Charter

14. Ensure two of each of the England mascots are from black, Asian, Jewish or ethnic minority communities at each home game.
15. British agencies should share the good practice we have with other countries, especially those with International Tournaments coming up like Euro 2012 in Poland.
16. Appoint a champion to take the game into the English Muslim community.
17. Learn from the best practise of our European and FIFA partners.

Best practice: England Fans have become a major asset in tackling racism in football making Wembley a fortress of tolerance to all fans wishing to support their country

Conclusions

Football at the elite club level will be dominated by those clubs who best position themselves in the world consumer market. Attracting spectators, investors, players and customers from the widest and most diverse base is already giving huge competitive advantage. With new emerging markets across the world and a significant untapped potential domestically, those who adapt well will thrive.

The Football Association as guardian of our national passion have embraced change but must go further and with haste.

It is not that long ago that England fans were regarded as a national liability and Wembley complemented this. Now watching England at Wembley is to be warmly recommended to any England fan, regardless of race, gender or creed. This approach needs to become embedded into the DNA of English football nationwide.

In 2010 it is not acceptable that any footballer can be abused because of their race or religion at any level of the game. Nor is acceptable that any part of football in 2010 be prepared to excuse or ignore such prejudice. Progress has been rapid and real, but more is needed. English Football in 2010 needs to set itself the standard of being an intolerance free zone throughout the game.