

**Preventing racism, xenophobia
and related intolerance in sport
across the European Union**

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Table of contents

| | |
|--|-----------|
| TABLE OF CONTENTS..... | 2 |
| 1. EXECUTIVE SUMMARY | 3 |
| 2. POLITICAL AND SOCIAL CONTEXT..... | 6 |
| 3. RACIST INCIDENTS | 12 |
| 4. INDIRECT (STRUCTURAL) RACIAL/ETHNIC DISCRIMINATION | 23 |
| 5. REGULATIONS AND GOOD PRACTICE | 33 |
| 6. CONCLUSIONS..... | 41 |
| 7. ANNEXES..... | 45 |

1. Executive summary

Political and social context

[1]. The political and social context is marked by:

- **Lack of awareness or downplaying of racism in sport.** The most characteristic aspects of the situation with respect to racism and discrimination are the low level of awareness, the minimisation and downplaying or pure ignorance of the problem. Racism is often debated in the public sphere, especially in printed media. Paradoxically however, media publications mainly refer to racism in football in other European countries. Greece is **considered to be immune** to such phenomena and certainly not suffering from them like other countries.
- **Negative public attitudes towards migrants and minorities.** All types of discrimination are perceived as widespread. This is especially true for discrimination on the basis of ethnic origin.
- **Inefficient anti-discrimination policies.** There is no racist crime, recognised as such, related to sport. This is a direct consequence of the fact that no violent incident has ever been prosecuted as such or judged as such by any court. Among the very few discrimination cases reaching the only efficiently operating equality body within the field of the anti-discrimination law - the Greek Ombudsman - none concerns discrimination in sport.
- **Migration and citizenship policies' shortcomings.** Legislation regarding migration and integration of immigrants suffers shortcomings in allowing a functional residence permit system and in promoting and guaranteeing equal participation and integration of long-term residing migrants. There is **no specific path towards naturalisation/citizenship for second and third generation of immigrants.**

Racist incidents

- The **absence of any statistical information** is attributed to the absence of recording and recognising racist violence incidents as such, which echoes the **police culture reluctant to investigate and prosecute racist crime.**

- Common types of racist incident are one, **verbal insults** or mocking and banners against athletes and/or fans on the basis of either ethnic or racial origin, and two, verbal and **physical violent attacks** on specific ethnic groups of fans triggered by sport events involving foreign athletes and/or teams.
- The most affected by racist violence are third country nationals of neighbouring countries, such as Albania and Turkey. African or Afro-Greek athletes and fans are also frequently subject to verbal violence and insults for their racial origin and the colour of their skin.
- Extreme right wing groups, present inside and outside the stadiums have used sport, in particular football, in order to reach out to and recruit young people and wider public on the basis of commonly accepted nationalist and/or ethnocentric rhetoric schemes and discourses. This is true especially since the late 1990s. Their major presence has been recorded during the years of successful international presence of the Greek national football team. Their effort was to build and promote their ideological views on the widespread national euphoria.
- The **most serious racist incidents** are the **generalised violence against Albanians and migrants** that occurred after victories and defeats of the Greek national football and basketball teams. (Euro2004 victory, losing to Albania in World Cup Qualification match in 2004, and the Basketball World Championship final 2006.)

Structural discrimination

- Common form of structural discrimination in all sports is the disproportionate **under-representation** of migrants and minorities in all sports.
- In all three major sports participation of foreign nationals as athletes is **forbidden at amateur level**, or subject to extremely restrictive rules.
- There are *de jure* and *de facto* **limitations to participate** because of the **fear of victimisation, and on the basis of sport regulations** and restrictions that aim at promoting athletes of Greek origin.

Regulations and good practice

- There are **no specific national regulations preventing racism and xenophobia in sports**. The general anti-discrimination legislation is applicable, although no relevant case has ever been handled by a court or an Equality Body. The **inefficiency and lack of independence of competent Equality Bodies** are also reflected in sport.

- The only specific anti-racist rules and sanctions are provided by the **Football Federation's Disciplinary Code**, recently amended in order to comply with FIFA regulations. However, the Greek Federation chose not to fully harmonise its regulations as suggested by FIFA. It also included alleviating clauses **allowing the effective non imposition of fines** under exonerative circumstances.
- Regarding the very few examples of good practices, they are sporadic (usually one-off events), unsustainable and celebratory in character. They hardly meet any of the criteria used to define a good practice.

2. Political and social context

- [2]. The situation of migrants and minorities in sport is largely affected by their general unfavourable socio-legal condition and the relevant policies. Migrant and minority policies and legislation are in many cases absent or unfavourable to integration and participation, therefore contributing to phenomena of racism and discrimination.

Low awareness or denial?

- [3]. The most characteristic aspects of the situation with respect to racism and discrimination are the low level of awareness, the minimisation and downplaying or pure ignorance of the problem. These are common trends characterising the general situation of migrants and minorities in the country. Most representatives of sports organisations and associations of athletes claimed that there is no problem such as racism and discrimination against migrants and minorities in Greece, and that therefore ‘there is no need for any special anti-discrimination legislation’.¹ This is a direct quote of more than one interviewee in the framework of this study. Most interviewees showed no knowledge of the very existence of specific anti-discrimination legislation transposing the Race and Equality Directives since 2005.
- [4]. Low awareness level and absence of adequate policies regarding racism and discrimination in sport is an aspect of the poor acknowledgement of current situation. As the RAXEN NFP stresses: *‘The landscape of immigration, minority and anti-discrimination policies in Greece is largely marked by issues of recognition and of articulation of long term state initiatives and planning, as well as by shortcomings, critical social exclusion, racism phenomena and macro-political challenges.’*²
- [5]. According to the latest Eurobarometer Survey (ebs 296, fieldwork: Feb-Mar 2008, published: July 2008)³:
- a. An absolute majority of Greeks would not know their rights if they are the victims of discrimination or harassment (56%), similar to the rate recorded across the EU.

¹ A sport representative interviewed stated: legislation or rules on the equal treatment and non-discrimination in football do not exist in Greece”. To him, “this is simply because there is no need for such regulation, equal treatment and non-discrimination can be taken for granted in the Greek football”.

² HLHR-KEMO Annual Report 2007, Miltos Pavlou, Racism and discrimination against immigrants and minorities in Greece: the state of play, April 2007, <http://www.hlhr.gr/hlhr-kemo/docs/HLHR-KEMO%20AR2007.pdf> pp.3-4

³ http://ec.europa.eu/public_opinion/archives/ebs/ebs_296_sheet_e1.pdf

- b. All types of discrimination are perceived as widespread by a higher share of Greeks than of Europeans. This is especially true for discrimination on the basis of ethnic origin. Over 3 in 4 Greeks believe that discrimination on the basis of ethnic origin is widespread in their country: 76%, second highest after Netherlands (77%).
 - c. Greece marks one of the lower levels of comfort with person from different ethnic origin in the highest elected political position (4,7%)
- [6]. The basis for such attitudes and consecutively absence of specific policies is justified by the 'Greek majority priority' principle.⁴ This is no different in the field of sport.
- [7]. The extremely low participation of migrants and minorities in sport, and their underrepresentation as officials or unionists is hardly a surprise.
- [8]. Given the notable increase of migrants in the population residing in Greece, the increase of the Roma population as well, and a net increase in racist tensions⁵, the inevitable question arises: is this lack of awareness or denial?

Public debates on racism in sport

- [9]. Racism is often debated in the public sphere, especially in the printed media. Paradoxically however, media publications mainly refer to racism in football in other European countries (Germany, UK, Italy). Their common conclusion is that 'fortunately in Greece there is no such problem'.⁶ This approach to racism, as a problem affecting the rest of western Europe, is also common to all officials, representatives of federations and professional athletes, interviewed for the purposes of this study.
- [10]. Hate speech, racist incidents, severe injuries or even killings do occur during sport events and inside sport venues. The sport representatives interviewed in this study who claimed that there was no racism in

4 (...)a perception deeply rooted in Greek society, provides the base for discrimination against minority groups and foreigners, and constitutes an obstacle for development of the society on the basis of equality and non-discrimination. The hard-to-die negative stereotypes against minority groups legitimize racist violence.' In: HLHR-KEMO Annual Report 2007, Miltos Pavlou, Racism and discrimination against immigrants and minorities in Greece: the state of play, April 2007, <http://www.hlhr.gr/hlhr-kemo/docs/HLHR-KEMO%20AR2007.pdf> p.17

5 Cfr. Increasing trends of racist crime as described by the Greek Observatory on Racism and Xenophobia HLHR-KEMO (RAXEN National Focal Point) www.hlhr.gr

6 Το Βήμα, Όταν ο πατρισμός παίζει μπάλα... <http://tovima.dolnet.gr/default.asp?pid=39&isn=1&ct=5&artid=99910> (05.12.1999)

sport in Greece, did mention the widely known racist aggressions and insults in sport, but considered them 'isolated incidents'. Experience has shown that tensions around a football game between Greece and Albania may provoke racist violence, clashes, or even murders of immigrants.⁷ (more in the racist violence section).

- [11]. When the public debate inevitably shifts to the racist tensions erupted during or after a sport event, the focus is on conflicts between specific migrant population (Greeks vs. Albanians, vs. Turks etc.) and on the activity of the few far-right hooligan groups. The need for policing and prosecuting hate speech and racist crime relating to sport events and locations as provided by the existing anti-racist legislation, is much less debated.

Inefficient anti-discrimination policies

- [12]. There is no racist crime, recognised as such, related to sport. This is a direct consequence of the fact that no violent incident has ever been prosecuted as such or judged as such by any court. Among the very few discrimination cases reaching the only efficiently operating equality body within the field of the anti-discrimination law - the Greek Ombudsman - none concerns discrimination in sport.
- [13]. The Greek Ombudsman has highlighted the absence, or low level of awareness regarding anti-discrimination legislation among the large public, and within the administration staff. Among other factors underlying the present situation of anti-discrimination in Greece, the Ombudsman indicated the reconciliatory role of equality bodies instead of an active and pro-active one in supporting victims, as well as the non-conformity of all the Equality Bodies to the *Paris Principles*. The Commission for Equal Treatment of the Ministry of Justice is the competent body for discrimination in the private sector and every day transactions, therefore competent for eventual discrimination against athletes by their clubs or private citizens. Established by the Decision No. 98623/10/05 of the Minister of Justice on the basis of the art. 21 of Law 3304/05, the Commission for Equal Treatment is a body annexed directly to the Ministry of Justice. It is assisted by a special Equal Treatment Service within the same ministry. The Equal Treatment Service deals with the equal treatment principle and discrimination violation by private and legal entities. It is headed by a public officer; it is not independent and has hardly

⁷ HLHR-KEMO Annual Report 2007, Miltos Pavlou, Racism and discrimination against immigrants and minorities in Greece: the state of play, April 2007, <http://www.hlhr.gr/hlhr-kemo/docs/HLHR-KEMO%20AR2007.pdf> pp.5.

handled less than a handful of cases. It has not published any findings or report in the first four years of its operation.

- [14]. The overwhelming volume of cases concerning discrimination on ethnic or racial origin handled by the Greek Ombudsman concern Roma, and almost always housing and living conditions. Therefore the invisibility of Roma in sport appears to be linked with the emergency situation suffered by the Roma minority regarding the very basic elements for settlement and survival.
- [15]. The above depict a landscape of a problematic implementation of anti-racist and anti-discrimination laws, due to institutional shortcomings and underlying attitudes.
- [16]. Nevertheless, according to the Eurobarometer, Greeks are more likely to favour measures being adopted to provide equal opportunities, such as monitoring the recruitment procedures to ensure that candidates from ethnic minorities have the same chance of being selected for an interview or hired as other candidates with similar skills and qualifications: the most supportive publics in EU are found in Cyprus (78%), Greece (77%).
- [17]. This provides favourable grounds for anti-discrimination. Such clearly anti-racist views have been explicitly and repeatedly emphasised by the sport representatives interviewed. Although they minimised the extent and the gravity of racism in sport, they took a net and resolute stance against racism and discrimination, which is coherent to the relevant public debates condemning racist violence, occurred after serious ethnic tensions around sports events in the past years.

Policing racist violence & public attitudes

- [18]. A survey⁸ published in 2006 indicates indifference shown by the police officers towards extensive racist violence practices and racially motivated crimes against immigrants, especially of Albanian origin. In

⁸ Antonopoulos G.A., Greece: policing racist violence in the 'fenceless vineyard', *Race & Class*, Institute of Race Relations Vol. 48(2): 92–100, <http://rac.sagepub.com>, 2006. Research was conducted in 2002 in Patras. The participants were a snowball sample of male detectives (n=26). The advantages of this method of sampling were lowered costs and “informal” identification of participants. An additional benefit of this “multistage technique” of sampling was the geographic proximity of the participants. Semi-structured interviews were used as the basis for investigating police attitudes towards migration and migrants. All interviews apart from one were tape-recorded, however, on occasion, some participants who had originally agreed to the interview being recorded requested that the tape be turned off.

the interviews with Greek police officers, the latter see migrant communities - particularly Albanian - as hotbeds of crime. Moreover, racist violence against these communities is not perceived as a significant problem by the Greek police. Rather, they usually appear indifferent towards racially motivated crimes, and often view racist incidents as acts of self-defence of Greek persons against the criminal 'other'. According to the author, a shift in this attitude would require a public recognition of the widely spread racism that exists in the Greek society.

- [19]. The public reaction to a brutal racist murder of a young Albanian in Crete on 01.01.2006 confirms the above hypothesis. After the incident, an opinion poll by the V-PRC poll company, commissioned for a national radio network (Sky radio), revealed that public opinion was not condemning the violence against Albanian immigrants very strongly. While 44% of the interviewed sample found the assassination to be an '*unjustified act*', 34% said that '*it is the fault of the Albanians as well*'. A significant 24% of the sample refused to respond at all.⁹

Migration policies shortcomings

- [20]. Legislation regarding migration and integration of immigrants is suffering shortcomings in allowing a functional residence permit system and in promoting and guaranteeing equal participation and integration of long-term residing migrants. The bureaucratic and inflexible residence permit system marked by delays is designed around the dipole of legalisation/expulsion. In the past, the threat of expulsion has been in some cases used instrumentally against athletes who were third country nationals, providing unsecured employment and causing violation of their rights as workers. Nevertheless, recently adopted sport law provisions have significantly improved this situation.
- [21]. The 'citizenship exception' provided by article 3.2 of the Council Directive 2000/43/EC is transposed through a general clause for exception from the regulatory field of law n.3304/2005 concerning discrimination due to citizenship against the third country nationals. According to the Ombudsman¹⁰, it constitutes a precondition for extensive discrimination against foreigners due to race or national

⁹ The survey was implemented by 'Public Issue', commissioned by the Sky Radio. It was based on a telephone survey to households through a structured questionnaire. The research sample of 949 persons was general population of 18 years of age and above throughout Greece. The sampling method was stratified sampling and the field research was performed on 9-10.1.2006 – just ten days after the unprovoked murder of an Albanian youth in Crete - by 44 researchers and 4 supervisors. <http://www.publicissue.gr/924/barometer-2006-jun/>. Eleftherotipia, (13.01.2006), http://archive.enet.gr/online/online_text/c=112,dt=13.01.2006,id=49026688.

¹⁰ The Greek Ombudsman 1st Annual Report as National Equality Body, 2006, p.14.

origin. Access to provision of public services and to a number of fields of employment continues to be tied to Greek citizenship and ethnic origin.

- [22]. The Migrant Integration Policy Index (MIPEX) - a major research project involving a comparative study of the integration policies throughout EU - indicates that Greece has one of the least favourable policies (25th among the 28 countries compared) concerning immigrants' labour market status.¹¹ In particular, according to the MIPEX findings, Greek policy for integration of migrants lacks measures encouraging integration, and migrants are only partially secure, since they lose their residence permit if unemployed, regardless of the number of years they may have worked in Greece. Moreover, the rights of migrant workers are restricted by rigorous rules on starting a business, changing the employer, position or industry of employment, as well as a geographical area.¹²
- [23]. MIPEX-Greece has also indicated that political participation of immigrants and citizenship policy is areas where Greek integration policy and legislation is most deficient and is currently considered to rank lower than any other EU country (together with Cyprus, Latvia, Austria). This is an important factor for discrimination and exclusion especially against the second-generation immigrants¹³ and minor athletes, who have a great difficulty to participate equally and fully in different sports (see chapters on structural discrimination and regulations).
- [24]. It goes noted that more officials interviewed noted migration policy as an obstacle for migrants' integration in sport.

¹¹ see www.hlhr.gr – Pavlou Miltos (2007), MIPEX 2007 -Presentation Results & Comments for Greece, (16.10.2007), <http://www.hlhr.gr/hlhr-kemo/docs/Pavlou-mipex2007.ppt> [EL/EN].

¹² www.hlhr.gr/hlhr-kemo/eii.htm

¹³ iospress.gr, Παράσιμος δεύτερης γενιάς(07.07.2007), www.iospress.gr

3. Racist incidents

Overview

- [25]. In view of the absence of any official data on racist crime in general, inevitably the only available data come from unofficial sources, such as media and NGO reports, and only marginally from academic publications concerning migration.
- [26]. It goes noted that the poor quality of statistical information is attributed to the absence of recording and recognising racist violence incidents as such, which echoes the police culture.¹⁴ Police officers do no consider this to be their task: commonly they claim no existence of racially motivated crime in Greece whatsoever, and the incidents of Greek persons attacking immigrants they claim to be in self-defence.¹⁵

From banners to insults and violence

- [27]. Common types of racist incident are verbal insults or mocking and banners against athletes and/or fans on the basis of their ethnic or racial origin, as well as verbal and physical violent attacks on specific ethnic groups of fans triggered by sport events involving foreign athletes and/or teams.

Targeted groups

- [28]. The most affected by racist violence are third country nationals of neighbouring countries, such as Albania and Turkey. African or Afro-Greek athletes and fans are also frequently subject to verbal violence and insults because of their racial origin and colour of their skin.
- [29]. Mainly in football and basketball, black and African athletes are verbally insulted by fans inside stadiums who are mocking and imitating monkey sounds.

¹⁴ Antonopoulos G.A., Greece: policing racist violence in the 'fenceless vineyard', *Race & Class*, Institute of Race Relations Vol. 48(2): 92–100, <http://rac.sagepub.com>, 2006.

¹⁵ Antonopoulos G.A., Greece: policing racist violence in the 'fenceless vineyard', *Race & Class*, Institute of Race Relations Vol. 48(2): 92–100, <http://rac.sagepub.com>, 2006.

- [30]. Albanian athletes, and members of their families, have also been victims of verbal insults by fans and other athletes or coaches and officials.
- [31]. Immigrant fans have also been targeted inside and outside stadiums during celebrations or clashes between different ethnic groups in relation to specific sport events. (more below)

Far right groups and racist violence in sport

- [32]. Extreme right wing groups, present inside and outside the stadiums have used sport, in particular football, in order to reach out to and recruit young people and wider public on the basis of commonly accepted nationalist and/or ethnocentric rhetoric schemes and discourses.
- [33]. This is true especially since the late 90s. Their major presence has been recorded during the years of successful international presence of the Greek national football team. Their effort was to build and promote their ideological views on the widespread national euphoria.

• The ‘Golden Dawn’ and the ‘Blue Army’

- [34]. The major extreme right wing group with an enduring presence and a record of racist violence is the neo-Nazi organisation ‘Golden Dawn’ (‘Chryssi Avgi’). Police sources confirm that a group calling itself “Blue Army,” portraying itself on its webpage as the official fan club of the Greek national team, has links to “Chryssi Avgi”. According to media reports¹⁶ ‘Blue Army’ (‘Galazia Stratia’) appeared for the first time with nazi banners, salutations and symbols during the October 2000 football match Greece vs. Finland.
- [35]. According to founding members, as reported in the nationalist review ‘Counterattack’ (‘Antepithesi’),¹⁷ the idea to create such organisation was born after the clashes of Chryssi Avgi against Albanian fans at the stadium during a match between Greece and Albania in October 1999. At the time, in an anti-Albanian general xenophobic attitude was exacerbated by the media¹⁸ reporting that Albanian fans had burned the Greek flag at the stadium, although minimising similar actions by

¹⁶ news.in.gr, Εισβολή της «Γαλάζιας Στρατιάς» (07.09.2004) <http://www.in.gr/news/article.asp?lngEntityID=564653&lngDtrID=244>

¹⁷ <http://www.hypervorea.net/antepithesi/index.php?sid=7af0acceb2349ec6df6b8082e6323caf>

¹⁸ Pavlou M., Smugglers of fear: Racist discourse in the press of a candidate metropolis, in coll.vol: Marvakis-Parsanoglou-Pavlou (eds.), Migrants in Greece, Etairia Politikou Provlmatismou ‘Nikos Poulantzas’, Ellinika Grammata, 2000.

the far-right groups during the same event. This activity continued, especially on occasion of football matches Greece vs. Albania or Greece vs. Turkey. It coincided with the presence of the extreme right-wing groups in and around schools in degraded neighbourhoods of Athens.

- [36]. According to a study¹⁹ the activity of extreme right-wing groups - nowadays declining - was accentuated in the past years in the areas of metropolitan Athens. It seems to have found fertile ground in the indigenous populations' attitude of attributing the degradation of their urban environment to the presence of foreigners. The celebrations for winning the European Football Championship in 2004 was an occasion for these organisations to come out and seek support and legitimacy in performing acts of racial violence against immigrants. This violence was directed mostly against second generation of immigrants and it culminated during and after the Euro 2004. (see below for a more detailed description of serious incidents)

- [37]. The extent and the intensity of racist attacks, with far right groups as protagonists (although not the only perpetrators) have indicated the legitimisation of organised racist aggression on the fertile ground of a widespread xenophobia. Finally, far right groups have achieved a temporary deterioration of relations between indigenous and Albanian immigrant youths. However, the extreme right wing groups nowadays - when most second generation immigrants have graduated or have left school - have moved their operation from schools to neighbourhoods. They have also shifted their focus towards Pakistani and Asian asylum seekers in degraded urban areas such as Agios Panteleimonas of Athens.²⁰

- [38]. Authorities estimate that the "Blue Army" has over 150 members and tries to recruit members through its website²¹. The 'Blue Army'

19 Periklis Papandreou «Ethnic Conflict, Violent Racism and Second Generation Migrants», paper presented at the Minority Group Research Centre's 10 years conference (December 2006), to be published under KEMO series, in Pavlou M. – Skoulariuki A. (eds), *Migrants and Minorities: Discourse and Policies*, Vivliorama publications. This study on ethnic conflict and racist clashes focused on violent incidents mostly against second generation of immigrants, therefore underage born abroad and enrolled in Greek schools. The "ethnicised clashes" between young people occur mainly in the centre of Athens and are characterised mainly by the attacks of Greeks against Albanians. The clashes of the opposite ethnic gangs are encountered every 2-3 months. The most intense period recorded occurred in the years 1999-2000 and since then there has been a net decrease of such incidents.

20 HLHR-KEMO RAXEN NFP on racist violence, www.hlhr.gr, Periklis Papandreou «Ethnic Conflict, Violent Racism and Second Generation Migrants», paper presented at the Minority Group Research Centre's 10 years conference (December 2006), to be published under KEMO series, in Pavlou M. – Skoulariuki A. (eds), *Migrants and Minorities: Discourse and Policies*, Vivliorama publications

21 "Oi akrodexioi psareuoun filathlous sto diadiktyo" (The extreme right-wing fishes fans in the internet), in: *Eleftherotypia* (09.09.2004),

webpage has changed in the past years and currently is developed around a forum and a club, which do not appear to be very active.²²

Incidents against Roma in relation to sport

- [39]. Roma citizens as a minority do not have a notable distinct presence in sport, either as athletes, officials or as fans, therefore racist incidents against them are not directly related to sport events. However, in two occasions Roma settlements have been violently destroyed and Roma families were evicted because of a sport event, without providing them alternative means for housing. In the first notorious case, Roma families had to move from sites near the Olympic venues in view of the 2004 Athens Olympics. A characteristic case is the eviction of a Roma community to make way for the Athens 2004 Olympic venue of the Olympic Stadium at Marousi – Athens.²³ In the second case in June 2007 a number of Roma families were evacuated from the Votanikos area near the centre of Athens in order to allow for the construction of the stadium of the major Athens football team of Panathinaikos, without any proper legal procedure and without providing them with alternative accommodation. The European Roma Rights Centre expressed its concern in a letter to the UN Special Rapporteur on the right to housing and to the Council of Europe Commissioner for Human Rights.²⁴ (Ombudsman complaint no. 13986/2006)²⁵

Major racist incidents and clashes outside the stadiums

- **Euro 2004: “You will never become Greek...”**²⁶

- [40]. Extreme right-wing, openly nationalist and fascist organisations seem to have intensified their activities in the period after the Euro 2004 Greek victory. In July 2004, members of the “Blue Army” and “Chryssi Avgi” participated in the terrorising and beating of Albanians and other immigrants, African and Asians, who tried to celebrate together with the Greeks the victory of the Greek national football team. An eloquent and emblematic slogan - that was shouted

22 <http://galazia-sratia.getforum.org/forum/index.php> http://clubs.pathfinder.gr/GALAZIA_STRATIA/ , while the original website: www.galazia-stratia.tk (Turkish domain provider) appears no longer valid.

23 UN Committee on Economic, Social and Cultural Rights, Final Conclusions on the Initial Report of Greece (14.05.2004). Greek Helsinki Monitor, Press release “International Roma Day: Uprooted – Award-winning documentary on evicted Athens Olympic Stadium Roma now available online” (08.04.2004),

24 European Roma Rights Centre (18.07.2007) www.errc.org/cikk.php?cikk=2849

25 The Greek Ombudsman, 2nd Annual Report as National Equality Body (2006), available at: http://www.synigoros.gr/diakriseis/pdfs/12_10_EqualTreatmentReport2006.pdf.

26 Pavlou, Mavrommati, Theodoridis, Racism and Xenophobia in 2004, GREECE, 2004, for Antigone RAXEN NFP, p.38

as an immediate negative response to the claim for the participation of immigrants in the Greek society - is the following: "You will never become a Greek, you Albanian". According to media reports, the same people were going after African immigrants with wood baulks, preventing them from celebrating the victory of the Greek national team against France.²⁷

• **Albania vs Greece 2-1**²⁸

- [41]. A football game between the two national teams and the war-like climate created over the defeat of the Greek team, led to a number of violent clashes between Greek extreme right-wing groups and Albanian immigrants in various parts of Greece, and to the eruption of violence against Albanians in general. In one of these incidents, a Greek citizen stabbed an Albanian young man to death in the island of Zakynthos. On 8.5.2006 the murderer has been condemned to life and 15 years and 8 months imprisonment, for a murder and three attempted murders, although the court has not taken into account eventual racist motivation.²⁹ All the incidents and the underlying ideology were condemned by almost all political parties and actors.

- [42]. A high number of less serious incidents took place in Athens, as well as in other regions and towns throughout Greece. According to a press release by the Albanian Forum of Migrants, the most important cases other than in Zakynthos, were Paros, Ioannina, Volos, Rhodes, Rethymno, Thessalonica. In all these cases violent aggressions were recorded against Albanian immigrants and 70 of them were hospitalised (a number of whom were stabbed). However, only Albanian immigrants (reportedly 8 persons) were arrested by the police³⁰.

- [43]. What caused wider perplexity and extensive public and private discussions in the following days were a) the generalised climate of intolerance towards Albanians celebrating the victory of their national team over the Greek one and the legitimising of aggression and violence and b) the police practice of tolerance towards extreme right-wing groups attacking Albanians, as reported by many sources

²⁷ news.in.gr, Εισβολή της «Γαλάζιας Στρατιάς» (07.09.2004) <http://www.in.gr/news/article.asp?lngEntityID=564653&lngDtrID=244>.

²⁸ Pavlou, Mavrommati, Theodoridis Racism and Xenophobia in 2004, GREECE, 2004, for Antigone RAXEN NFP. p.37

²⁹ Athens Indymedia, 07.05.2006). As reported during the Conference 'Racist Violence in Greece' on 23.1.2008, Athens organised by the Greek RAXEN NFP.

³⁰ Series of articles in Eleftherotypia 06.9.2004. Pavlou, Mavrommati, Theodoridis Racism and Xenophobia in 2004, GREECE, 2004, for Antigone RAXEN NFP. p.39

(political parties and movements, Albanian migrants forum³¹ and others).

- [44]. As media source reports: *'In some neighbourhoods of Athens and the provinces, anti-Albanian pogroms were carried out. Yet the Greek police, who managed to prevent a single nose from being bloodied during the Olympic Games, could not prevent the incidents or arrest any culprits in the many attacks on Albanians.(...) The violence was the outcome of a peculiar form of 'nationalist doping' that Greece had been fed over the preceding months. But that is not all. Overt and covert racism toward Albanians has permeated much of Greek society. Albanians are treated scornfully, as inferiors. It is not by chance that one hears such statements as 'not even an Albanian would do this job'. To a large extent, the racism of September 5 was the 'racism of the bosses' who cannot accept being beaten by 'their workers', as former PAOK soccer player Achilleas Aslanidis put it...'*³² As pointed out by the Hellenic League for Human Rights, what should cause more apprehension is the fact that the nationalist hatred against Albanians finds fertile ground and is tolerated by a wide political and social spectrum in Greece, and is under the protection and tolerance of the police. Usually such behaviours are forgiven or hidden in order not to spoil the country's "international image"³³.
- [45]. In March 2005, the return football match between the national teams of Albania and Greece for the world cup qualifications was followed by violent incidents and racism, although less serious than those after the first match in 2004³⁴. Albanian flags were burned and strapped, while there were violent episodes during post-match celebrations against immigrant centres in Rethimno-Crete (the older and most active immigrants' centre in Greece (Rethimno). Injuries have occurred in the island of Chios (where an active pro-migrants civil society activity is taking place over the last years) during a violent incident between Greeks and Albanians. In court, two Greeks have received 5 to 10 month, and an Albanian 1 month sentences. Some have accused the football federation for 'preventive racism', since match tickets were sold only to Greek identity card holders³⁵.

- **Greece loses Basketball World Championship, migrants are beaten**

31 The Albanian Migrants Forum in its press release has clearly stated its opposition to fanaticism and nationalism on both sides.

32 Elafros, Y. (2004) "Ordeals of Albanian immigrants", in: Kathimerini English Edition (09.14.2004)

33 Hellenic League for Human Rights, Press release "O ethnikismos paraviazei ta dikaionomata" (Nationalism violates Human Rights) (09.09.2004),

34 Pavlou M., Racism and Xenophobia in 2005 GREECE, for Antigone RAXEN NFP, 2005, p.42. Pil.Th. - Liv.G., 'Light injuries in Chios - Broken glasses in Rethimno' Eleftherotipia (01.04.2005).

35 Arun N., Albania fans cry foul at Greek 'ban', BBC NEWS, (01.04.2005), 26 Albanians and Greeks sign statement against discrimination in ticket selling for football match Albania-Greece (30.03.2005)

- [46]. Even though at the basketball stadiums similar presence of far right groups has not been reported, racist incidents related to the national basketball team performance have been recorded. A 22-year-old Palestinian and one 50-year-old Bangladeshi immigrant have been victims of brutal attack and beatings by unidentified Greeks who, according to media reports, were participating at a rally of the ‘Blue Army’ (‘Galazia Stratia’) This took place on 3.9.2006, after the unexpected defeat of the Greek basketball team at the World Championship final. The newspapers refer to the incident as one more case of the ‘usual hunt of the immigrant’ after a Greek national team major sport event.³⁶

3.1. Racist incidents in organised men's amateur adult sport

- [47]. According to the official representatives interviewed, there are no data available, and in their opinion, there are no racist incidents. Limited media coverage does not favour unofficial reporting of incidents. It goes noted that the limited participation of migrants and minorities in sport events on an amateur level, either as athletes or fans, suggests a respectively limited extent of racist incidents.

3.2. Racist incidents in men's professional adult sport

Types of racist incidents

- [48]. Common types of racist incident are:
- Verbal insults or mocking against black football & basketball players, such as offensive insinuations about their African origin (‘banana’ comments, monkey miming etc.)
 - Verbal insults against fans of specific football teams on the basis of ethnic and racial origin. Particularly teams founded by the 20th century ethnic Greek refugees from Turkey, are subject to slogans and name-calling such as ‘Voulgaroi’ (Bulgarians) or ‘Gypsies’ etc.

³⁶ Eleftherotipia, http://www.enet.gr/online/online_text/c=115,id=91944324, (04.09.2006)

- Banners against athletes and/or fans on the basis of their ethnic or racial origin. This is especially true when the Greek national football team plays, all the more so when it plays against the neighbouring countries Turkey and Albania. In many cases such banners contain explicitly fascist and Nazi mottos such as 'Greece above all' and Nazi crosses. (see Annex photos)
- Nazi salutations and chants have also been recorded (see above par. on 'Blue Army')
- Verbal and physical violent attacks at specific ethnic groups of fans in relation to sport events involving foreign athletes and/or teams, mostly outside football stadiums.

Targeted groups

[49]. Groups affected by racist violence are:

- Migrant athletes and especially Albanians, belonging to an ethnic group which represents the overwhelming majority of immigrants residing in Greece (65%)³⁷.
- Black athletes of African racial origin. In some cases they are Afro-Greek citizens.
- Migrant fans or migrants in general wishing to participate or witnessing celebrations of victories of the Greek national football team.

[50]. There is no significant presence of Roma athletes, officials or fans in professional football and basketball in Greece.

Racist incidents in professional football

[51]. In 2007, during football matches of the major professional league (SuperLeague) Albanian football players of Greek teams and their families frequently face verbal attacks. Two notable examples are those of Sotiris Ninis and Alban Bushi, both of Albanian origin. According to media reports, Nini suffered verbal offences during games. On another occasion, the wife and relatives of Bushi were mistreated and beaten when cheering the goals he scored. During one match Bushi reacted after scoring by spitting at an opponent player who allegedly had verbally insulted him, and by showing insulting gestures towards the bench of the Athenian team Panathinaikos. He was punished with the fine of 40.160 Euros, and three matches

³⁷ 2001 National Census, Interior Ministry, Residence permits data 2005-2008.

suspension from the game. The Supreme Court public prosecutor Mr. Kanellopoulos ordered an inquiry in order to assess whether he was residing in Greece illegally.³⁸ The allegations on racist verbal attacks and beatings were not investigated.³⁹

- [52]. During football matches fans frequently mock black players of the rival team and call them names.⁴⁰ This is the case for a number of known 1st Division (Superleague) players, such as Abonshah,⁴¹ Embede,⁴² Lua Lua⁴³ and others.⁴⁴ However, it goes noted that in some cases African professional football players, as reported by sports' media, claim that they did not suffer racist incidents in Greece, especially in relation to their working experience in other European countries.⁴⁵
- [53]. Media and blogs and forums of fans report Nazi symbols as swastikas and slogans, combined with nationalist and intolerant hate speech flyers distributed in stadiums and by football fan clubs.⁴⁶

Racist incidents in professional basketball

- [54]. A noted case is the one of the Afro-Greek player of Olympiacos and the National Team, Sofoklis Schortsianitis. This was the example of racist incident given by the young second generation immigrant

38 In.gr, Παρέμβαση εισαγγελέα για τα επεισόδια στα γήπεδα και τις χειρονομίες του Μπούσι (16.04.2007)

<http://www.in.gr/sports/mail.asp?lngArticleID=794767>

39 Pantelis Boukalas, Γηπεδικός Ρατσισμός, In: Kathimerini.gr (07.02.2007)

http://news.kathimerini.gr/4dcgi/_w_articles_columns_206198_07/02/2007_215013, Eleftherotipia, 19.04.2007,27.04.2007, Kathimerini, 20.04.2007, news.kathimerini.gr/4dcgi/_w_articles_columns_571287_20/04/2007_224049.

40 For a typical hate speech against African athletes: Soccerforum.gr, fans'

[forum.http://www.soccerforum.gr/board/index.php?act=Post&CODE=02&f=11&t=6465&qpid=129619](http://www.soccerforum.gr/board/index.php?act=Post&CODE=02&f=11&t=6465&qpid=129619) (06.12.2007)

41 In.gr, PSAP press release (04.05.2005) www.in.gr/news/article.asp?lngEntityID=613997&lngDtrID=246 Δήμος Ατγάλειω, egaleocity.gr, Φαινόμενα ρατσισμού (;) στην πόλη μας (22.11.2008)<http://www.egaleocity.gr/index.php?view=article&catid=48%3A2008-11-22-12-24-20&id=90%3A2008-11-22-19-03-20>

42 According to an e-mail sent to the EUMC and forwarded to the RAXEN NFP, a reporter of the state radio network ERA Sport Vasilis Papanicolaou made racist comments during a live sports show on 07.11.2006. The comments were directed against the goalkeeper of Panathinaikos' F.C. soccer team - Pierre Embede - person of an African origin (Cameroon). Allegedly, while talking on air about the goalkeeper, the reporter imitated monkey sounds and made other insulting remarks. He declared on air of the national radio station that the goalkeeper would be good for the team only if the price of bananas drops. After having received a number of complaints by the listeners, he apologised for his remarks.

43 Boukalas P., Η νόσος της φυλετικής ακραιφνότητας, Kathimerini.gr, (09.12.2007)

http://news.kathimerini.gr/4dcgi/_w_articles_civ_373306_09/12/2007_251615

44 Paok fans' forum, (11.01.2008) <http://www.paokmania.gr/forum/viewtopic.php?p=4151&sid=289df300a77bd055a08a05cd2595415d#p4151>

Rhodes FC, Ο ρατσισμός δεν παίζει μπάλα, Press release (14.05.2007),

http://www.gowest.gr/index2.php?option=com_content&task=view&id=8842&pop=1&page=0&Itemid=1107

45 Sportnet.gr Ρατσισμός - η μάστιγα του ποδοσφαίρου (12.02.2009) <http://news.pathfinder.gr/mail/531778.html>

46 Kathimerini.gr, Ακραίοι εθνικιστές και νεοναζί http://news.kathimerini.gr/4dcgi/_w_articles_eil_576618_05/03/2006_176014#topup (05.03.2006)

Paok fans' forum, <http://www.paokmania.gr/forum/index.php?sid=289df300a77bd055a08a05cd2595415d> (29.12.2007)

athlete interviewed as representative of civil society and 2nd generation movement: ‘When he plays, especially during the play-offs, one may hear various racist slogans from the fans’⁴⁷

- [55]. The representative of the National Professional Basketball players association (PSAK) also spoke about Schortsianitis who has been subject to loud booing and monkey miming. However, the representative said that such incidents originate from the fanatic supporters’ support to their team, rather than from the phenomenon of xenophobia. He added that ‘when he was playing for another team, the fans of the team he plays in today expressed racist feelings against him. On the other hand, the same player is treated by the same people as ‘the God’ when he plays for the national team. (see annex 7.6. Thematic Study interviews)

Racist incidents in athletics

- [56]. No racist incidents have been recorded during, or in relation to, athletic sport events, nor have the interviews with representatives provide any data. During the major sport event of the last years - the Athens 2004 Olympic Games – ethnocentric banners and statements were made by fans and athletes as well as statements about the superiority of the Greek athletes⁴⁸, although no racist verbal or violent incident against a specific ethnic group or person has been reported.
- [57]. The interviewed athlete made a distinction between individual and team sports, making clear that respect and full acceptance of co-athletes of different ethnic origin, race or religion is a norm, while discriminating or racist attitudes may be present in team sports.

3.3. Racist incidents in organised women's amateur adult sport

- [58]. No official or unofficial data available. Women’s football and basketball or athletics have a limited visibility and fan support. No racist incidents reported by athletes and official representatives.

47 Gazzetta Blogs - To BLOG Σοτήρης Βετάνης <http://www.gazzetta.gr/blogs/vetakis/?p=5> (26.02.2009)

48 Kanellis II., ΕΘΝΟΧΟΥΛΙΓΚΑΝΙΣΜΟΣ Εκφράσεις της Νεοελληνικής Ιδεολογίας στους Ολυμπιακούς Αγώνες 2004 της Αθήνας (Ethnooliganism, Expressions of Modern Greek Ideology in the Athens Olympic Games 2004), Oxy publications, 2005, Athens, ISBN: 960-436-126-0.

3.4. Racist incidents in women's professional adult sport

- [59]. No official or unofficial data available. Women's football and basketball or athletics have a limited visibility and fan support. No racist incidents reported by athletes and official representatives.

3.5. Racist incidents in organised children's and youth sport

No official or unofficial data available. Children's football and basketball or athletics have a limited visibility and fan support. No racist incidents reported by athletes and official representatives.

4. Indirect (structural) racial/ethnic discrimination

4.1. Structural discrimination in all sports

- [60]. Common form of structural discrimination in all sports is the disproportionate under-representation of migrants and minorities in all sports.
- [61]. With regard to all three major sports, participation of foreign nationals as athletes is either forbidden on an amateur level or subject to extremely restrictive rules.
- [62]. For the purposes of this study, and in addition to interviews, official federations and athletes' unions were asked through formal letters to provide data on the participation of migrants and minorities in their sport. No organisation has answered this request, but after communication, all those contacted confirmed that they do not collect such data, while no migrant or minority member makes part of their administrative organs or staff.

Indirect discrimination manifested by under-representation

- The extremely low participation of migrant and ethnic minorities in sport, both as athletes and fans and even lower as officials or administrative staff and media is due to:
 - a) de jure limitation to participate on the basis of regulations in force restricting participation of non-Greek athletes.
 - b) de facto limitation to participate on the basis of their administrative and residence status, related to a dysfunctional migration legislation and lack of a naturalisation/citizenship path for second and third generation of immigrants.
 - c) de facto limitation to participate on the basis of racist attitudes and fear of victimisation. A striking example is the racist violence against migrants (Albanians, Africans, Asians) in summer 2004, when they tried to celebrate the Greek National Football team success in winning the Euro2004.
 - d) de facto limitation to participate on the basis of socio-economic position (mostly Roma)

e) a de jure and de facto limitation to participate in athletes' unions resulting from their statutes' clear orientation in representing and protecting interests of Greek athletes, according to the interviewed representatives of athletes.

- Almost all interviewees reported regulations affecting the participation of foreign athletes in amateur and professional sport, although officials representing sports' federation as well as professional athletes' unions considered such regulations 'non harmful' but necessary in order 'to protect the national character of this sport'.

Which sports and which affected groups?

- [63]. All sports seem equally affected when it comes to representation of ethnic groups at leading positions, officials, unionists and also as fans. However, for all sports the most negative regulations are reported at amateur level.
- [64]. In professional sports (football, basketball) migrants participate in larger numbers as athletes, due also to the legislation which is favourable and more flexible in relation to general migration policy (see below).
- [65]. Sports federations on the other hand have adopted a restrictive framework of regulations limiting or prohibiting the participation of foreign athletes, in order to preserve the 'national character' of the sport at amateur level.
- [66]. Roma seem to be the most affected group, mostly due to socio-economic reasons, while African and Asian migrants are also among the most under-represented groups.
- [67]. The Muslim minority of Thrace is an exception, albeit only at local level. Members of the minority are elected in the local unions of the federation and participate as officials in local amateur clubs. However, their participation is notably confined to Western Thrace and apparently they do not participate proportionally as athletes, supporters, trainers or officials in leading positions on a national level.

4.2. Structural discrimination in the three focus sports

4.2.1. Organised men's amateur sport

Wish to participate and fear of violence

- [68]. The young immigrant basketball player interviewed stressed that there are many young people like him who participate in sport, at least on an amateur level. As far as fans are concerned, he distinguished between older and younger migrants, with the former having less interest in sports. He added that many people with migrant background do not attend sport events because of the violence, and because of the fact that migrants can become an 'easy target whenever such incidents occur.' He also mentioned the existence of some groups of fans in major clubs, that are openly nationalist and racist

Restricting foreign athletes' and trainers' participation

- **Football**

- [69]. According to the new Regulation of Football Matches (Κανονισμός Αγώνων Ποδοσφαίρου – ΚΑΠ)⁴⁹ dated August 2008, the participation of foreign football players in matches of the 4th National Amateur Division is forbidden (art.19c). There is an exception for clubs which have been demoted from 3rd Division and they are allowed to keep in their roster for one year maximum number of two players who are EU member state citizens. The condition is that there is a contract in force and that the athlete accepts to change from a professional to an amateur status. Same exception is provided for amateur teams promoted to the 4th Division, who have already had for at least three years in their roster a maximum of two foreign players. While foreign players are allowed, under some restrictions, in local and amateur leagues, they face serious restrictions at the 4th Amateur Division and above (see below).

⁴⁹ Κανονισμός Αγώνων Ποδοσφαίρου ΚΑΠ Ερασιτεχνικών Πρωταθλημάτων
http://www.epo.gr/kanonismoι/pdf/08_09/KAP_ERASITEXNIKON_PROTA8LHMATON.pdf

- [70]. According to the Football Trainers' Regulation (Κανονισμός Προπονητών Ποδοσφαίρου)⁵⁰ hiring of foreign nationals as trainers by amateur clubs is forbidden (art.3).

• Basketball

- [71]. The representative of the basketball players explained that concerning amateur sport, the participation of non Greeks is forbidden. He said that even European citizens are not allowed to play in amateur basketball since the free movement of labour cannot apply here.

- [72]. The only legislative text that concerns foreign basketball players - in particular persons with migrant background - is a Decision of the Deputy Minister of Culture, about the 'Enrolment of repatriated and foreign athletes in amateur basketball clubs and their participation in Greek championships and cups', which hinders the enrolment of foreign players in amateur basketball clubs. More precisely, the possibility of enrolment in an amateur basketball team is provided:

- To players of Cypriot nationality during their studies in a Greek university, and to immigrants of Greek ethnic origin.⁵¹
- To players of foreign nationality who are born and living in Greece their entire life, and to foreigners less than fifteen years of age who can prove with official documents that they have been living continuously in Greece for at least three years before submitting their application.⁵²
- To EU nationals who stay in Greece without exceptions.⁵³

• Athletics

- [73]. The Hellenic Association of Amateur Athletics [*Σύνδεσμος Ελληνικών Γυμναστικών και Αθλητικών Σωματείων – Σ.Ε.Γ.Α.Σ.*] has imposed limitations in the participation of foreign athletes in Greek athletic clubs. Participation is free for EU nationals and Cypriot athletes who live in Greece. For third country nationals, the conditions are the following:

- Each club has the right to enrol up to two foreign athletes, who can participate only in international competitions. (article 2, paragraph 2)
- The participation of foreign athletes in Greek competitions is possible if the athlete is less than eighteen years of age, was born in Greece or has

⁵⁰ Κανονισμός Προπονητών http://www.epo.gr/kanonismoι/pdf/07_08/KANONISMOS_PROPONHTON_new.pdf

⁵¹ Greece/YA 12794/23.05.2000 (ΦΕΚ 689/Β/02.06.2000), article 1, paragraph 2 and article 2, paragraph 1.

⁵² Greece/YA 12794/23.05.2000 (ΦΕΚ 689/Β/02.06.2000), article 1, paragraph 3.

⁵³ Greece/YA 12794/23.05.2000 (ΦΕΚ 689/Β/02.06.2000), article 1, paragraph 5.

been living in Greece for three years or more, and is a student in the secondary education. (article 2, paragraph 3)⁵⁴

- The representative of the track athletes and of the association of Greek Olympic winners indicated that, while anybody can become a member of an athletic association regardless of his/her nationality, there are regulations that restrict the participation of non-Greek athletes specifically in the domestic games”.

4.2.2. Men's professional sport

Restricting foreign athletes' participation

[74]. The representative of the Hellenic Football Federation indicated that, concerning players who are third country nationals, the limitations are those imposed by the regulations of FIFA and UEFA. The only limitation the Federation has imposed was that each team in the 2nd and 3rd football division has the obligation to include among the eleven players, six and eight Greek players⁵⁵ respectively. This was done with the objective to ‘produce players for the national teams.’

[75]. The Hellenic Football Federation’s Regulation regarding Determination of Status and Transfer of Football players (Καθορισμός Ιδιότητας και Μετεγγραφών Ποδοσφαιριστών) and in particular in Annex A, Provisions regarding Application of the Regulation for Professional Football Players (Διατάξεις Εφαρμογής Κανονισμού για τους Επαγγελματίες Ποδοσφαιριστές), art.3.⁵⁶ provides:

- for teams of the 1st National Division, that each Football Club S.A. can keep in its roster a maximum of five players who are third country nationals, whom they can use without limitations in every match
- for teams of the 2nd National Division, that each Football Club S.A. can keep in its roster a maximum of three players who are third country nationals, but they may not use more than two in a match.
- Football Clubs S.A. of the 3rd National Division are not allowed to keep in their roster any third country nationals.

54 Σύνδεσμος Ελληνικών Γυμναστικών και Αθλητικών Σωματείων [Hellenic Association of Amateur Athletics], ‘Enrolment of repatriated and foreign athletes in athletic clubs and their participation in Greek championships and cups’, available at: <http://www.segas.gr/ufiles/el/metagrafes.doc> (27.02.2009)

55 Players who have the right to play in national teams.

56 Κανονισμός Ιδιότητας & Μετεγγραφών, Παράρτημα Α Επαγγελματίες Ποδοσφαιριστές Παράρτημα Β Ερασιτέχνες Ποδοσφαιριστές http://www.epo.gr/kanonismoi/pdf/08_09/KANONISMOS_IDIOTHTAS_METEGR_POD.pdf

- Exceptions are made for teams demoted in lower divisions. However, teams of the 2nd Division demoted to the 3rd Division may not use foreign football players.
- [76]. It goes noted that according to the same regulation, non national immigrants of Greek ethnic origin are not considered third country nationals and are not treated as above (art.19 of Annex A of the Regulation).
- [77]. According to the Football Trainers' Regulation (Κανονισμός Προπονητών Ποδοσφαίρου)⁵⁷ hiring of foreign nationals as trainers by clubs that participate in professional leagues is allowed only under specific conditions: among other, he should be holder of a PRO-UEFA diploma, he should have been employed in a National team or in a National League for at least one year, and he should not be older than 70 years of age.
- [78]. Concerning professional basketball, there are specific rules. According to the basketball players' representative in A1 division, only 6 non Greek players are allowed to play and in A2 division only 2 players from EU country. However, these rules are not legally binding but gentlemen's agreements.

Athletes' representatives views about restrictions

- [79]. The footballers' representative claimed that regulation limiting the participation of foreign athletes in general (EU and third country) would be legitimate and necessary. Concerning the 1st division and free movement of EU players, he said, 'the participation of foreign players is a matter of debate even at the European level', explaining that 'This needs new rules because the participation of foreign players constitutes a problem'. He supported his argument by adding that "the participation of foreigners in football should be constrained, and the aim of these rules would not be discrimination, but the protection of the national character of this sport".
- [80]. The representative of the Greek Basketball Federation (EOK) stated that there are regulations - which he finds legitimate - that create obstacles to athletes from other EU- or non-EU countries in being treated equally. In particular, he explained that, in the top Greek league, every team can have two Americans and four EU players. 'This causes frustration to the Greek players because the foreigners are better paid and 'steal' playing time in the matches', he explained. He also mentioned that these regulations have been communicated to

⁵⁷ Κανονισμός Προπονητών http://www.epo.gr/kanonismoι/pdf/07_08/KANONISMOS_PROPONHTON_new.pdf

the Greek Ministry of Sports and are unlikely to be amended, since they believe that they are not harmful.

Membership of athletes' unions

- [81]. Both major sports athletes' unions - of professional football and basketball players - claim in their statutes⁵⁸ to represent the Greek athletes and to pursue their interests. The Association of Hellenic Professional Basketball Players aims at the promotion, protection and safeguarding of the rights of Greek basketball players. Athletes who are not Greek or European Union citizens cannot become members. The Panhellenic Association of Professional Football Players aims at protecting and promoting the interests of Greek football players. Nevertheless, it accepts all athletes in the country as members, irrespective of nationality.
- [82]. As far as football players are concerned, the Pan-Hellenic Association of Football Players [Πανελλήνιος Σύνδεσμος Αμειβομένων Ποδοσφαιριστών - ΠΣΑΠ] does not distinguish between Greek and foreign football players: 'Members of the union can be any active professional football player, regardless of nationality, since they play in a professional club that participates in the leagues organised by ΕΠΟ.'⁵⁹ However, there are no foreign players, EU or third country nationals, in the administration board of the association.
- [83]. Limitations are imposed by the Pan-Hellenic Association of Basketball Players [Πανελλήνιος Σύνδεσμος Αμειβομένων Καλαθοσφαιριστών - ΠΣΑΚ] - the official union of professional basketball players. Members of the Association 'can be all the Greek and EU national basketball players who have a paid-employment contract with a professional basketball club (...), members of the Men's National Team, and Greek basketball players who play abroad in foreign clubs'.⁶⁰ The representative of the association explained this choice during our interview by saying that 'ΠΣΑΚ is the institution of the Greek players. It is established to protect and preserve the interests of the Greek athletes. It is only accountable to its members. ΠΣΑΚ is placed between the legal system and its members. It protects the rights

58 Statute of the Panhellenic Association of Remunerated Football Players

<http://www.psap.gr/termsof.asp>

Statute of the Panhellenic Association of Remunerated Basketball Players

<http://www.psak.gr/index.php?id=14,0,0,1,0,0>

59 Πανελλήνιος Σύνδεσμος Αμειβομένων Ποδοσφαιριστών - ΠΣΑΠ [Pan-Hellenic Association of Football Players] (1998), Statutes of the Pan-Hellenic Association of Football Players, article 6.

60 Πανελλήνιος Σύνδεσμος Αμειβομένων Καλαθοσφαιριστών - ΠΣΑΚ [Pan-Hellenic Association of Basketball Players] (2007), Statutes of the Pan-Hellenic Association of Basketball Players, article 6, paragraph c.

of the Greek players and tries to place obstacles in the transfer of foreign players in the Greek basketball leagues.’⁶¹

Flexible migration rules for transfer of professional players and trainers

[84]. Specific regulations, eliminating obstacles to migrants’ admission and entry, exist with regard to foreign professional sportsmen and trainers. Article 9 of the major immigration law in force⁶² defines a specific type of residence permit for sportsmen and trainers. The conditions are defined in article 20, as follows:

- ‘The entry and residence in the Country of third country nationals, athletes and trainers, that has been approved by Hellenic sport authorities, for their registration, transfer or hiring in an accredited sport union, in a Sport S.A. or in a Department of Remunerated Athletes, is permitted upon the approval of the Hellenic sport federation of the relevant sport and the provision of a special visa’.⁶³
- ‘An athlete or trainer who is a third country national and wishes to come to Greece in order to be registered, transferred or hired, lodges an application to the municipality or community of his place of accommodation or residence, if he has been registered, transferred or hired by a Hellenic sport union, a Sport S.A. or a Department of Remunerated Athletes and fulfils the other conditions required by law. Competent for the examination of the application is the related Service for Foreigners and Immigration of the Region’.⁶⁴
- ‘Residence permits are issued upon decision of the Secretary General of the Region for a period with duration up to one year and can be renewed, according to the clauses hereof, as long as the written employment agreement or labour contract of a third country national is valid’.⁶⁵
- ‘The above mentioned third country nationals can be accompanied according to par. 1 of article 54 by the members of their family, who are provided, upon an application, with a personal permit that expires along with their sponsors’ permit’.⁶⁶
- ‘Entry in the Country is permitted, for training purposes in order to participate in international athletic events, for athletes, third country nationals, trainers and the rest specialized staff that accompanies them,

61 Interview with the representative of Πανελλήνιος Σύνδεσμος Αμειβόμενων Καλαθοσφαιριστών - ΠΣΑΚ [Pan-Hellenic Association of Basketball Players].

62 Greece/N. 3386/2005 (ΦΕΚ Α’ 212/23.08.2005), ‘Entry, residence and social integration of third country nationals in the Hellenic Territory’.

63 Greece/N. 3386/2005 (ΦΕΚ Α’ 212/23.08.2005), article 20, paragraph 1.

64 Greece/N. 3386/2005 (ΦΕΚ Α’ 212/23.08.2005), article 20, paragraph 2.

65 Greece/N. 3386/2005 (ΦΕΚ Α’ 212/23.08.2005), article 20, paragraph 3.

66 Greece/N. 3386/2005 (ΦΕΚ Α’ 212/23.08.2005), article 20, paragraph 4.

upon approval of the Hellenic federation of the relevant sport, accredited by Hellenic sport authorities. Entry is permitted only if the above mentioned receive a special visa and prove that they are able to cover their cost of living and health insurance. Residence permits are valid as long as the approval of Hellenic league of the relevant sport is also valid, and cannot last more than a year. They cannot be renewed'.⁶⁷

Under-representation of migrants as supporters: fear of victimisation

- [85]. The prevailing form of structural discrimination in the three sports is the under-representation of migrants, and especially of the second generation migrants and those who migrated in Greece. The second generation immigrant athlete gave an example of an experience as a spectator at a football match: 'I was at the football match Panathinaikos – Juventus with my cousin and friends. A player of the opponent team scored, and many fans of Panathinaikos around us started to insult the player, calling him "nigger" etc. I felt very bad and I didn't go to the stadium ever again. What stroke me was that among those who shouted these racist slogans were people with whom I spend time together. I realised that this was a bad habit, something that is always in the subconscious.'
- [86]. The NGO representative gave examples of racist violence against immigrants when they tried to participate in celebrations together with Greek fans. It was at that occasion the slogan "you will never become Greek, you Albanian" first came forth. The NGO speaker said 'we received messages from all over Greece about attacks against people who were not supposed to celebrate the Greek victory because they were of African or some other origin'.

4.2.3. Organised women's amateur sport

- For organised women's amateur sport the same rules to the men's amateur sport apply.

4.2.4. Women's professional sport

- For women's professional sport the same rules to the men's professional sports apply.

⁶⁷ Greece/N 3386/2005 (ΦΕΚ Α' 212/23.08.2005), article 20, paragraph 5.

4.2.5. Organised children's and youth sport

- [87]. The main problems concern limitations in participation and in development of young athletes in all sports. While participation of third country nationals at amateur level is completely forbidden in football, for basketball and athletics serious restrictions are held.
- [88]. According to the interviewed young immigrant athlete, the main difficulties that affect the participation of young people with migrant background have to do with the regulations concerning the enrolment in a club. Particularly young people who were not born in Greece, but came to Greece with their parents, face difficulties when they try to enrol in a club, because there are some specific criteria: 'they should be born here and be enrolled in a club until the age of fifteen; after that age it is impossible to be enrolled.' He gave an example of his friend of an African origin, a very talented basketball player, who will never be able to play officially in a club. Even if he has been selected by teams of higher divisions, such as Sporting, Panellinios and Panathinaikos, he had not been enrolled in a club before the age of fifteen. According to the interviewed representative of basketball athletes, 'there is a law according to which the prerequisites for a child to obtain an athlete's card in a team of our country are that the child is under 13 years of age, has been living in Greece for the minimum of three years, and is enrolled in a Greek school'. This child loses his/her right to play when he/she grows older, e.g. 15.
- [89]. With regard to athletics, the participation of foreign athletes in Greek competitions is possible if the athlete is less than eighteen years of age, was born in Greece or has been living in Greece for three years or more, and is a student in the secondary education. (article 2, paragraph 3)⁶⁸

4.2.6. Media (representation of ethnic minorities among sport journalists)

- No information is available on the representation of migrants and ethnic minorities in sport journalism. Interviewed representatives did not report participation of ethnic minorities among sport journalists and existing available unofficial data (mostly media reports) do not support such hypothesis.

⁶⁸ Σύνδεσμος Ελληνικών Γυμναστικών και Αθλητικών Σωματείων [Hellenic Association of Amateur Athletics], 'Enrolment of repatriated and foreign athletes in athletic clubs and their participation in Greek championships and cups', available at: <http://www.segas.gr/ufiles/el/metagrafes.doc> (27.02.2009)

5. Regulations and good practice

5.1. Regulations preventing racism, xenophobia and related intolerance in sport

5.1.1. Regulations preventing racism, xenophobia, and related intolerance in all sports

[90]. The “European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches” signed by the Council of Europe in 1985⁶⁹ was ratified by Greece in 1988 through the law n.1787/1988.⁷⁰ The ministerial decision n. 2403/1989⁷¹ about prevention and repression of violence in stadiums, as amended by the Ministerial Decision n.1709/1993 transposed fully the European Convention into the national legal order. The relevant normative framework provides for prevention measures and fines guaranteeing smooth implementation of sport activities and preventing violence. Moreover, the Ministerial Decision n.15565/2006⁷² implementing the scope of the Convention, provided for a regulation of operations of a Commission for Confronting Violence (Δ.Ε.Α.Β.).

[91]. However, there are no specific national regulations preventing in particular racism and xenophobia in sports. None of the Sports’ Laws passed in the Parliament over the last decade⁷³ - even in the articles referring specifically to the violence⁷⁴ - define any clauses or measures related to preventing racism and xenophobia in sports. The General Secretary of Sports [Γενικός Γραμματέας Αθλητισμού] of the Ministry of Culture, responsible for the implementation of State sport policy, explained the lack of national regulations preventing racism and xenophobia in sports as follows: ‘Propositions [that address the

69 Council of Europe (1985), *European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches*, Strasbourg, 19.VIII.1985.

70 Greece/N. 1787/1988 (ΦΕΚ Α 130/15.6.1988)

71 ΥΑ 2403/1989: Πρόληψη και καταστολή της βίας στα γήπεδα

72 ΥΑ 15565/2006 (ΥΑ 15565 ΦΕΚ Β 446 2006): Κανονισμός λειτουργίας διαρκούς επιτροπής αντιμετώπισης της βίας (Δ.Ε.Α.Β.)

73 See the major laws on sports, Greece/N. 2725/1999 (ΦΕΚ 121/17.06.1999) and Greece/N. 3479/2006 (ΦΕΚ Α 152/19.07.2006), available at: http://www.sportsnet.gr/index.php?option=com_content&view=article&id=2263:2008-04-23-12-05-05&catid=37:2008-04-18-12-51-54&Itemid=68 (26.02.2009)

74 See for example, Greece/N. 3262/2004 (ΦΕΚ Α 173/15.09.2004), Section A, articles 1-7.

problems of racism and xenophobia in sports] should be made when there are related problems. We have not been confronted with such problems, thus if we started making propositions for the prevention of them, this might cause counter-effects'.⁷⁵

- [92]. Therefore, prevention of racism and xenophobia in sports is based on general regulations regarding racism and equal treatment in all social fields, and on the specific regulations stipulated by some sport federations that have to do with the specific sport.
- [93]. The main general law that deals with the issue of racism is the Law 927/1979 (ΦΕΚ Α 139/28.06.1979) 'on punishment of acts or activities that lead to racial discriminations'. As it defines in its first article, 'anyone who publicly, either orally either through the press or written texts or illustrations or any other means, induces to acts or actions that could lead to discriminations, hatred or violence against persons or group of persons because of their racial or national origin, is sentenced to up to two years of imprisonment or a fine or both.' In its second article, the Law 927/1979 defines that 'anyone who publicly, either orally either through the press or written texts or illustrations or any other means, expresses insulting ideas against persons or group of persons because of their racial or national origin, is sentenced to up to one year of imprisonment or a fine or both.' The Immigration Law 2910/2001 provides that in case of acts described in the above articles of the Law 927/1979 Public Prosecutor can initiate investigations and press charges ex officio.⁷⁶
- [94]. An additional legal tool for the prevention of racism and discrimination, not specifically in the field of sports but in general, is the Law 3304/2005 about the "Implementation of the principle of equal treatment regardless of race or national origin, religion or other beliefs, disability, age or sexual orientation".⁷⁷ It is in fact the law that transposed in the national legislation the Racial Equality Directive (2000/43EC) and the Employment Framework Directive (2000/78EC). Two of the equality bodies appointed by the law in order to promote the principle of equal treatment could intervene in case of direct and indirect discrimination in sports: One, the Committee of Equal Treatment [Επιτροπή Ίσης Μεταχείρισης] of the Ministry of Justice, which is responsible 'in cases of violation of the principle of equal treatment by natural persons or legal entities';⁷⁸ and two, the Labour Inspectorate Body [Σώμα Επιθεώρησης Εργασίας (Σ.ΕΠ.Ε.)] of the Ministry of Employment and Social Protection, which is responsible for the promotion of the principle of equal treatment in the field of

⁷⁵ Interview with the General Secretary of Sports [Γενικός Γραμματέας Αθλητισμού] of the Ministry of Culture, Athens, 10.02.2009.

⁷⁶ See Greece/N. 2910/2001 (ΦΕΚ Α 91/02.05.2001), article 39, paragraph 4.

⁷⁷ Greece/ N.3304/2005 (ΦΕΚ Α 16/27.01.2005).

⁷⁸ Greece/ N.3304/2005 (ΦΕΚ Α 16/27.01.2005), article 19, paragraph 2.

employment.⁷⁹ Thus, in a broader sense, racist attacks against athletes or discriminatory practices against foreign athletes/members of professional clubs can come under the provisions of the Law 3304/2005.

- [95]. Nevertheless, until now, no cases of racist discrimination in sports have been reported to the equality bodies. Neither have any cases of this kind been dealt with in the framework of the other anti-racist regulations mentioned above.

5.1.2. Regulations preventing racism, xenophobia, and related intolerance in the three focus sports

- [96]. One of the amendments of the Law 3386/2005 concerns particularly professional football players. It is noteworthy that this step has been undertaken after a specific incident, which is indirectly linked to discriminatory practices: that is the case of the Brazilian football player Rodrigo Tosi. Having played for four months in the first division club Ηρακλής [Iraklis], Tosi was arrested by the Border Police in January 2008 because his visa had expired. As the player and his manager denounced, responsible for the arrest was the administration of the club that wanted to resolve the contract with the player without any compensation.⁸⁰
- [97]. In an effort to resolve this and other such problems in the future, a Common Ministerial Decision⁸¹ was issued. This Decision determines that third country nationals who sign a contract with a professional football club (1st, 2nd and 3rd divisions) can directly apply for a residence permit without being obliged to return to their country of origin to obtain a visa.⁸²
- [98]. At the level of sport federations, the only one that has adopted concrete preventing measures against racism and discrimination is the Hellenic Football Federation [Ελληνική Ποδοσφαιρική Ομοσπονδία (Ε.Π.Ο.)]. Its Statute defines that 'Ε.Π.Ο. abstains from any political or religious matters and prohibits any kind of political, religious,

79 Greece/ N.3304/2005 (ΦΕΚ Α 16/27.01.2005), article 19, paragraph 3.

80 For more information see V. Chronopoulos (2008) '...and I play pro', διαβατήριο [diavatirio], No. 5, pp. 31-34.

81 Greece/KYA 5512/2008 (ΦΕΚ 481/Β/18.03.2008), concerning the 'Definition of the procedure and the conditions of the subsumption of third country national professional football players, who sign a contract with a football club in professional divisions, in the regulations of Law 3386/2005 [immigration law]'.

82 See Greece/KYA 5512/2008 (ΦΕΚ 481/Β/18.03.2008), article 2.

national or racial discrimination. Any behaviour of that kind in football is punished with exclusion or dismissal.⁸³

- [99]. In order to comply with FIFA regulations,⁸⁴ and harmonise disciplinary measures, the Disciplinary Code of the Federation dedicates an article to the prevention of racism and to sanctions foreseen against football clubs, football players and officials, as well as fans. However the Greek Federation chose not to fully harmonise its regulations as suggested by FIFA, and has also included alleviating clauses allowing the effective non imposition of fines. Here follows the exact disciplinary provision (art.23 of the Disciplinary Code of the Greek Football Federation – EPO):

*(Art.23, par.1) 'Anyone who publicly disparages, discriminates against or denigrates someone in a defamatory manner on account of race, colour, language, religion or ethnic origin, or perpetrates any other racist and/or contemptuous deed, will be subject to match suspension for at least five matches at every level. Furthermore, a stadium ban and a fine of at least 12,000 € shall be imposed. If the perpetrator is a club's official, the fine will rise to a minimum of 18,000 €.'*⁸⁵

- [100]. However, in the next paragraph, the Code reserves less onerous sanctions for for perpetrators who are club officials or players, making use of the freedom⁸⁶ provided by the FIFA Disciplinary Code with regard to the fines stipulated:

*(Art.23, par.2a) In case of a racist or contemptuous act committed by a football club official or player, the club loses the match and is fined with 10,000-50,000 Euros for professional clubs and 1,000-5,000 Euros for amateur clubs. In case of second violation, apart from the loss of match, the above fine will be doubled, and in case of a new (third) violation, the club will be relegated to the lower division at the end of the season.'*⁸⁷

*(Art.23, par.2b) In case of racist acts committed by supporters of a team a fine of at least 18,000 € shall be imposed on the association or club concerned regardless of the question of culpable conduct or culpable oversight.'*⁸⁸

*(Art.23, par.2c) In case of any spectator who commits a racist act, he/she will be banned from entering any stadium for a minimum period of two years.'*⁸⁹

83 Ελληνική Ποδοσφαιρική Ομοσπονδία [Hellenic Football Federation] (2007) Codified Statutes of the Hellenic Football Federation, article 1, paragraph 2.

84 See FIFA (2007), FIFA Disciplinary Code, article 58.

85 Ελληνική Ποδοσφαιρική Ομοσπονδία [Hellenic Football Federation] (2008), Disciplinary Code, article 23, paragraph 1. http://www.epo.gr/kanonismoi/pdf/08_09/PEI8ARXIKOS_KODIKAS_2008.pdf

86 FIFA Disciplinary Code, Article 145 Associations' disciplinary codes, p.69

87 Ελληνική Ποδοσφαιρική Ομοσπονδία [Hellenic Football Federation] (2008), Disciplinary Code, article 23, paragraph 2, a.

88 Ελληνική Ποδοσφαιρική Ομοσπονδία [Hellenic Football Federation] (2008), Disciplinary Code, article 23, paragraph 2, b.

89 Ελληνική Ποδοσφαιρική Ομοσπονδία [Hellenic Football Federation] (2008), Disciplinary Code, article 23, paragraph 2, c.

[101]. The Greek Football Federation chose not to provide additional sanctions for Serious offences (such as to play a match behind closed doors, forfeit of a match, a points deduction or disqualification from the competition).

[102]. Moreover, in introducing this anti-racist provision in its disciplinary code the National Football federation has also included a clause of extenuating circumstances which may practically lead to non infliction of sanctions and non application altogether:

(Art.23, par.3) Fines imposed on the basis of the present article may be reduced or even revoked if the football player or the team in question are able to prove that he/it was not responsible or he/it was at a small degree responsible for the violations in question, or if there exist important exonerative circumstances, especially if the violations have been provoked on purpose in order to force the infliction of provided sanctions on a player or team.

[103]. The above regulations have not been enacted yet. According to the Director of the Press and Mass Media Division of the E.Π.Ο., this is due to the fact that these provisions have been stipulated very recently, in August 2008, and since then no racist incidents have been reported in Greek football stadiums. Therefore, the question of concrete implementation of the provisions mentioned above remains open.

[104]. As far as basketball is concerned, no regulations referring to racism and xenophobia exist. The Hellenic Basketball Federation. [*Ελληνική Ομοσπονδία Καλαθοσφαίρισης – Ε.Ο.Κ*] has not yet included any reference to prevention of racism and xenophobia in its statute and regulations. It is indicative that the *Disciplinary Law* [*Πειθαρχικό Δίκαιο*], included in articles 60-89 of the *Basketball Regulations* [*Κανονισμοί Καλαθοσφαίρισης*] of the Federation, does not include racist acts in its provisions. Thus, in the Section E of the article 83, entitled ‘Collective insults and slogans’, as such are considered only the ‘collective insults or insulting and *anti-national* slogans’.⁹⁰

[105]. Similar is the situation in athletics. The Hellenic Association of Amateur Athletics [*Σύνδεσμος Ελληνικών Γυμναστικών και Αθλητικών Σωματείων – Σ.Ε.Γ.Α.Σ.*] has not adopted any specific measures against racism and xenophobia in athletics.

⁹⁰ Underlined by authors.

5.1.3. Decisions by national courts, specialised bodies or tribunals regarding all sports

- [106]. No decisions by national courts, specialised bodies or tribunals on cases of racist incidents have been reported so far in Greece. This does not mean that such incidents do not exist in the field of sports; it means that either regulations upon which such cases could be based are absent or, wherever they exist, their implementation has not yet proven effective.

5.2. Good practice

5.2.1. Overview of positive initiatives combating racism, xenophobia, and related intolerance **in all sports**

- [107]. Positive initiatives combating racism, xenophobia, and related intolerance in sports exist in Greece. However, if we assess that such initiatives should meet several criteria in order to be identified as ‘good practices’, we have to note that in most cases they are sporadic and short of sustainability. As reported by the General Secretary of an NGO called Greek-Albanian Association of Friendship “Socrates” - that participated in an initiative of this kind - ‘the initiatives are usually isolated, celebratory and implemented *a posteriori*’.⁹¹
- [108]. As our overview of regulations preventing racism and xenophobia in sports has shown, national authorities do not seem to give priority to these issues. In addition, sometimes existing legislation hinders the participation of migrants in sports. As the representative of the Hellenic Football Association reported, ‘we are way ahead of the Greek state, since the only requirement we have from a migrant to be able to play in a club is a residence permit; we do not ask for citizenship or long-term residence permit. Furthermore, we are considering changing the procedure of enrolment of migrants in football to make it even easier. Our opinion is that when a child comes to Greece at the age of two, or is born in Greece, at the age of eighteen he/she should be Greek and should have the right to play in the national teams; they are Greeks, they do not have any relations with their country of origin. But when we ask for the naturalisation of a

⁹¹ Interview with the General Secretary of the NGO Ελληνοαλβανικός Σύνδεσμος Φιλίας «Σωκράτης» [Greek-Albanian Association of Friendship “Socrates”], Athens, 13.02.2009.

player, we frequently face obstacles posed by the Ministry of Interior.’⁹²

- [109]. Therefore, relative initiatives are undertaken mostly by sports federations, NGOs, clubs and local public authorities and they are mainly - if not entirely - parts of European initiatives and projects.

5.2.2. National initiatives and projects combating racism, xenophobia, and related intolerance **in the focus sports**

- [110]. The vast majority of initiatives and projects with the objective to combat racism and xenophobia concern football. In fact, they are part of the broader anti-racist campaign of UEFA and/or of the Football Against Racism in Europe (FARE) network.

- [111]. The initiatives take place on three levels:

- At a national level through the Hellenic Football Association
- At a local level through local authorities, sometimes with the collaboration of NGOs
- At the grassroots level of civil society and NGOs

- [112]. To begin with the national level, the Hellenic Football Association is participating from time to time in the UEFA anti-racist campaign, through various events. The latest example was that of 25.02.2009, when ‘the Hellenic Football Federation (EPO) has shown its continued support for UEFA’s Respect and Unite Against Racism campaigns. Children wearing T-shirts carrying anti-racism slogans were present on the pitch prior to the kick-off of Greece’s recent friendly match with Denmark in Piraeus. Banners and the tickets for the game also carried the Respect and Unite Against Racism logos to give added impetus to UEFA’s ongoing campaign to raise awareness of the need for greater tolerance and mutual respect between fans, players, coaches and officials at all levels of the game’.⁹³

- [113]. At the local level, various initiatives have been undertaken during the “Action Week of the Football Against Racism in Europe 2008” launched by FARE and supported by UEFA. Two cases are indicative,

⁹² Interview with the Director of the Press and Mass Media Division of the Hellenic Football Federation [Ελληνική Ποδοσφαιρική Ομοσπονδία – ΕΠΟ], Athens, 10.02.2009.

⁹³ See UEFA (2009) ‘Greek FA shows respect for UEFA campaign’, available at: <http://www.uefa.com/uefa/keytopics/kind=2/newsid=804875.html#> (25.02.2009)

one in Athens and the other in Serres, north-east Greece. In the first case, on 23.10.2008, the Organisation of Youth and Sports of the Municipality of Athens [Οργανισμός Νεολαίας και Άθλησης του Δήμου Αθηναίων – ONA], in collaboration with the sports webpage e-filathlos, organised a football tournament for children of different nationalities.⁹⁴ In the second case the local football team Panserraikos [Πανσερραϊκός], the local branch of UNESCO and the NGO Praxis organised e-campaigns, film projections at the central city square, radio programmes etc.⁹⁵

- [114]. Finally, as examples of grassroots initiatives - where the active participation of migrants is a prerequisite - we can mention the following: on 30.3.2005, with the occasion of the football match between the national teams of Greece and Albania for the qualifying round of the 2006 World Cup, the Greek Social Forum [Ελληνικό Κοινωνικό Φόρουμ] organised the projection of the match on a video wall in the City Hall square, inviting both Greek and migrants. Another type of grassroots initiative was the organisation of a local football cup in Crete, in summer 2008, where a team of the Cretan Forum of Migrants participated with other amateur local teams. As a local newspaper concluded, ‘they proved on the field that racism and discrimination, social isolation and fear can be defeated’.⁹⁶

⁹⁴ For more, see http://www.ona.gr/index.php?option=com_content&task=view&id=720&Itemid=94

⁹⁵ For more, see <http://praxisgreece.blogspot.com/>

⁹⁶ ‘The Migrants’ Forum football team raised the cup’, *Αγώνας της Κρήτης*, 22.07.2008, available at: <http://www.agonaskritis.gr/2008/07/22/3751>

6. Conclusions

The main problems

[115]. According to the data collected for this study:

- the most frequent racist phenomena recorded in Greece are verbal insults or mocking and banners against athletes and/or fans on the basis of their ethnic or racial origin, as well as verbal and physical violent attacks on specific ethnic groups of fans in relation to sport events involving foreign athletes and/or teams, especially of neighbouring countries of Albania and Turkey.
- the most prominent phenomena of discrimination is the under-representation and exclusion of migrants and minorities from sport events either as athletes or fans and from administrative staff or trade unionists.
- the most problematic aspect in confronting racism and discrimination is the minimisation or ignorance of the problem.

[116]. In particular, the main problems with respect to racism and ethnic discrimination in all sports are:

- Low level of awareness, the minimisation and downplaying, or even pure ignorance of racism. Most representatives of sports organisations and associations of athletes claimed that there is no problem such as racism and discrimination against migrants and minorities in sport despite the abundance of violent incidents reported by national press and media and indicated by the interviews with civil society.
- No awareness of existing anti-racist & anti-discrimination legislation. Most interviewees showed no knowledge of the very existence of specific anti-discrimination legislation transposing the Race and Equality Directives since 2005 (Law n.3304/2005).
- Despite a number of notably violent racist incidents, no such crime has been reported or investigated as such, brought to or processed in the court on the basis of racist motivation and in enforcement of the anti-racist law (n.927/1979).
- There is no case of discrimination on grounds of ethnic or racial origin brought before an equality body or court in Greece.

Nationalism in major sports tolerating or legitimising extreme right-wing violent groups

- A considerable presence of far-right groups in major sports, especially football, targeting specific ethnic groups, such as the Albanians, who constitute the most numerous migrant group in Greece. This is most visible at matches where the Greek National football team participates. Over the past years there have been cases of extensive violence and killings. One of the most striking and shocking aspects is the tolerance of such violence and its generalisation - through a 'spill-over' effect – leading to the use of violence also by other, non-militant right-wing groups of indigenous population against migrants.
- The extremely low participation of migrant and ethnic minorities in sport, both as athletes and fans, let alone as officials or administrative staff is to be attributed to de jure and de facto limitations to participate on the basis of regulations in force and due to fear of victimisation.
- The opposition to racism is limited to verbal condemnation and abstention from any other action against such phenomena.
- Most interviewed representatives of federations and athletes took a net and resolute stance against racism and discrimination, which is in coherence with the relevant public debates condemning racist violence. However, they minimised the extent and the gravity of racism in sport, and they did not consider that there was any need for specific anti-racism and anti-discrimination measures or legislation.
- There is no doubt that football as the major sport is where numerous and serious racist incidents occur. The violent incidents and killings reported in 2004 after the match between Albania and Greece is the tip of the iceberg of a long list of verbal and physical attacks, as well as of the proliferation of xenophobic, nationalist and even Nazi banners, salutations and slogans in football stadiums.
- What is striking is that, depending on the moment and opportunity, similar violent incidents may contaminate basketball. For instance, the lack of any major success of the Greek national football team or of any tensions in football, may turn the interest of organised violent groups to basketball. Indicative is the case of Basketball World Championship 2006, when migrants were beaten once Greece lost in the finals. The incident of the most recent verbal insulting of a well known Afro-Greek basketball player is yet another example.

The trends

- Most serious racist violent incidents with respect to number, frequency and gravity, have occurred over the last years. Therefore, unofficial data concur to the views of the interviewed representatives of the civil society, according to whom the trend is clearly negative.
- On the contrary, most officials and professional athletes, representatives of federations and athletes' associations, believe that trend regarding racism and discrimination is positive, and that they are not concerned by relevant problems. Among all, the basketball players' representative expressed the opinion that trends are negative. Possibly this view is linked to the emerging racist phenomena in basketball as explained above.
- Under this light sport can hardly be considered a positive force in combating racism within the Greek national context, as it is marked by nationalism and everyday racist verbalism.

The data gap

- No type of reliable data is available either by official or unofficial sources. Racism in sport carries the defect of general anti-racist policies in Greece, characterised by the absence of any official recording mechanism, let alone analysis, of the phenomena and trends regarding racism and discrimination. This big gap appears to be directly linked to the lack of acknowledgement and of awareness about the gravity of the problem and its possible implications for sport and the role it plays in the society.
- There is a need for institutions and mechanisms of recording and analysing racism in sport. Independent and efficient monitoring, and high-impact competent bodies - eventually within the scope of an equality body - should be in place in order to provide real-time reliable data and coordination of competent agencies, therefore allowing national authorities to monitor the situation.

Proposals

- The proposals made by the interviewed representatives are: more anti-racism campaigns, early anti-racist education, generous citizenship policies, raising awareness through media and statements of famous athletes, joint multiethnic athletes' initiatives, and other.

- The recently amended Disciplinary Code of the Football Federation on racism (harmonised with the FIFA Code), represents the first normative framework in the country to impose specific fines for racist comments and attacks, although it is not linked to the anti-discrimination legislation. Unfortunately, an additional alleviating clause (art.23.3 of the Greek Federation code) arbitrarily included⁹⁷, may render the provision obsolete and lead to its inapplicability.
 - Its reform, through the elimination of par.3 of art.23 is necessary, as it is also its adoption by other federations of sport, in particular, basketball.
- What is obvious in racism in sport is the lack of independent and strong (resource- and mandate-wise) organs and bodies, which would work to combat racism and discrimination on a two-fold socio-legal task:
 - Raising awareness and sensitisation of the wider public by demolishing nationalist myths of superiority and rivalry and promoting integration through sport, especially through education and new alternative media with pedagogic functions (web 2, blogs, forums etc.).
 - Effectively and efficiently enacting anti-racist and anti-discrimination legislation by fully implementing the national legislation transposing Community law and regulations. Additionally, it should propose and support the adoption of new laws and regulations combating racism and discrimination in sport, while monitoring, assessing and reviewing the current regulations, and practices that aim at their reform.

⁹⁷ The Greek federation made abusive use of the provision of art.145 of the FIFA Disciplinary Code, that gives associations 'some freedom with regard to the fines stipulated in art. 58.' regarding the 'associations' obligation to adapt their own provisions to comply with the FIFA code for the purpose of harmonising disciplinary measures'.

7. Annexes

7.1. Contact list of national sports federations

Hellenic Football Federation
ΕΛΛΗΝΙΚΗ ΠΟΔΟΣΦΑΙΡΙΚΗ ΟΜΟΣΠΟΝΔΙΑ (Ε.Π.Ο.)

Address: L.Syggrou 137, N.Smirni 17121
Διεύθυνση: Λ. Συγγρού 137, Ν. Σμύρνη Τ.Κ. 17121

tel: +30 210- 93 06 000 -
e-mail: info@epo.gr vstavrou@epo.gr
Fax – +30 2109359666
www.epo.gr

Hellenic Basketball Federation
Ελληνική Ομοσπονδία Καλαθοσφαίρισης

Address: Kifissias Ave. - Postal Code 15123 - Marousi, Athens
Κηφισίας 37 - ΟΑΚΑ 37, ΟΑΚΑ Τ.Κ. 15123 - Μαρούσι, Αθήνα

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Fax: +30 210 68 17 921
E-mail: helbasket@otenet.gr
www.basket.gr

Greek Associations of Gymnastics Clubs
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7.2. Statistical data

[117]. No data available.

7.3. Interviews

1. What are the main problems and issues of racism and xenophobia affecting the particular sport in your country?

- Almost all of the officials interviewed - representatives of federations and athletes' associations - claim that there are no racist incidents in the particular sport. This contrasts the civil society interviews (NGO, immigrant athlete) and also the unofficial data provided by media and news reports about major and minor racist incidents inside and outside of the sport venues.

[118]. According to a young amateur basketball player of African origin, racism and xenophobia do exist in Greece.

[119]. The representative of NGO Diavatirio – Greek Albanian Friendship association 'Socrates' - commented that 'in Greece we consider that football and sports in general are separated from broader social life. Therefore, there is a "freedom" to say various things that are not reported as racist issues, but as football issues. In the case of football players we have been for long time speaking about "niggers" and "bananas", but these were not reported as racist attitudes by the media. On the contrary, there was a campaign when we called the fans of ΠΑΟΚ [PAOK, football club in Thessaloniki] "Bulgarians"'. Although African athletes face assaults on grounds of race, the interviewee also mentioned racist attitudes against Albanian players and fans. In conflict situations even the kin minority of ethnic-Greek Albanians becomes a target.

[120]. The representative of EPO-Hellenic Football Federation (ΕΠΟ) claimed that: 'in our country we have not yet observed any issues of xenophobia and racism, at least organised, and even isolated incidents are extremely rare. (...) We are one of the European countries that face the least problems of racism in football. We do not have any examples of insulting a football player because he is black or because he comes from Eastern countries... On the contrary, I would like to inform you that three months ago we had the case of a player, Guela from Ivory Coast, whose contract was broken in Croatia because of racist treatment against him. Our federation enrolled him for that reason and now he plays in Larissa (Λάρισα) [club in the first division]'

[121]. The representative of the Panhellenic Association of Professional Football Players (PSAP - ΠΣΑΠ) also claimo that there is no racism in the particular sport: 'We can say that the situation in football concerning racism is very good and that we have no major problems

concerning these issues'. He elaborated this by stressing that 'the main reason for any possible racist insult is simply the rivalry between the supporters and not racism'.

- [122]. According to the representative of Greek Basketball Federation (EOK) 'racism has not affected the Greek basketball', explaining that 'on the contrary, the foreign players who play in Greece are well-known athletes who offer their services and are well-paid for this'.

- [123]. According to the representative of the National Professional Basketball players association, there have been no major problems. 'This is probably because black people, who are usually victims of racism, are historically strongly related with basketball in Greece. There have been isolated incidents, but these were mostly not an expression of racism, but of fanaticism in favour of one team and/or against the other'. 'Xenophobia in basketball does not exist by itself and cannot be separated from xenophobia in society. As much as it exists in society, it is also present in the basketball'.

- [124]. According to track athlete and representative of the association of Greek Olympic winners, there are no racist problems currently. She emphasised the positive attitudes of athletes with respect to such phenomena. 'We, the athletes, are fully convinced that all people are equal. The athletes always feel like forming one group and there is no discrimination between the black, the white, the Chinese etc. Concerning racism and xenophobia, we have made a big step forward. Racist discrimination has been overcome in the athletics today'.

- [125]. Despite written invitation and multiple calls, contacts and visits, no representative of the Confederation of Greek Associations of Gymnastics (ΣΕΓΑΣ – SEGAS) gave an interview. Rather, the General Secretary of Sports (former basketball referee) of General Secretariat of Sports (Γενική Γραμματεία Αθλητισμού) of the Ministry of Culture (Υπουργείο Πολιτισμού) claims that there is no racism in sports in Greece. 'In general, there are no such issues and we have never been informed about any incident of that kind in any sport'. According to the interviewee, 'in the Greek society phenomena such as racism cannot be developed, because despite all the problems, Greek society always reacts in a positive manner against such issues. Although many migrant groups have been accused for a series of crimes, this has had no impact on sports'.

[126]. Could you provide some examples of cases of racism and xenophobia within your sport?

- Both civil society and athletes' associations of major sports (football and basketball) gave examples of well known racist incidents. Officials from sport Federations as well as the government's General Secretary of Sport did not provide any examples, denying the very existence of racism.

[127]. The second generation immigrant athlete gave an example of the Greek black basketball player Sophocles Schortsianitis: 'When he plays, especially during the play-offs, one may hear various racist slogans from the fans; but nothing has been done about it.' He also referred to a personal experience as a spectator at a football match: 'I was at the football match Panathinaikos – Juventus with my cousin and friends. A player of the opponent team scored, and many fans of Panathinaikos around us started to insult the player, calling him "nigger" etc. I felt very bad and I didn't go to the stadium ever again' 'What stroke me was that among those who shouted these racist slogans were people with whom I spend time together. I realised that this was a bad habit, something that is always in the subconscious.'

[128]. The NGO representative gave two examples of racist violence against immigrants in general, and Albanians in particular: First concerned the match between the two national teams in September 2004: 'Maybe because we have the experience of Greek migrants abroad who are very proud when a Greek team wins, this hurts us when other migrants feel the same for their team'. Second example was in 2004, not at the stadium, but it had to do with football match. The Greek national team had won the European championship. There were attacks against migrants, mainly Albanians, and the slogan "you will never become Greek, Albanian, Albanian" first came forth. The NGO speaker said 'we received messages from all over Greece about attacks against people who were not supposed to celebrate the Greek victory because they were of African or some other origin'.

[129]. Despite his statement that there is no racism in football, the representative the professional footballers' association mentioned two incidents that he regards as the most noteworthy examples of racist behavior. He explained that in these cases 'the supporters of a team expressed feelings of racism against a player of their favorite team in order to force him to quit the team', without providing more details on the specific cases. He added that 'those two cases also prove that we did not have any major and serious problems all these years in the professional football'. In contrast, he explained that 'if the football fans turn against a player or representative of an opponent team, this is proof of rivalry and not of racism'.

- [130]. The representative of an association of National Professional Basketball players (PSAK) gave the most recent example of Sofoklis Schortsianitis, the Greek black player of Olympiacos and the National Team, who was once object of loud booing. The representative said that such incidents originate from the fanatic supporters supporting their team, rather than from the phenomenon of xenophobia. For example, when he was playing for another team, the fans of the team he plays in today expressed racist feelings against him. On the other hand, the same player is treated by the same people as 'the God' when he plays for the national team'.

Are there any statistics on the representation of migrants and ethnic minorities in the particular sport?

If yes, could you describe and quantify the extent of the involvement of migrants and ethnic minorities as (a) athletes, (b) coaches, (c) officials and (d) fans in the particular sport?

If there is no statistical data available, could you please provide a general description of the involvement of migrants and ethnic minorities as (a) athletes, (b) coaches, (c) officials and (d) fans in the particular sport?

- As far as participation of migrants and minorities is concerned, in all interviews the answer was that there is no statistical data available. Yet, more representatives mentioned the underrepresentation of migrants and minorities, especially as officials or fans in the major sports.

[131]. The young immigrant basketball player stressed that are many young people like him who participate in sport, at least on an amateur level. As far as fans are concerned, he distinguished between older and younger migrants, with the former having less interest in sports. He added that many people with migrant background do not attend sport events because of the violence, and because of the fact that migrants can become an 'easy target whenever such incidents occur.' He also mentioned the existence of some groups of fans in major clubs that are openly nationalist and racist.

[132]. The NGO representative explained that the level of athletes' participation is quite similar to that of native people; as far as coaches are concerned, there are some migrants, especially Albanians, who do scouting in the country of origin or among migrants in Greece, but they are not that visible. Regarding fans, he assumes that many migrants, especially Albanians, are interested in sports, but do not go very often to the stadium because of the high cost and fear of violent incidents.

[133]. The representative of the Hellenic Football Federation explained that the policy of the Federation is to encourage the participation of migrants and minorities in football. As he noted, 'we are way ahead of the Greek state, since the only requirement we have from a migrant to be able to play in a club is a residence permit; we do not ask for citizenship or long-term residence permit'. According to his estimations, migrants and minority members are mainly athletes and not coaches or officials. As far as the latter, there is an exception with the Muslim minority in Komotini and Xanthi, where members of the

minority are elected in the local unions of the federation and participate as officials in local amateur clubs.

- [134]. The representative of football players stated that 'there are no specific data on the matter', further explaining that 'the players, coaches, representatives and fans that are immigrants or members of any minority are very few in number in the Greek football'. 'The main reasons for this situation', he continued, 'are the football rules and regulations that determine the way a team can adopt a foreign player'.

- [135]. The representative of basketball players specified that people who work in basketball in Greece are mostly Greeks, Americans and some Europeans. Therefore, all share the same religion; there are no Muslims for example. He explained that maybe this was because basketball has some peculiarities. It is not as popular as football and minorities, such as the Roma are not participating. 'I am sure' - he added - 'that if a player would be Muslim, he would have been object of racism'. Regarding the representation of migrants in sport he explained that there are only a few athletes due to regulations' limitations. Coaches are not subject to limitations and therefore they represent almost the half of all basketball trainers. He made clear that the basketball players' association has no responsibility for this since: 'We support only Greek athletes. We are representing their interests.'

- [136]. The representative of the track athletes and the association of the Greek Olympic winners stressed that there is no participation of migrants in athletics. She explained that the main reason is probably that many foreign athletes are given the Greek citizenship and that this has been a massive phenomenon in Greek sports. Generally, the involvement of migrants and ethnic minorities is very limited. 'Even the few that do participate have been integrated due to the warm welcome and efforts of other athletes.'

- [137]. The General Secretary of Sports said that there are no available statistical data in the Secretariat General of Sports. However, regarding football, he assumed that 'the participation of Greek athletes in football clubs in upper divisions is about thirty to forty percent, foreigners are the majority. The same is true also for coaches; for example, in upper divisions, especially in football, foreign coaches prevail'. As far as officials are concerned, the Secretary assumes that there are not any. With regards to fans, he estimates - although there is no data available - that some migrants who are integrated in the Greek society having lived in the country for many years, are interested in sports.

Are there any regulations on federation level affecting the participation of EU- and third-country-national athletes / players in amateur sport and professional sport?

If yes, do these regulations create any obstacle to athletes from other EU- or non-EU countries in being treated equally?

- Almost all interviewees reported regulations affecting the participation of foreign athletes in amateur and professional sport, although officials representing sports' federation as well as professional athletes' unions considered such regulations 'non harmful' but necessary in order 'to protect the national character of this sport'.

[138]. According to the young immigrant athlete, the main difficulties that affect the participation of young people with migrant background have to do with the regulations concerning the enrolment in a club. Particularly young people who were not born in Greece, but came to Greece with their parents face difficulties when they try to enrol in a club, because there are some specific criteria: 'they should be born here and be enrolled in a club until the age of fifteen; after that age it is impossible to be enrolled.' He gave an example of his friend of an African origin, a very talented basketball player, who will never be able to play officially in a club. Even if he has been selected by teams of higher divisions, such as Sporting, Panellinios and Panathinaikos, he had not been enrolled in a club before the age of fifteen.

[139]. According to the NGO representative, a regulation that hinders participation of migrants in sport clubs is that they are defined as foreigners. Given the fact that each club has a limited right to use foreign athletes, competition for migrants is much harder than for native players. Regarding full participation of the athletes, the interviewee gave the example of the Panhellenic Association of Football Players [Πανελλήνιος Σύνδεσμος Αμειβομένων Ποδοσφαιριστών], where all football players, regardless of nationality can participate, but there are not many foreign players, EU or third country nationals, participating in its administration board.

[140]. The representative of the Hellenic Football Federation indicated that concerning players who are third country nationals the limitations are those imposed by the regulations of FIFA and UEFA. The only limitation the Federation has imposed was that each team in the 2nd and 3rd football division has the obligation to include among the eleven players, six and eight Greek players⁹⁸ respectively. This was done with the objective to 'produce players for the national teams.' In

⁹⁸ Players who have the right to play in national teams.

addition, the representative of EPO declared that 'we are thinking to change the procedure of entry of migrants in football and make it even easier than now. Our opinion is that when a child comes to Greece at the age of two, or is born in Greece, at the age of eighteen he/she should be Greek and should have the right to play in the national teams; they are Greeks, they do not have any relations with their country of origin. But when we ask for the naturalisation of a player, we frequently face obstacles posed by the Ministry of Interior.' It goes noted that since there is no path to citizenship for second generation immigrants, young athletes face obstacles in participating in sport especially in lower and amateur divisions, even when they were born in the country.

- [141]. The footballers' representative claimed that regulation limiting the participation of foreign athletes in general (EU and third country) would be legitimate and necessary. He explained that according to current regulations 'a foreign player it is not allowed to play in the 3rd football division'. 'Concerning the 1st division', he said, 'the participation of foreign players is a matter of debate even at the European level', explaining that 'This needs new rules because the participation of foreign players constitutes a problem'. He supported his argument by adding that 'the participation of foreigners in football should be constrained, and the aim of these rules would not be discrimination, but the protection of the national character of this sport'. He explained accordingly that 'rules of participation do create limitation to the participants from other countries'. He added that in his opinion, these rules do not create an environment of non-equal treatment of immigrant or minority athletes. Despite the fact that the participation of such athletes is regulated and limited, once they become members of the football association, they are treated as equal as all other Greek members. 'Even though regulations allow participation of few immigrants, all members enjoy equal treatment', he said with emphasis.
- [142]. The representative of the Greek Basketball Federation (EOK) stated that there are regulations - which he finds legitimate - that create obstacles to athletes from other EU- or non-EU countries in being treated equally. In particular, he explained that, in the top Greek league, every team can have two Americans and four EU players. 'This causes frustration to the Greek players because the foreigners are better paid and 'steal' playing time in the matches', he explained. He also mentioned that these regulations have been communicated to the Greek Ministry of Sports and are unlikely to be amended, since they believe that they are not harmful. 'There is a law according to which the prerequisites for a child to obtain an athlete's card in a team of our country are that the child is under 13 years of age, has been living in Greece for the minimum of three years, and is enrolled

in a Greek school'. This child loses his/her right to play when he/she grows older, e.g. 15.

- [143]. The representative of the basketball players explained that concerning amateur sport, the participation of non Greeks is forbidden. Even European citizens are not allowed to play in amateur basketball since the free movement of labour cannot apply here. Concerning professional basketball, there are specific rules. In A1 division, only 6 non Greek players are allowed to play and in A2 division only 2 players from EU country. However, these rules are not legally binding but gentlemen's agreements.

- [144]. The representative of the track athletes and of the association of Greek Olympic winners indicated that, while anybody can become a member of an athletic association regardless of his/her nationality, 'there are regulations that restrict the participation of non-Greek athletes specifically in the domestic games'.

Are there any regulations by the sports federation on

- a) anti-discrimination issues and/or
- b) equality measures?

If yes, could you give a brief description of the regulations and their implementation? Could you give examples of their effect?

If no, what is in your opinion the reason for the absence of regulations?

- All interviewees agreed that specific anti-discrimination regulations in sport do not exist or are not enacted. Such is the case of a most recent amendment of the disciplinary code of the National Football Federation. However, all but the NGO and the immigrant athlete representatives have a firm belief that 'such regulations are not needed because of the lack of relevant problems.'
- [145]. According to the second generation immigrant, regulations preventing discriminations or racist acts in sports do not exist or if they do, he has not had any experience of implementation of such regulations.
- [146]. The representative of Football Federation emphasised that 'the Football Federation has stipulated an entire article in its Disciplinary Code about sanctions foreseen against racist acts. Nevertheless, until now these sanctions have not been enacted, since they are 'the achievements of the last few years.'
- [147]. The footballers' representative explained that legislation or rules on the equal treatment and non-discrimination in football do not exist in Greece (ignoring the recently amended disciplinary code of the National Football Federation). To him, 'this is simply because there is no need for such regulation, equal treatment and non-discrimination can be taken for granted in the Greek football'. Despite that, 'voices about the issues of racism, xenophobia, equal treatment, non discrimination can be heard', but 'given the lack of relevant problems, the establishment of such rules has not yet been considered seriously in Greece'.
- [148]. According to the representative of the Greek Basketball Federation (EOK), non-discrimination and equal treatment are common sense and basic expressions of humanity. Therefore, according to him, there is no need for these to be written in the form of regulations. 'We are not making any discrimination', he stated firmly, adding that 'the lack of such rules is due to the fact that we have never needed them'.

- [149]. Regarding the lack of anti-discrimination provisions and clarifying the role of the National Professional Basketball (PSAK) players association, its representative explained that PSAK is the institution of the Greek players. 'It is established to protect and preserve the interests of the Greek athletes. It is only accountable to its members. PSAK is placed between the legal system and its members. PSAK protects the rights of the Greek players and tries to place obstacles in the transfer of foreign players in the Greek basketball leagues.'

- [150]. The representative of the track athletes explained the absence of regulations by elaborating that 'we have no intense racist behaviours and there were none in the past; therefore, we have had no reason for respective regulations'.

- [151]. The General Secretary of Sports explained that regulations on discriminations and equal treatment are stipulated by federations in collaboration with international federations, and that therefore the Secretariat General of Sports has nothing to do with them.

[152]. Are there any initiatives against racism and xenophobia in the particular sport?

If yes, could you give examples and describe the impact of these initiatives?

If no, what is in your opinion the reason for the absence of initiatives?

- The examples reported by most representatives were awareness raising campaigns mostly through brief happenings at stadiums, under the umbrella of the European Union initiatives. All representatives expressed their support to anti-racist campaigns, although once again many claimed that generally 'such initiatives do not exist because there is no need for them.'
- [153]. The immigrant athlete gave the example of campaigns against racism in sports, as the one organised in 2008 by a South-African management company.
- [154]. The NGO representative stressed that initiatives against racism and good practices promoting diversity are organised by sport clubs, fan clubs or NGOs. They are mostly 'isolated, celebratory and implemented a posteriori. It is clear that this issue is not a priority for the authorities, federations and other relevant institutions'.
- [155]. The representative of the Hellenic Football Federation, said that three months ago there was a case of a player, Guela from Ivory Coast. His contract was broken in Croatia because of racist treatment against him. For that reason the federation enrolled him and he has been playing in Larissa (Λάρισα) [club in the first division] ever since.
- [156]. The National Football Federation representative said initiatives for the prevention of racism are undertaken every year in collaboration with the *Super-league* (1st division) as well as during matches of the national team. As he said, they are obliged to inform UEFA and FIFA about the efforts they make against the emergence of racism. The impact of these initiatives seems to be rather positive, since such problems are very limited in the Greek context.
- [157]. The representative of the association of the National Football Players gave the examples of the association's initiatives against racism and xenophobia in football, such as 'the cooperation with World Football Association that organises respective activities, the participation in respective international forums, publications and other initiatives'. He

explained however that the promotion of specific good practices for integration of the immigrants and minorities, as well as of multinational diversity in the Greek football is not on the agenda. He said 'we always offer help and take such initiatives whenever it is needed', stressing again 'we have never had relevant issues'. According to him, such good practices exist *de facto* but not *de jure*.

- [158]. The representative of the Greek Basketball Federation (EOK) stressed that no special initiatives against racism and xenophobia are undertaken in the particular sport.
- [159]. The representative of the National Professional Basketball players association said 'there were some but only individual ones'. He added that 'we [the associations] should all give the proper attention to this problem because it may not be serious today but it is very possible that tomorrow it may 'knock on the basketball's door'' He explained that 'in countries with different beliefs than ours, basketball is not so developed as it is here. Therefore, in countries such as Greece, no athletes from other religions are playing basketball'. On the other hand, he mentioned the example of the Americans who play in Greece and against whom there is no racism or xenophobia, simply because 'they are so closely related with the particular sport'.
- [160]. The representative of the track athletes replied negatively on the existence of relevant initiatives by saying that 'unfortunately, there are no such initiatives in Greece. If any, they are taken by individuals and not by any official body'. She explained that such initiatives do not exist because there is no need for them. 'There have been no provocations so far to create a need for reaction', she said.
- [161]. According to the General Secretary of Sports, campaigns and good practices have not been undertaken by the Secretariat, 'but wherever there are some good practices undertaken by federations or clubs, we support and enhance them'. Though he does not have an overview idea about existing initiatives against racism and xenophobia, he pointed out that the impact of these initiatives has been very positive. He gave the example of a campaign against racism and xenophobia launched by the football club of Panionios [Πανιώνιος] and an anti-racist organisation where the children 'of all societies, of all nations, of all races that exist in Greece participated' this having had a very positive response by the fans.

Are there any good practice models for promoting integration and diversity in the particular sport?

If yes, could you give examples and describe the impact of these models?

If no, what is in your opinion the reason for the absence of such models?

- Regarding good practices promoting integration and diversity in sport, interviewed representatives of the civil society insisted on the leading role of the state, without which all individual initiatives remain isolated and do not contribute to a shift in attitudes. Football representatives (officials and athletes) did not provide a good practice example. However, individual cases of specific athletes have been reported as good practices by basketball representatives.

[162]. The NGO speaker explained that the reason for lack of substantial positive measures and good practices lays in the absence of state intervention: 'the clubs are private enterprises; if an issues has nothing to do with their profit they will not proceed to adopt any measures. At the same time, the State does not consider this issue as a problem; therefore they see no reason to take any initiative.'

[163]. The representative of the Greek Basketball Federation (EOK) mentioned some few cases of athletes from other Balkan countries who obtained Greek citizenship either through marriages or adoptions.

[164]. The representative of the National Professional Basketball players association said there are only very few examples of good practices promoting integration. He gave the example of a Turkish basketball player in Greece in the past when being a Turk in Greece was not so well accepted as today. He explained that 'when we had a Turkish player, his team, AEK, strongly supported his transfer, while the fans also loved him and his way of playing. As a result he played afterwards in other teams as well without facing any problem of xenophobia'.

[165]. The representative of the track athletes stressed the clear distinction between the official and unofficial levels, by stating that 'at the Athletics Federation level, there are no such good practices; they are demonstrated only individually by the athletes'. 'The athletes are full of understanding and have open arms for athletes of different colour, beliefs or religion, making them feel satisfaction and safety.'

In your opinion, is there a rather positive or a negative trend regarding racism and discrimination in sport in general and in your particular sport?

- Both civil society and the representatives of the basketball players considered that there is a negative trend regarding racism and discrimination in sport. All remaining five interviewees considered the trend to be a positive one, and ‘any incidents can be considered as sporadic’.

[166]. According to the young immigrant and basketball player and the NGO representative, the trend concerning racism in Greece and in the other European countries, is negative.

[167]. In a net contrast, the representative of the National Football Federation did not hesitate to say that the trend is positive: ‘especially if the state had a broader view upon these issues, many problems would be resolved much more quickly’.

[168]. The representative of the association of the professional footballers claimed that ‘the trends regarding racism and discrimination in the Greek football, and generally in the Greek sports, are positive and any incidents can be considered as sporadic’. The slogans such as “Albanian, you will never become Greek”, heard sometimes inside and outside the football grounds, he considered to be an expression of racist feelings of only a small group of people. ‘The entire athletic community cannot be characterised as racist or be blamed for the actions of such a small minority’.

[169]. The representative of the Greek Basketball Federation (EOK) suggested that there is a rather positive trend regarding racism and discrimination, adding that ‘here, in Greece, we love all the people!’

[170]. The representative of basketball players claimed that the trends are rather negative, adding that ‘due to globalisation, this negative trend will affect basketball too. People are not ready for globalisation and therefore they have reservations towards such trends.’

[171]. The representative of track athletes assumed that there is ‘a rather positive trend’ regarding racism and discrimination in sports, and specifically in athletics.

What are the main obstacles for the implementation of positive measures and good practice models regarding equality and non-discrimination?

- The lack of education, the absence of state anti-discrimination measures and practices, the shortcomings of citizenship and migration policies, the mentality and the creation of the national identity around myths of superiority were among the obstacles mentioned by a limited number of interviewees.

[172]. The NGO speaker insisted on the role of the state, taking the lead for positive measures and anti-discrimination practices, especially due to the fact that major sport actors are private companies (professional football and basketball). Finally, he added a third dimension: the anti-racist movement is characterised by a 'football-phobia'. Civil society and anti-racist organisations express 'contempt for anything that happens in football, so they do not show any interest in these issues or take any initiative.'

[173]. According to the representative of the National Football Federation the main obstacles are a) The procedure of naturalisation, which should be more open when the Federation wishes a more rapid naturalisation of some players (he gave two examples) – b) The difficulties concerning the collaboration with Police at matches between the Greek national team and the national teams of neighbouring countries. He gave the example of some 'Hellenaras'⁹⁹ who created problems during and after the matches against Albania and Turkey.

[174]. The representative of basketball players said that 'the most important and serious obstacle is the mentality. Beliefs such as that the Greeks are better than the others, that the white are better than the black and so on are imprinted from the early childhood.' He finally added a very interesting dimension on this matter, stating that 'the mentality that is believed to create a national identity is a great obstacle'.

[175]. The representative of track athletes claimed that 'the most serious problem is the lack of education. This creates problems in our perceptions and approach towards such matters. There is a lack of relevant educational methods as well as of good examples. Such good examples can be provided by the school, family and society'.

⁹⁹This expression literally is the grammatical superlative form of the adjective 'Greek'. It appeared in the last years to describe fanatic nationalist Greeks. Its textual translation could be 'Greater Greeks'.

2. What would you propose that addresses the problems you describe and helps to improve the situation?

- More anti-racism campaigns, early anti-racist education, generous citizenship policies, raising awareness through media and statements of famous athletes, joint multiethnic athletes' initiatives were among the proposals made. Two striking statements were pronounced at the end of interviews. One by the footballers' representatives who - despite his claims there are no problems in Greece - added that 'if you don't pay attention [to racism] you may find it in front of you'. The second statement was that of the General Secretary of Sport, according to whom proposals should be made only if there were any problems of racist nature: 'if we try to address racism we might have an opposite result than expected'.
- [176]. The second generation immigrant athlete suggested the multiplication of campaigns against racism, recommendations to sport clubs, and sanctions against clubs and fans who commit racist acts.
- [177]. The NGO representative insisted on the role of education: 'In Greece we need to adapt to the new social reality. In the country today there are holders of residence permit from more than 150 countries. We need to adjust our educational programmes to this reality. We cannot isolate problems in sports only in the stadiums, because these problems emanate from the broader society.' On the other hand, sport justice should be more strict against racist acts.
- [178]. The representative of the National Football Federation proposed a better coordination with the State, a more open policy of naturalisation, 'which would help both the integration of migrants and the sport'.
- [179]. The representative of the association of the professional footballers insisted that 'there is no discrimination and that is why there are no specific rules'. He suggested that 'the constant raising of public awareness through relevant TV spots, education from early childhood, initiatives against discrimination and racism taken by famous athletes and so on, will always be considered as good practices for improvement in the respective area'. He added that, even though there are no problems in Greece, 'if you don't pay attention [to racism] you may find it in front of you', and that therefore relevant awareness activities are very important.
- [180]. The representative of the basketball players suggested specific measures such as introduction of 'school lessons that will explain and demonstrate the outcomes of racism and xenophobia (with examples

of violence, wars etc.), in order for everybody to understand from an early age that there is nothing to differentiate us from others’.

- [181]. The representative of the track athletes suggested that ‘the organisation of various events or joint excursions in cooperation with all groups and classes, and the definition of common goals may improve matters’.
- [182]. The General Secretary said that proposals should be made only if there were any problems of racist nature. However, he added: ‘We have not been confronted with such problems, thus if we started making propositions for the prevention of them, this might have an opposite result than expected’.

7.4. Court, specialised body or tribunal decisions

[183]. Not applicable. No cases.

7.5. Positive initiatives

| | |
|---|---|
| Title (original language) | |
| Title (EN) | Respect and Unite Against Racism campaigns |
| Organisation (original language) | Ελληνική Ποδοσφαιρική Ομοσπονδία |
| Organisation (EN) | Hellenic Football Federation |
| Government / Sports Organisation / Civil society | Sports Organisation |
| Internet link | http://www.epo.gr/default.asp |
| Addressed problem | Racism and xenophobia |
| Type of initiative | Awareness raising |
| Area of project | Professional sport |
| Main target group | Fans, youth |
| Brief description (max. 1000 chars) | Children wearing T-shirts carrying anti-racism slogans are present on the pitch prior to the kick-off of several matches. Banners and the tickets for the game carries the Respect and Unite Against Racism logos to give added impetus to UEFA's on-going campaign to raise awareness of the need for greater tolerance and mutual respect between fans, players, coaches and officials at all levels of the game. |

| | |
|---|--|
| Title (original language) | Τα παιδιά παίζουν μπάλα ενάντια στο ρατσισμό! |
| Title (EN) | Children play football against racism |
| Organisation (original language) | Οργανισμός Νεολαίας και Άθλησης του Δήμου Αθηναίων – ΟΝΑ |
| Organisation (EN) | Organisation of Youth and Sports of the Municipality of Athens |
| Government / Sports Organisation / Civil society | Local authority |
| Internet link | http://www.ona.gr/ |
| Addressed problem | Racism and xenophobia |
| Type of initiative | Awareness raising, intercultural dialogue |
| Area of project | Non-organised amateur sport |
| Main target group | Youth, migrants |
| Brief description (max. 1000 chars) | Migrant and local children play football together in order to enhance contact and intercultural dialogue. The event is held in the framework of the annual organisation schedule of Football Against Racism in Europe "FARE" |

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7.7. Photos and Banners



Banners of 'Blue Army'. The one on the right reads 'Greece über alles'





‘General Otto’s tanks don’t forget’. The banner is a call for the match of Greek National Team against Turkey on 17/11, anniversary of the brutal suppression of students’ rebellion by dictators with tanks at the Polytechnic School of Athens in 1973.



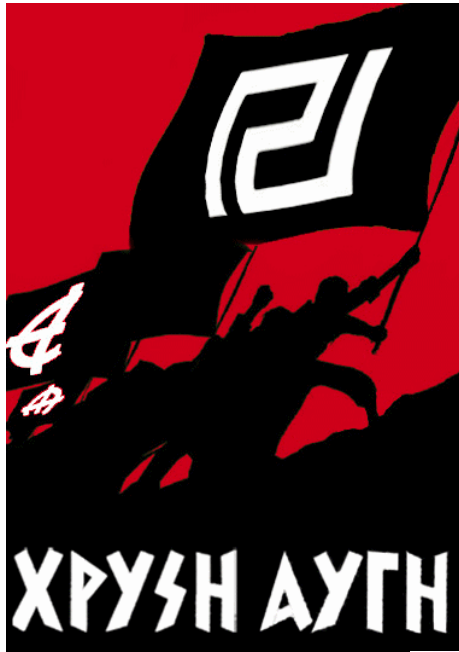


‘Good Turk is only the dead Turk’



‘Constantinople is the capital of Greece’







‘Greece or ashes’

