



# Basic principles and guidelines for developing concepts for allowing spectators back into stadiums

Bundesliga | Bundesliga 2 | 3. Liga | DFB Cup |  
Women's Bundesliga | National team

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*Part I and Part II*



BUNDESLIGA



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DFB-POKAL



3. LIGA



DIE MANNSCHAFT



FLYERALARM  
FRAUEN-  
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## **PART I – Basic principles**

### **1 Preliminary remarks and background**

The outbreak of the COVID-19 pandemic in March 2020 has encompassed almost every aspect of life for entire countries throughout the world. As part of various measures to contain the disease, professional sports leagues in Germany and around the world have had to suspend or even end the season. Thanks to the positive trend in infections in Germany, the Bundesliga and Bundesliga 2 were two of the first sports leagues in the world that were able to resume match operations in May 2020 – by necessity behind closed doors – and thus secure the economic survival of various clubs.

The foundation for the resumption of the match operations in the Bundesliga, Bundesliga 2, 3. Liga and Women's Bundesliga was the comprehensive hygiene and organisation concept drawn up by the DFB and the DFL. Beginning in May 2020, this concept passed its field test on nine match days in the Bundesliga and Bundesliga 2, 11 match days in the 3. Liga and six match days in the Women's Bundesliga, as well as in games in the DFB Cup, and thus allowed the 2019-20 professional football season to be ended on schedule. A necessary adjustment to this concept will take place during the summer break, so that safe and professional working conditions can also be guaranteed for everyone involved in match operations as well as for all working staff, for example in TV and media production, during the forthcoming 2020-21 season. This will continue to be carried out in close coordination with the responsible political representatives at the federal and state level.

Even though it has proved possible to secure broadcast revenue, as the most important source of income, with the resumption of match operations, there is a broad consensus that football depends heavily on its emotions and the fans in the stadium, and it seems significantly reduced without a stadium audience. With more than 42,000 tickets sold on average per game (2018-19 season), the Bundesliga is the world's leading football league when it comes to drawing the crowds and owes its international recognition also to the committed fans in the stadiums. In addition to the great importance it has as a communal experience, stadium attendance continues as before to be a significant economic factor for professional football. The 18 clubs of the Bundesliga generated revenue of around € 520 million in the 2018-19 season from ticket sales as well as the sale of food and drink. It is against this background that the discussion on the possibility of allowing the responsible

return of spectators to stadiums during professional football matches is increasingly taking place.

The downward trend in infections over the course of the summer so far in 2020 has led to many of the restrictions imposed because of COVID 19 being relaxed in several areas of social and economic life. Major events where contact tracing and compliance with hygiene regulations are possible may possibly be able to be held again starting in September 2020 if a suitable safety and hygiene concept is presented by the organiser – while also taking into account the current local incidence of infections.

With this in mind, the DFB and the DFL have defined in these **“Guidelines for developing concepts for allowing spectators back into stadiums”** general conditions for the Bundesliga, Bundesliga 2, 3. Liga, DFB Cup matches, the Women’s Bundesliga and international matches hosted by the DFB in the 2020-21 season.



Figure 1: Differences between the concepts for football as a form of employment vs as a major event

These general conditions have to take into consideration the requirements related to the relevant venues – such as the stadiums’ infrastructure and the heterogeneous composition of the spectators – and be specified in detail for each venue. They can furthermore be **adjusted progressively to the local infection rate.**



This document provides a medical classification that is valid for all professional football venues at the time it was drawn up as well as guidelines for the clubs of the Bundesliga, Bundesliga 2, 3. Liga and Women's Bundesliga to draw up individual concepts.

## 2 Medical classification

In the assessment of the medical and infection factors involved in allowing spectators to return to major events, epidemiological considerations take precedence over those of occupational health and safety that dominate when it comes to the players, managers and trainers. It has to be taken into account here that all games are played in the open air, which significantly reduces the risk of infection via aerosols. Scientific findings made in the past few months provide clear evidence that a large part of the incidence of SARS-CoV-2 infections can be attributed to aerosol transmission. Several studies show that the risk of infection in confined spaces is considerably higher than in the open air.

Aerosols dissipate in the open much quicker than in enclosed spaces or are “diluted” by the increased air exchange in a way that makes infections much more unlikely. In particular, the extent of air circulation (“wind”) can exert a critical influence of the risk of infection and the preventive measures that have to be taken.

Hospitality areas, where good ventilation is therefore important and where the regulations that apply to the catering trade can serve as a basis for their operation, may need to be the subject of separate treatment. The relevant ventilation / climate situation will have to be assessed in each individual case here.

The other transmission pathways via droplets and/or contact (direct or indirect) are generally less significant than aerosols and, to an even greater extent, only involve the people located in the immediate vicinity. At least in seats (and to a certain extent in standing areas) where the assigned seat or standing area is complied with, the number of people that can be infected in these ways by an individual who may be infectious is also limited by the number of potential contacts, which remains constant. With seating or standing positions not facing each other, there is furthermore less “face to face” contact time between people in different rows during the game, although the precise effect of this situation cannot be quantified. More difficult to control is what happens especially when fans enter and leave the stadium and also when they use toilet facilities or buy food and drink. However, the clubs can implement organisational measures to greatly limit the length of time spent in close contact in these cases, which will make transmission less likely.

With regard to possibly allowing spectators into stadiums **depending on pandemic activity, reference will be made to the situation in the location of the event (“home club”)**. This will happen in order to be able to react to local outbreaks. The location of the event and all neighbouring districts are included in the frame of reference. It could also be argued that, when away fans travel to a match, the situation at the home venue of the away team also has to be taken into consideration. This consideration involves significantly fewer people, however, with many fans who attend “their” team’s away games coming from other areas and not just the club’s actual home town.

Guidelines that focus on pandemic activity can of course mean that fewer/more home fans will be able to attend individual games because of short-term trends. However, we consider this subordinate to the considerations regarding infection on the one hand. On the other, this case is not expected to arise all too frequently at least from today’s perspective. The following classification is provided for and follows the classification of the revised hygiene concept for special match operations:

**Pandemic level high** ( $\geq 35$  new infections per week per 100,000 inhabitants)

- No spectators allowed in stadiums (similar to the final stages of the 2019-20 season).

**Pandemic level moderate** ( $\geq 5$  and  $< 35$  new infections per week per 100,000 inhabitants)

- Spectators permitted under conditions to be defined.

**Pandemic level low** ( $\geq 5$  new infections per week per 100,000 inhabitants)

- Gradual return to normal operations in consultation between club and the local health authorities

The pandemic level is determined by calculating the aggregate 7-day incidence in the location of the relevant club and of all districts neighbouring this district on the day before the event in question.

In addition to the fixed criterion of the 7-day incidence, the relevant venue concepts have to take other factors into consideration to determine infection rates. These include in particular the infection dynamics and also the absolute number of infections in the region

in question. Without consideration of these additional factors, the 7-day incidence does not map the relevant pandemic activity in a sufficiently comprehensive way.

The threshold values should be regarded as a reference point and must **also be placed in the context of the current “dynamics” of the infection on site in the communications with the competent health authorities.** In addition to key, purely epidemiological indicators (e.g. trends in new infections in past few days), political and/or educational elements may also have to be taken into consideration.



### 3 Objective of the guidelines and scientific study

Starting out from the medical considerations, each club aiming to allow fans back into their stadium must develop a local concept. As in the medical and organisational concept for the special match operations in the 2019-20 season, the aspiration of these venue-specific concepts of the clubs cannot be to guarantee one hundred per cent safety. Key components in these detailed concepts include on the one hand preventing infections by **implementing and complying with minimum distances in all areas of the stadium** and, on the other, **ensuring that chains of infection can be tracked**. The concept should demonstrate in particular what spectator capacity is being used in the calculations and how compliance with hygiene and protection measures is guaranteed. **The concept that is drawn up has to be agreed with and approved by the local competent health authority.**

A scientific study has already been conducted in support of the rest of the 2019-20 season (antibody study together with the Bioscentia laboratory in Ingelheim; two manuscripts are currently being finalised and will be submitted shortly). **A scientific study will be even more important for the coming season if spectators are allowed back in to stadiums.** Scientifically based measurements / surveys can be very helpful especially in the areas of aerosol formation and the management of spectators in stadiums, but also in terms of the level of acceptance of various measures.

## **PART II – Guidelines for the clubs to draw up a safety and hygiene concept**

As organisers of games in their stadiums, the professional clubs already guarantee in accordance with the guidelines of the DFL and the DFB that they cooperate with all local safety agencies (police, security, fire services, medical services, stadium operators and other local partners and authorities) during normal operations. In practice, this involves coordinating an annual pre-season meeting and a match day meeting in order to prepare and agree specific individual measures before each game.

In the current unique situation, the competent health authorities have to be involved in the organisational preparation and implementation of the matches to an increased extent by the club as the host. Within the framework of the federal requirements that have been defined, workflows, restrictions and also relaxations taken from the relevant individual organisational aspects have to be reassessed, agreed and decided on responsibly together on a regular, cooperative and constructive basis.

**To this end, each club and organiser has to develop a detailed concept with medical support (microbiology/hygiene and environmental medicine) and submit it to their competent health authority for examination.**

The concept must clearly show in particular which measures will be taken depending on the pandemic status defined in section 2 (high, moderate, low) in order to achieve the objectives defined in section 3. Key elements of this concept should include:

- Determination of capacity
- Concept for implementing ticketing
- Mobility and arrival and departure concept
- Organisation and cleaning concept

## 4 Determining the total feasible capacity<sup>1</sup>

Each club has to determine its own maximum total capacity as part of its detailed concept. To begin with, the following section discusses the capacity of the stands as the basic requirement for calculating the total capacity. Possible limiting factors in calculating the total capacity are subsequently mentioned. An important principle here is to distinguish between the space available (stands, parking spaces, areas for queues, etc.) and the time available (speed to clear ticket checks, walkways, stairs, stand entrances and exits, kiosks, etc.). **The total realistic capacity is the number of people that can be managed using the available space and in the available time while ensuring a minimum distance is kept between people.**

### 4.1 Calculating the capacity of the stands

The basis for calculating the capacity of the stands is, as in other social and economic areas, compliance with the minimum distance rules in combination with other protective measures, such as the wearing of a face mask for example. Within the framework of an overall assessment of the measures (for example the mandatory wearing of a face mask, performance of specialist medical inspections and air measurements, or implementation of other protective measures), each club has to carry out appropriate calculations of distances as part of their detailed concept. Local exemptions from the distancing rules that apply in general / nationally, such as for household groups, can be taken into consideration when calculating the capacity of the stands. Furthermore, it is possible to limit the relevant infection risks more precisely on the basis of expert air movement and attenuation reports and to derive possible measures from these to further improve air flows and distancing rules for individual areas in the stands. Measurements corroborated by an expert opinion can additionally have a significant influence on the design of the distance between seats and the places that have to be left empty.

The detailed concept should show the possibilities for the distribution of seats, including the distances between them, by means of an illustrative block plan. If it is planned to sell tickets for standing areas, what distances can be maintained and what stand capacity can be achieved also have to be shown in schematic diagrams.

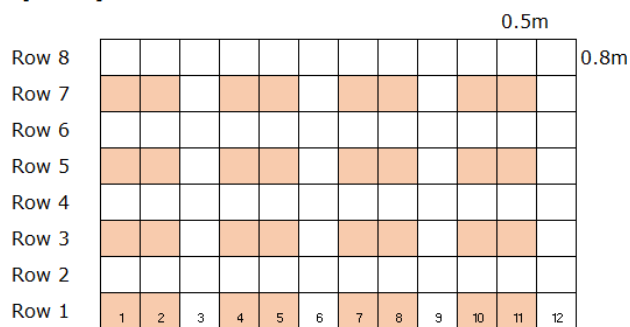
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<sup>1</sup> The term total capacity is understood in this document to mean the highest number of spectators possible for the time being depending on individual, venue-specific guidelines of the health authorities.

In order to minimise the contact with spectators moving around, the use of seats for spectators directly next to the stairs going up and the stairs going down.

### Example of a seating area model:

#### Capacity: 33.3%



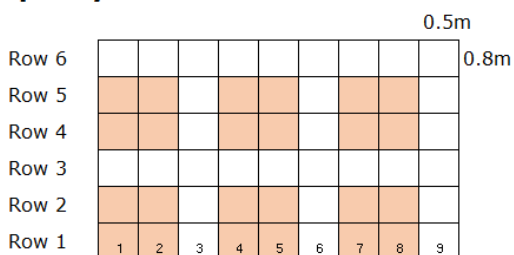
#### Parameters

Distance:  
1.00m horizontal nose-to-nose  
1.60m vertical  
Every second row used, double seats

#### Calculation

96	seats according to diagram
32	usable seats
33.3%	percentage capacity

#### Capacity: 44.4%



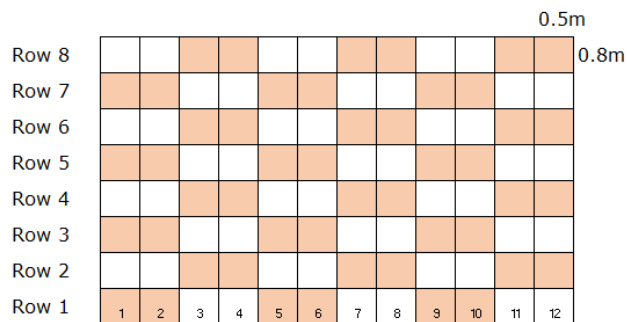
#### Parameters

Distance:  
1.00m horizontal nose-to-nose  
1.60m vertical  
blocks of four, one empty row each between blocks

#### Calculation

54	seats according to diagram
24	usable seats
44.4%	percentage capacity

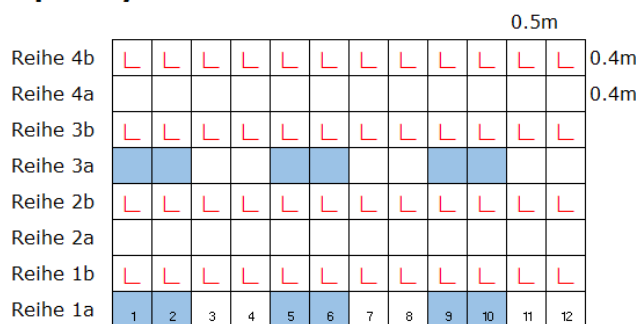
### Capacity: 50.0%



<b>Parameters</b>	
Distance: 0.94m diagonal nose-to-nose 1.60m vertical Every row used, double seats	
<b>Calculation</b>	
96	seats according to diagram
48	usable seats
50.0%	percentage capacity

### Example of a standing area model:

### Capacity: 12.5%



<b>Parameters</b>	
Distance: 1.50m horizontal nose-to-nose 1.60m vertical Every fourth step used, double standing positions	
<b>Calculation</b>	
96	standing positions according to diagram
12	usable seats
12.5%	percentage capacity

In addition to the theoretical / mathematical calculation, a realistic and responsible implementation with and by the spectators in the stadium is a fundamental requirement for a reliable specification of the stand capacity. The willingness of each spectator to cooperate directly is essential for this and should be encouraged through extensive communication on the need for the measures that are implemented. To this end, the detailed concept should describe how compliance with the distancing rules can best be ensured.

Depending on the regulatory situation in the relevant federal state, “household groups” can also be assumed when configuring the areas to be occupied. This means implementing differently sized blocks of connected seats (blocks of 4, 3, 2), which are occupied exclusively (and verifiably) by people from one household.

## 4.2 Factors limiting the total capacity

Depending on local circumstances, the maximum capacity of the stands calculated in accordance with section 4.1 may exceed the figures for the capacity to be specified below. In this event, the total capacity has to be reduced accordingly. It has to be considered for the total capacity determined in this way whether this already has to be implemented from the first home game. Where appropriate, it is recommended that the total capacity be reached in planned stages. On the one hand, schools will largely reopen in August and September and holidaymakers will return to Germany. On the other, the climate conditions in the autumn are likely to be more favourable for infections to spread. Finally, it must be noted that there is almost no experience that can be called on when it comes to the measures to be taken inside the stadiums and the areas around them.

Reliable thoroughfare speeds should be assigned to all areas that are traversed by spectators on match days. The minimum time that is required for the stadium to be completely filled can be determined in this way. When minimum distancing rules are complied with, the possibilities for compensating any imbalance between the volume of spectators arriving and the clearing speed in an individual area through queues or waiting areas are significantly reduced. The aim should be to optimise the clearance in various areas in such a way that waiting times are reduced or eliminated.

### 4.2.1 Arrival and departure routes

**The capacity of safe arrival and departure routes constitutes a key limiting element.**

To what extent the number of spectators calculated as the stand capacity can arrive and depart using the different travel options (private car, public transport, by foot, by bicycle, etc.) safely and while complying with the safety and hygiene rules has to be presented.

Both empirical values from the past and, for example, inquiries made in the course of ticket sales can be used to forecast the travel options that are used.

Capacity of arrival and departure routes = sum of people using all travel options (if predetermined sections of stands are assigned to individual arrival and departure routes, these arrival and departure routes have to be considered individually)

Should the capacity calculated for the arrival and departure routes be less than the capacity calculated for the stands, the total capacity has to be reduced accordingly.

In particular, the use of transport and travel options that are beyond the direct control of the relevant club or stadium operator must be included and assessed from a critical perspective in the concept (e.g. public transport). Detailed descriptions and assessments of the situations that result before and after matches are required in the concept (see section 7).

#### **4.2.2 Number, position and design of entrance areas**

In addition to the journey to the stadium, the entrance situation can also be a limiting factor. Depending on the configuration of the entrance areas, the number of turnstiles and entry gates that can be used may have to be reduced in order to comply with the distancing rules. The maximum “capacity” of the “entrance” area results from this – taking into consideration the entire “feed-in time” (time from the stadium opening to kick-off) as well as the time to conduct entrance checks on each spectator.

„entrance area capacity” = “feed-in time” x “checked spectators”/min x “entry gates”

Should the maximum “entrance area capacity” that is calculated be lower than the stand capacity that has been calculated, the total capacity has to be reduced accordingly (see section 8).

### **4.2.3 Other limiting factors**

Depending on the stadium, other factors can limit the maximum utilisation even after the first access control. These include all areas that spectators have to pass through (e.g. stairs, escalators, lifts, possible ticket checks at the entrance to the stand and any bottlenecks that have to be passed, such as stand entrances and exits). When the stadium is used with a reduced capacity, it is likely that some of these factors will have sufficient capacity to provide even clearance. These should be identified and any surplus resources redistributed.

## **4.3 Capacity calculations for special areas**

A separate calculation of the possible utilisation has to be carried out and specified in the concept for certain special areas.

### **4.3.1 Toilet facilities**

The capacity of the toilet facilities at peak times represents another point that has to be considered. It is important here to prevent people from congregating unchecked immediately before and after the game as well as at half-time. Each club has to calculate the maximum utilisation for its relevant toilet facilities and to assess the ventilation system. If it can be guaranteed through security measures (see section 9.3) that this utilisation per facility is not exceeded at any time, the accumulated capacity of the toilet facilities does not automatically result in the total capacity being limited. One-way systems and limited (simultaneous) maximum capacity per toilet facility are to be preferred.

### **4.3.2 Area for wheelchair users and the (severely) disabled**

Any separate requirements for hygiene and protection measures in areas explicitly identified for the (severely) disabled and their companions have to be taken into account when calculating the capacity available here. See annexe I.

### **4.3.3 Sports Medicine / Special Match Operations Task Force concept**

Any restrictions (e.g. parts of the stands kept clear for interviews) will be defined by the DFL and the DFB as part of the medical and organisational concept for the 2020-21 season and have to be taken into consideration when calculating the available places.



#### 4.3.4 Hospitality areas

It is recommended that applicable catering regulations are used as the basis for any possible use of the hospitality areas. These can vary from venue to venue.

Key factors for the total capacity in the hospitality area include:

- Total area of the hospitality areas (excluding luxury boxes);
- Availability and output of air conditioning systems as well as the circulation of air, for example through windows and ventilation options. It is recommended that all areas be considered separately for this purpose and that appropriate expert air measurements be carried out where necessary. In this context, the floor plan of the rooms in question as well as the position of the furniture may also play a role.
- Specifications of ventilation and air conditioning systems and/or measurement results of specialist medical hygiene inspections especially for enclosed areas
- Number and occupancy of the available tables in the hospitality area
- Any regulations governing luxury boxes rented on an exclusive basis

## 5 Ticketing

The partial readmission of spectators to home games will pose a number of challenges for the clubs in the area of ticketing. It can be assumed in this regard that the stadiums will not be fully utilised as before, but that their capacity will be restricted. The challenges arise in particular in terms of commercial activities (including in connection with the allocation of tickets and the placement of spectators) and from a legal perspective (for example in connection with amendments or additions to the general ticket terms and conditions [“**GTTC**”]). The following section therefore provides an overview of the issues that are relevant for ticketing in the event of a partial readmission of spectators to home matches, and in this respect presents the need for clubs to take action in order to enable the smoothest possible return of spectators to live matches.

### 5.1 Ticket sales

Even if a detailed forecast for the demand for tickets to matches in the Bundesliga and Bundesliga 2 is fraught with uncertainties, it can be assumed that demand will be considerably greater than the initial supply in many cases.

Many clubs will not even be able to service their existing season ticket holders based on the calculated maximum capacity in normal league games. In particular at the clubs that work with a subscription model for season tickets, and subject to any termination that has been announced for the 2020-21 season, contract negotiations are normally already under way with the season ticket holders, whose requirements it is also important to serve in principle. Questions in connection with ticket allocations and ticket sales then become all the more urgent.

- Generally, the GTTC used by the clubs for regular match operations will not be suitable for the particular nature of the special match operations. The legal basis of the regulations in the ticket contract will therefore have to be revised for special match operations, both in the case of existing season ticket holders and in the case of new customers (if single match tickets are sold). The adjustments that are required will depend heavily, however, on the circumstances on site, especially on the individual club’s safety and hygiene concept, the situation relating to official approval, but also on the season ticket model of the club in question for the 2020-21 season. In a nationwide comparison of all the clubs, these local circumstances will

in all likelihood be characterised by a considerable diversity. The DFL and the DFB can therefore not provide any model GTTC for special match operations that takes all the regional or even particular features into satisfactory consideration in the same way. This section instead sets out to give the clubs some pointers on questions that may arise when it comes to the issue of ticketing.

- For the duration of the special match operations, purchasers of a single match ticket and also season ticket holders to whom a ticket can be allocated for a specific game should also confirm the safety and hygiene concept of the relevant club in addition to the GTTC (revised or supplemented by the club in question), as well their acknowledgement of the principle of taking personal responsibility for visiting the stadium and thus express their agreement with the special regulations (including the safety and hygiene concept of the club in question). This could be done for example at the end of the online booking process by clicking on a checkbox (not preselected) with a link to the GTTC (revised or supplemented by the club in question) and the safety and hygiene concept of the club in question.
- Each club should develop fair concepts for allocating tickets for the event that demand for tickets exceeds the available supply. Each club remains entitled here to independently define the criteria for allocating tickets (e.g. allocation to season ticket holders, to members, to fan clubs, to people with disabilities, etc.). However, non-discriminatory, impartial and objectively verifiable standards should be applied. It is recommended that these standards and criteria for allocating tickets during special match operations be communicated transparently to the club's own fans and members.
- The conventional ticket sales channels should be subject to a critical review for the duration of the special match operations. On the one hand against the background of preventing queues from forming, lengthy periods of contract between various customers or between customers and club members, but also in order to make it easier to record buyer data, distribution exclusively using online, mobile / print@home ticketing is recommended. In contrast, clubs should refrain from opening ticket offices in the vicinity of the stadium and from depositing tickets for collection.

## 5.2 Handling statutory ticket allocations

### 5.2.1 Allocations for away clubs and away fans

If no federal orders or guidelines apply for the handling of the allocations for away fans that are regulated by statute, the home and away clubs are required – subject to any uniform league-wide agreements made by the clubs at a Members Assembly / league assembly – to coordinate with each other on this in accordance with the relevant local stadium concept and the related need to comply with all safety and hygiene measures.

### 5.2.2 Allocations for associations

Subject to any uniform league-wide agreements made by the clubs at a Members Assembly / league assembly, the home club is required to coordinate the number of tickets to be provided with the associations in accordance with the relevant local stadium concept and the related need to comply with all safety and hygiene measures.

## 5.3 Ability to trace chains of infection

In addition to complying with safety and hygiene measures, ensuring the ability to trace chains of infection represents the central requirement for the local health authorities to issue a licence to hold match operations in the presence of spectators.

- To be able to ensure that chains of infection can be traced, the applicable legal requirements of the relevant federal state and of the health authorities on site should be reviewed to see whether the **name as well as the address and a contact option (such as a telephone number) of the ticket purchaser** has to be provided for each ticket that is sold. Whether a club additionally requests this information about the other ticket users for whom a purchaser may also buy tickets is left to each club, subject to agreement with the local health authorities. Should the request be limited to the person who buys the tickets, it is advisable to require that this person provides further information (name, address, contact option) of the person who will use the ticket, for the purposes of tracing chains of infection in the event that the buyer is contacted by the health authorities. Each ticket buyer would have to be transparently informed of an obligation of this kind.
- As part of their hygiene and safety measures, the clubs should consider recommending to all stadium visitors that they use the Corona-Warn-App at the time they visit the stadium (including during their journey to and from the stadium).

The clubs should refrain, however, from imposing an obligation to use the app as an entrance requirement (e.g. making the visitor already show the app during the check before entering the stadium), because an opinion from the data protection authorities states that this is not permitted by law.

- The clubs have to ensure consistently that they comply with the legal regulations applicable to them (e.g. European General Data Protection Regulation, the German Federal Data Protection Act, the German Regulation on Mandatory Reporting of Coronavirus) and thus in particular that they fulfil the duties to provide information arising from articles 13 and 14 regarding GDPR, and also that they handle data collected about the ticket buyers and possibly the ticket users in compliance with all data protection requirements (especially when storing the data and when transmitting it to the competent health authority if that becomes necessary in the event of an infection).

## 6 Inclusion of fans' interests

The clubs are recommended for the purposes of clear and transparent communication to include the representatives of their respective fan groups in the preparation of the concept at an early stage. All measures within the framework of the hygiene concept should be publicly and comprehensibly explained in line with a transparent dialogue with fans. The dialogue between a club and its fans should provide clear information on the organisational requirements of the “Guidelines for allowing spectators back into stadiums”, and it represents a suitable instrument for participation on site. It can be assumed that individual measures of the concepts drawn up on a local basis will pose challenges for the fan and the support culture that has flourished in Germany. An understanding of the need for these measures can lead to the required self-regulation that will play a role in the success of the overall concept and thus in the readmission of spectators to stadiums. It is the responsibility of the clubs to find ways for fans and spectators to become part of the solution and to contribute their creativity to helping solve the organisational problems on site, while supporting them (with communication).

While involving the fans' representatives, it is important to review all measures on a regular basis to ensure they are needed as part of the protection against infection and the ability to trace chains of infection and to redefine or suspend them at a given time.

If the demand for tickets exceeds the supply, it is recommended that a transparent and verifiable selection or lottery process be communicated. The inclusion of the fans' representative is recommended in the considerations necessary for this.

In addition to the inclusion of fans' interests in advance as described above, the measures that are implemented should also be communicated to all stadium visitors on match days. Some suggestions for basic information to be provided to stadium visitors are noted in annexe II.

## 7 Arrival and departure of spectators

As the organisers of the matches, the clubs are also in charge of **managing the arrival and departure of spectators responsibly**. The following considerations build on section 4.2.1 and are afforded a particular relevance in this regard.

The stadium visitors that are expected must be distributed to the maximum extent possible across the options that are available for travelling to the stadium. The congregation of large groups of fan around match days is usually the normality. Each venue will have specific locations where fans gather, and attention will have to be paid to these on match days. Public campaigns calling on spectators to travel sensibly and individually to the stadium are recommended.

- **Parking spaces:** Arrival by private car is a preferred mode of arrival. The number of parking spaces that are available as a maximum has to be designated when the concept is drawn up. Parallel events that may be taking place in the direct vicinity of the event site and that may also generate demand for parking spaces have to be taken into consideration here. In order to ensure that the visitor flows proceed all the way to the seats, without people congregating where possible, it is recommended that people should already start to be staggered and separated in the car parks.
- **Arrival by foot / by bicycle:** Travelling to the stadium by foot or by bicycle is preferable to travelling by public transport. Asking at the time tickets are booked which way will be used to travel to the stadium can also help here in obtaining an estimate of the number of people that can be expected. Working in cooperation with bike hire service providers or similar can also be considered.
- **Public transport:** It has to be clarified in close dialogue with the operator of the public transport system whether and under what conditions arrival and departure by public transport is possible. The public transport regulations will apply in principle, but in light of the high utilisation expected at peak time it must be shown how these regulations can be ensured immediately before and after games and whether special regulations may have to be put into effect at these times.

The ideal situation for travel to the stadiums is that spectators arrive at even pace which matches the handling rate of the stadium in question. As spectators arrive more intermittently than smoothly, in particular when taking public transport, the frequency of

trains and buses and the number of passengers filling them should be incorporated in the concept. Thus to ensure safe handling:

- Sufficient space should be available at the stadium to accommodate everyone who arrives at the same time on a train or bus. Otherwise, the number of train or bus passengers will have to be reduced.
- There should be enough time between buses and trains arriving in quick succession for the people who arrived on the earlier bus or train to have made their way to the stadium. Otherwise it will be necessary to reduce the frequency of buses and trains. Where appropriate, it must be ensured with the help of security that spectators who arrive make their way quickly to the first access control point.

Individuals arriving by foot, bicycle or private car can be cleared in a more even way than those arriving by group transport. The available resources provided by parking spaces and taxi lanes should be maximised and used as a priority.



## 8 Access to the stadium / checks

Building on the preliminary considerations made in section 4.2.2, the following details should be described in particular in the overall concept to be submitted by the event organiser:

- Number of turnstiles and admission lanes that can be used while complying with the social distancing rules;
- Expected time needed for entrance checks per spectator. The time used for entrance checks must take into account the measures that have to be carried out (including ticket inspection, body search, ID check);
- All infrastructure and personnel measures to carry out and ensure admission;
- Any upstream entrance check (“outer security ring”) that is installed also has to be described.

### 8.1 Different time frames for entry and exit

- Various time frames for entering the stadium should be defined in order to minimise queues and thus contacts and to smooth out the inbound traffic. It is recommended that time buffers be integrated here. Individual regulations are to be implemented on site with visitors who do not adhere to their time frame.
- In order to enhance the quality of the time spent by spectators who arrive in the early time slots, the clubs should think about designing attractive supporting programmes. This can at the same time encourage spectators to take their place promptly after entering the stadium and thus to leave the traffic and circulation areas more quickly. This also applies to a supporting programme after the final whistle in order also to provide an offer to spectators who are supposed to stay in the stadium for a short time.
- It can be investigated in this context to what extent upstream entrance checks (“outer security ring”) can provide support here in managing the flow of visitors – including by using the allocated time slot as well as comparing the name on the ticket with the name of the ticket user – at any early point in time.
- If it is planned to get spectators to leave in a staggered way, the time that the spectators entered has to be taken into consideration.
- If spectators are admitted and allowed to leave according to a time schedule, with an exact procedure that is laid down on an individual basis and entry times are

defined, these must be communicated comprehensively in advance as well as on the match day.

The slowest factor also has to be determined for leaving the stadium. Should there not be enough space available to absorb the difference between the clearance rate of the exit routes and the number of spectators, the spectators should exit the stadium in a staggered manner. If no suitable area can be provided to safely absorb spectators during this process, it is recommended that they remain in their seats.

## 8.2 Entrance checks

Based on the mathematical calculation of the maximum capacity of the entrance areas in accordance with section 4.4, the following points should be taken into consideration in order to ensure that everything runs smoothly:

- If admission is permitted only if the spectator is wearing a face mask, security already has to conduct a check that the spectator is wearing their mask when they enter the first access control. It is recommended that masks be offered for sale or provided free of charge to spectators before they reach the first access control.
- The organiser on site decides on the nature and scope of the body searches that are conducted at the entrance.
- If a change is made to the familiar route layout, an adequate signage system has to be implemented especially in the entrance areas (clearly visible floor markings, signs, for example). The attention of stadium visitors should be drawn in any event to the changes to the entrance situation in advance and also on site through signposts and, where appropriate, regular announcements. Compliance with the applicable social distancing rules has to be ensured – if necessary using floor markings – when entry lanes are used.
- It is recommended that clear rules on bringing fan paraphernalia to the stadium be defined and communicated at an early stage.
- It is recommended that clearing areas be adequately staffed and provided at all entrances for spectators who require clarification.
- It is recommended that spectators be allowed to bring hand sanitiser products (bottles up to 50 ml) into the stadium with them.

## **9 Organisational procedures in the stadium**

The following section provides an overview of some of the considerations to be made by the organiser that focus on the organisational procedures. It is recommended that the clubs appoint a hygiene officer with overall authority who can provide support on match days and to integrate this officer in the existing security structure as a support function for the event manager. Their field of duties will include the responsibility for and monitoring of the issues below.

### **9.1 Zoning / separation of sectors**

In so far as the local circumstances allow, as many sectors / areas as possible in the stadium should be completely separated from each other. Proof that individual sectors are completely segregated, including admission segregated by timings / space or via entrance areas (which may also have been additionally erected) and the ongoing segregation of different groups of spectators can be of importance for the approval of the spectator concept by the local decision-making authorities. To this end, the entrance areas to be used have to be specified to ticket holders. The separation of sectors can also be helpful in particular for a staggered departure of the spectators.

All safety and hygiene regulations for the active area (Zone 1) that may be necessary will be stipulated in the further development of the (revised) “Medical and organisational concept for special match operations 2020-21”.

### **9.2 Spectator flow management**

Flows of spectators from different directions must be prevented from converging as much as possible. One of the elements that is suitable for this is the implementation of “one-way traffic systems” or “lanes” in all areas of the stadium where possible. Regulations that guarantee compliance with social distancing must be implemented especially in narrow passages, such as stand entrances/exits.

The time spent in circulation areas has to be minimised. Spectators should be required to take their place quickly and without making detours after they enter the stadium.

After the game has ended, the spectators will be asked to leave the stadium in an orderly fashion, while maintaining the minimum distance from each other. If a club's individual concept provides for spectators to leave the stadium by row or blocks (section 8.1), this has to be ensured by security.

### **9.3 Use of toilet facilities**

Signs with codes of conduct and hygiene rules should be put up in all toilet facilities. The following measures can be implemented among others to guarantee compliance with the maximum utilisation of the toilet facilities:

- It is recommended that all available toilet facilities be released for use.
- If possible, "one way traffic systems" (e.g. separate entrance and exit for the toilet facilities) should be implemented. Floor markings can be useful for the routing system and also for marking minimum distances.
- To prevent individual facilities from becoming overcrowded, people should be manually or automatically counted in conjunction with access control by security (especially during peak times: kick-off, half-time, final whistle).
- If necessary and in due consideration of building code regulations, additional mobile toilet facilities can be set up in the traffic and circulation areas.
- The entrance doors to the toilet facilities are to be kept open as far as possible in order to create constant ventilation of the facilities and also to minimise contact with door handles.
- Depending on the distancing rules in force, individual urinals may have to be blocked off in the men's toilets so that the rules are complied with.

## 9.4 Catering

The organiser should arrange for their caterer to submit a comprehensive catering concept that ensures compliance with the safety and hygiene rules in the catering area. This concerns both the public and the hospitality catering. The following aspects have to be taken into consideration here in particular:

### Hygiene aspects:

- Specification of measures to guarantee compliance with the hygiene rules (installation of Perspex screens at serving stations, wearing of face masks, etc.).
- Explanations on training measures and on-site instructions for the staff.
- Use of disposable or reusable cups.
- Payment systems offered where it is recommended that cashless payments be encouraged, or exclusively cashless payments systems be used.

### Organisational aspects:

- Number of catering stations and counters that are open.
- Opening and closing times for the sales outlets and the expected impact on the spectator flow management.
- Offer of ordering and delivery service directly to the spectator's seat.
- Explanations of the communication of codes of conduct and hygiene rules (e.g. display of signs, floor markings for maintaining distances).
- Explanations on how compliance with safety and hygiene rules is ensured. (e.g. use of security especially at peak times).
- It is recommended that applicable catering regulations are used as the basis for the operation of the hospitality areas. If catering in the form of a buffet is planned, the underlying hygiene measures have to be listed in detail.

In order to minimise the time spent at serving stations, it is recommended that the consumption of food and drinks be permitted exclusively at the assigned seat or standing space.

A reduction of the catering selection offered should be considered in order to guarantee faster handling at the serving stations.

The sale and the public **distribution of alcoholic drinks are possible only with the express consent of the locally competent authorities.** Any league-wide, uniform agreements on the serving of alcohol have to be adopted by the clubs at a Members Assembly / league assembly.

### **9.5 Security**

The security staff constitute a key element in the implementation of the concept in the stadium. It is essential that they have adequate personal protective equipment and are comprehensively trained and briefed, as well as also knowing their (special) duties (see section 8.2). Depending on availability, volunteers can also provide support for service activities (e.g. providing directions) in order to ease the workload of the security staff in some areas.

Pictograms can additionally be used to provide information on the “new (temporary) stadium regulations” as well as the safety and hygiene measures in order to facilitate the work of the security staff at the entrance.

### **9.6 Working personnel**

The DFB and the DFL will also present a separate and comprehensive medical and organisational concept for the occupational health and safety of players and working personnel in the active area (Zone 1) for the 2020-21 season. Protection concepts for the staff outside of these areas (e.g. catering, cleaning and security) have to be drawn up by the clubs or the relevant service provider. In particular, security and hygiene teams must be deployed with sufficient staffing levels. The scheduling of the catering staff also has to be viewed in the same way in order to prevent queues and contacts that result at the sales outlets. In addition to compliance with safety and hygiene regulations, the basis for this must be the ability to ensure that chains of infection can be tracked. The assignment of staff should include deployment in the lounges so that the competent authorities can be provided with comprehensive information in the event that it becomes necessary to track chains of infection.

### **9.7 Special areas in the stadium**

- Fan shops have to base their activities on the applicable official codes of conduct and hygiene rules for the retail trade.
- Club museums have to base their activities on the applicable official codes of conduct and hygiene rules for museums.
- Additional safety and hygiene measures may be necessary for any lounges for people with disabilities; these measures have to be closely coordinated with the relevant fan representative.

### **9.8 Measures in the stadium for communicating applicable hygiene rules and codes of conduct**

On match day, extensive communication of all measures that have been taken is critical for ensuring that they are implemented by the spectators in the stadium. Use of the following channels among others is recommended for communicating the measures that have been taken and the medical need for them:

- Club app / club homepage
- E-mails to ticket users
- Multimedia instructions using the big screens and TV monitors available in the stadium
- Regular announcements by the stadium announcer
- Signs
- Stadium programme
- Handouts
- Text printed on the back of tickets

### **9.9 Stadium regulations and sanctions**

Each club is responsible for developing plausible enforcement, intervention and sanction strategies for any failure to comply with the measures taken, so as to be able to respond appropriately in the event of breaches (warning, stadium ban).

For this purpose, it is recommended that the stadium regulations be supplemented by the relevant regulations of the individual safety and hygiene concept.

### **9.10 Procedures in the event it becomes necessary to evacuate the stadium or in the event of official or security operations**

It should be ensured that unnecessary contacts are avoided even during operations by the police, fire services, medical services or security.

Close coordination with the event management team within the existing security structure and with the competent authorities is necessary when assessing situations involving higher and acute risks. Individual scenarios and the resulting procedures to be followed (e.g. in the case of evacuation) should be the subject of advance consultations, while a possible decision on whether safety and hygiene measures have to be complied with in exceptional situations should be integrated in the relevant emergency escape and rescue concepts.

### **9.11 Preparing a cleaning concept**

Each club has to append a separate cleaning concept to their safety and hygiene concept. Among other things, the cleaning cycles for kiosks, retail areas, handrails, door handles, light switches, toilet facilities, lifts and other areas that are frequently used should be presented in this concept. These cycles should include both the thorough cleaning before the event begins (possibly the day before the match) and after it has ended, as well as all measures during the event.

In addition to the appointment of a hygiene officer, a responsible officer should be appointed especially to take charge of the cleaning concept, who will monitor compliance with the cleaning concept on behalf of the club in constant consultation with the cleaning service.

The cleaning concept should furthermore designate in detail the number and locations of mobile and fixed disinfection measures (e.g. disinfection tunnel, disinfectant dispensers).



## 10 Annexes

- Annexe I – Needs of people with disabilities
- Annexe II – Suggestions for “communicating with spectators”

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Frankfurt, 15 July 2020

## **Annexe I – Needs of people with disabilities**

In addition to older people, vulnerable risk groups include people with disabilities. For this reason, the needs and concerns of people with disabilities when they visit a stadium have to be thought out at an early stage. The following statements relate here to some aspects that already have to be considered before visiting a stadium, as well as to the situation during the visit to the stadium. Travel to and from the stadium has not been considered.

It is recommended that the disability officer on site is included in the development of the detailed planning. This officer is in contact with the local target group and can provide specialist assessments of the needs that would be especially relevant based on the local situation.

### Contents:

- General needs of people with disabilities when visiting the stadium
- Needs of people with visual impairments
- Needs of wheelchair users
- Needs of hearing-impaired / deaf people
- Needs of people with learning difficulties / low levels of literacy / little knowledge of German

### **1. General needs of people with disabilities when visiting the stadium**

In the course of drawing up the local concept for allowing spectators back into stadiums, the following points have to be thought about and taken into consideration based on the statutory requirements relating to protection against discrimination.

#### **1.1. Obligation to wear a mask**

Many people with a disability are exempt from the obligation to wear a mask for medical reasons and can present an appropriate doctor's certificate. When people visit the stadium, the possibility that they may be exempt from the obligation to wear a mask in exceptional cases (e.g. upon presentation of a medical certificate) should be communicated to all parties involved, especially to security staff, in order to prevent incidents.

It is recommended that some security staff be equipped with transparent visors instead of fabric masks in order to ensure clearer understanding with deaf spectators, people with little command of German or people with severe multiple disabilities.

See also: Needs of hearing-impaired / deaf people

### **1.2. Social distancing rule vs companion for people with a severe disability and a “B” classification**

Many people with a disability who have a “B” in their severely disabled person’s identity card need to have their companion (who will frequently not live in the same household) in their immediate vicinity. This also has to be thought about explicitly in advance and it must be accordingly communicated that social distancing rules are suspended for disabled people with a “B” in their severely disabled person’s identity card and for their companions.

### **1.3. Carrying required medicines**

Some spectators with disabilities rely on taking special, sometimes liquid, medicine with them to the stadium and administering this during their visit. Security staff should be made aware of this and allow medicines to be taken into the stadium in exceptional cases (for example upon presentation of a doctor’s certificate).

### **1.4. Provision of an adequate number of parking spaces with people with disabilities // transport services**

It can be assumed that many people with disabilities will travel to the game by private car rather than with public transport during the corona crisis. To this end, sufficient car parking capacity for people with disabilities should be provided. If available, transport services for people with disabilities should be used and corresponding hygiene measures and regulations taken into appropriate consideration.

### **1.5. Barrier-free routing**

Furthermore, it has to be taken into consideration, in particular with regard to the allocation of seating, that people with disabilities must be able to find their way to their seat with as few barriers as possible. Where revised evacuation and escape concepts are put in place, the particular features involved in evacuating people with disabilities should also be thought about here.

### **1.6. Communication**

With the changes to the general conditions, it is important to think about people with disabilities and their needs in the communications before they come to the stadium, but also on match day itself.

### **1.7. Areas where people with disabilities can stay before the game, during half-time, etc.**

In some stadiums, people with disabilities have the option of frequenting a special room and enjoying contacts before kick-off or during the half-time break. It should be assessed in cooperation with the disability officer whether it is possible to open premises of this kind and how hygiene measures could be complied with.

### **1.8. Catering**

The catering stations should be accessible and barrier-free for people with disabilities and allow an ordering process that is extensively barrier-free in terms of communication.

## **2. Needs of people with visual impairments**

### **2.1. Barrier-free routing**

As already described, many groups of people with disabilities rely on barrier-free access to access the seat they have been assigned. Should it not be possible for visually impaired fans to sit in their original seat, they should not have to walk a long way that is impeded by obstacles/complicated by barriers (stairs and similar) in order to reach their seat. Possible obstacles should be marked accordingly. Visually impaired people should be able to get to their seat using a local tactile orientation system, if this is present. Furthermore, areas that have been cordoned off should also be clearly marked for visually impaired spectators.

This also has to be taken into account against the background of an incident that may require evacuation and escape.

## **2.2. Range of the radio technology at seats for the blind and visually impaired**

Should it not be possible for visually impaired and blind fans to sit in their original seats, it has to be taken into consideration that they should be able to sit in seats where commentary for visually impaired and blind people can be provided. The range of radio systems is limited in many stadiums. The applicable hygiene standards have to be observed when handing out radio receivers.

Furthermore, it is recommended that commentary for the visually impaired and the blind continues to be provided as an online streaming service in order to offer visually impaired and blind fans who cannot be present in the stadium the opportunity to participate.

## **2.3. Communication**

Before they visit the stadium, visually impaired and blind fans will rely on the fact that the information concerning their visit to the stadium is prepared in a digitally accessible way so that they can read it using a screen reader or an appropriate app.

It is recommended that fan representatives with a visual impairment be involved on site for this purpose.

## **3. Needs of wheelchair users**

### **3.1. Barrier-free routing**

Should wheelchair users not be able to sit in places originally intended for them, barrier-free alternatives should be provided. In addition to the routing to the alternative seating area, the options for accessing a barrier-free toilet and also, where appropriate, to a barrier-free kiosk should also be taken into account. Furthermore, evacuation and escape routes, where necessary maintaining distances from other wheelchair users and their companions, will be required.

## **4. Needs of hearing-impaired and deaf people**

### **4.1. Communication before visiting the stadium**

Deaf people also rely on knowing the information concerning their visit to the stadium in advance. If information videos on the above issues are produced by the club, these should include the accompaniment of a sign language interpreter.

### **4.2. Communication at the stadium**

Hearing-impaired and deaf spectators depend heavily on lip reading and on the lip movements and facial expressions of their counterpart. In order to ensure clear understanding on site, it is recommended that some of the security staff wear transparent visors instead of fabric masks.

Furthermore, a sign language interpreter, if available, should be provided by the club during the visit to the stadium as a contact person for enquiries and to provide information to hearing-impaired and deaf fans when needed, for example in the event of an evacuation or emergency escape.

## **5. Needs of people with learning disabilities / low levels of literacy / little knowledge of German**

### **5.1. Communication before visiting the stadium**

The above-mentioned target groups also rely on appropriate communication from the club in advance of visiting the stadium. In the best case, the special regulations should therefore also be available in simple language.

### **5.2. Communication at the stadium**

These target groups also depend on clear understanding as well as the lip movements and facial expressions of their counterpart, which is why the use of transparent visors by security staff is recommended.

## **Annexe II – Suggestions for “communicating with spectators”**

- Plan your visit by getting information about specific measures in good time from the club’s website, app, etc.
- Plan your journey to the stadium (early) so that you avoid close contact with lots of people.
- Follow the signs and instructions at the stadium and keep your distance from other people when entering / leaving the stadium.
- If possible, stay in the seat or standing area provided for you before and during the game.
- Avoid going to the toilet directly before kick-off, during half-time and at the final whistle in order to avoid queues.
- Turn your back to the other spectators in your row when you leave / return to your place.
- Make sure you practise good hand hygiene, use the hand sanitiser and avoid touching your face or coming into contact with handles, railings and similar wherever possible.
- Avoid close contact with people who are not close members of your family or friends.
- Please note the specified stadium opening times and the stipulated entry times.
- ...