

Decision of the FIFA Disciplinary Committee

passed on 17 July 2025

DECISION BY:

Jorge PALACIO (Colombia), Deputy Chairperson
Lord VEEHALA (Tonga and New Zealand), Member
Paola LÓPEZ BARRAZA (Mexico), Member

ON THE CASE OF:

Football Association of Serbia
(Decision FDD-24371)

REGARDING:

Article 15 - Discrimination and racist abuse (FDC_25)

Article 17.2.e - Use of gestures, words, objects or any other means to transmit a message that is not appropriate for a sports event (FDC_25)

I. FACTS

1. The following summary of the facts does not purport to include every single contention put forth by the actors at these proceedings. However, the Disciplinary Committee (the **Committee**) has thoroughly considered in its discussion and deliberations any and all evidence and arguments submitted, even if no specific or detailed reference has been made to those arguments in the following outline of its position and in the ensuing discussion on the merits.
2. On 10 June 2025, a match was played between the representative teams of Serbia and Andorra in the context of the FIFA World Cup 2026™ preliminary competition (the **Match**).
3. The Match Commissioner of the Match cited the following incidents in his report (the **MC Report**):

“During the match several times (7or8) a group of home team supporters in Nord sector chanted Kosovo is Serbia”.

4. In addition, FIFA's Anti-Discrimination Monitoring System provided the Secretariat to the Committee (the **Secretariat**) with a report, citing *inter alia* the following (the **ADMOS report**):

Incident 1

1.1. Where did the incident take place? Please give details on blocks, row numbers, section or specific area of the stadium etc.	The incident took place in the North stand, sector N5.
1.2. Was the incident caused by fans of Team A or Team B?	The incident was caused by Serbia home fans (team A).
1.3. Exact time when the incident took place, including minutes of the match.	In the 5th minute of the game (20:50 local time).
1.4. Describe exactly what happened and how many people were involved.	Serbia home fans displayed a far-right flag. The flag was displayed from the 5th minute until the 90+ minute.
1.5. Please describe the meaning of actions or signs/ flags/ banners/ clothing or other items of a possible discriminatory nature and specify if the incident related to race, skin colour, ethnic, national or social origin, gender, disability, language, religion, political opinion or any other opinion, wealth, birth or any other status, sexual orientation or any other reason.	Serbia home fans displayed a far-right flag with a chetnik symbol. The flag included the Chetnik skull symbol and the inscription in Serbian Cyrillic “За краља и отаџбину - Слобода или смрт”, Latin “Za kralja i otadžbinu - Sloboda ili smrt”, English “For The King and Fatherland - Freedom or Death”. The Chetniks were a Serbian paramilitary nationalist movement active in World War II and re-emerging during the Yugoslav wars that was engaged in ethnic cleansing.

1.6. How did the players and/ or match officials (including referees) and/ or other fans react to the incident/s?	No reaction
1.7. Other details of the incident you would like to mention.	No
1.8. If it was a repeated incident provide information about the frequency and duration. Please note the time, duration, location and number of people involved for each repeated incident.	
1.9. Links to submitted evidence. Evidence is uploaded in FIFA Cargo folder.	SRB v AND_ADMOS_evidence_UEFA_MD4_FIFA Qualifier_10-06-2025_far-right flag1 SRB v AND_ADMOS_evidence_UEFA_MD4_FIFA Qualifier_10-06-2025_far-right flag2

Incident 2

1.1. Where did the incident take place? Please give details on blocks, row numbers, section or specific area of the stadium etc.	The incident took place in the North stand, sectors N1, N2, N3, N4 and N5 and the West stand sector W7.
1.2. Was the incident caused by fans of Team A or Team B?	The incident was caused by Serbia home fans (team A).
1.3. Exact time when the incident took place, including minutes of the match.	The incident occurred in the 14th minute of the game (20:59 local time).
1.4. Describe exactly what happened and how many people were involved.	A group of approximately 150-200 Serbia home fans chanted a xenophobic chant. The chant lasted for around 45 seconds
1.5. Please describe the meaning of actions or signs/ flags/ banners/ clothing or other items of a possible discriminatory nature and specify if the incident related to race, skin colour, ethnic, national or social origin, gender, disability, language, religion, political opinion or any other opinion, wealth, birth or any other status, sexual orientation or any other reason.	Serbia home fans chanted "Ko ne skače taj je šiptar" (in English: 'Who doesn't jump is a Shiptar'). Shiptar is a derogatory term for Albanian.
1.6. How did the players and/ or match officials (including referees) and/ or other fans react to the incident/s?	No reaction

1.7. Other details of the incident you would like to mention.	No
1.8. If it was a repeated incident provide information about the frequency and duration. Please note the time, duration, location and number of people involved for each repeated incident.	
1.9. Links to submitted evidence. Evidence is uploaded in FIFA Cargo folder.	SRB v AND_ADMOS_evidence_Uefa_MD4_FIFA Qualifier_10-06-2025_xenophobic chant

Incident 3

1.1. Where did the incident take place? Please give details on blocks, row numbers, section or specific area of the stadium etc.	The incident took place in the North stand, sector N4.
1.2. Was the incident caused by fans of Team A or Team B?	The incident was caused by Serbia home fans (team A).
1.3. Exact time when the incident took place, including minutes of the match.	The incident occurred in the 90+ minute and after the final whistle.
1.4. Describe exactly what happened and how many people were involved.	Serbia home fans displayed an extreme nationalistic banner.
1.5. Please describe the meaning of actions or signs/ flags/ banners/ clothing or other items of a possible discriminatory nature and specify if the incident related to race, skin colour, ethnic, national or social origin, gender, disability, language, religion, political opinion or any other opinion, wealth, birth or any other status, sexual orientation or any other reason.	Serbia home fans displayed a banner featuring the 'Z' symbol showing support for the ongoing Russian invasion in Ukraine. The banner read as follows: in Cyrillic alphabet "ИЗ НИШ" (Latin alphabet "IZ NIŠ", in English "From Niš"). The letter "Z" is displayed in the Latin alphabet, in the colours of the Russian flag and appears larger, other letters are in the colours of Radnički Niš football club logo. Niš is a city close to Leskovac, where the match was played. Since mid-March 2022, the 'Z' began to be used by the Russian government as a pro-war propaganda motif and has been appropriated by pro-Putin civilians as a symbol of support for Russia's invasion of Ukraine. It is an ultranationalist war symbol also used by far-right football fans to show their support for Russia.

1.6. How did the players and/ or match officials (including referees) and/ or other fans react to the incident/s?	No reaction
1.7. Other details of the incident you would like to mention.	The banner was on display throughout the whole duration of the game. However the banner was for most of the game partially covered by another banner, so only visible fully from the 90+ minute and after the final whistle.
1.8. If it was a repeated incident provide information about the frequency and duration. Please note the time, duration, location and number of people involved for each repeated incident.	
1.9. Links to submitted evidence. Evidence is uploaded in FIFA Cargo folder.	SRB v AND_ADMOS_evidence_UEFA_MD4_FIFA Qualifier_10-06-2025_z-sign

5. The ADMOS Report was further supported by video footages recorded by the observer present at the Match.
6. On 11 June 2025 in view of the foregoing, the Secretariat opened disciplinary proceedings against the Football Association of Serbia (the **Respondent**) with respect to potential breach of art. 15 and 17 of the FIFA Disciplinary Code (**FDC**). The Respondent was provided with the aforementioned report(s) and granted a six (6) day deadline within which to provide the Secretariat with its position.
7. The Respondent did not submit its position within the prescribed deadline.
8. On 17 July 2025, the matter was submitted to the FIFA Disciplinary Committee for decision, the operative part of which was notified to the Respondent on 23 July 2025. The Respondent subsequently requested the grounds of the decision within the deadline set forth under art. 54 FDC.

II. CONSIDERATIONS OF THE DISCIPLINARY COMMITTEE

9. In view of the circumstances of the present case, the Committee decided to first address the procedural aspects of the case, *i.e.* its jurisdiction and the applicable regulatory framework, before proceeding to the merits of the case and determining the possible infringements as well as the possible resulting sanctions. In doing so, the Committee, reiterated that it has considered all the facts, allegations, legal arguments and evidence provided by the Respondent, and in the present decision had only referred to those observations and evidence regarded as necessary to explain its reasoning.

A. Jurisdiction of the FIFA Disciplinary Committee

10. First of all, the Committee noted that at no point during the present proceedings did the Respondent challenge its jurisdiction or the applicability of the FDC.

11. Notwithstanding the above and for the sake of good order, the Committee found it worthwhile to emphasise that, on the basis of art. 2.1 FDC read together with arts. 55 and 56 FDC, it was competent to evaluate the present case and to impose sanctions in case of corresponding violations.

B. Applicable law

12. In order to duly assess the matter, the Committee firstly began by recalling the content and the scope of the relevant provisions of the 2025 edition of the FDC, which was, in its view, the edition applicable to the present issue. In particular, considering the date in which the Match was played, the Committee considered that the merits and the procedural aspects of the present case should be covered by the 2025 edition of the FDC.
13. With respect to the applicable regulations, the Committee referred to art. 15 FDC which reads as follows:

Art. 15 of the FDC – Discrimination and racist abuse

“1. Any person who offends the dignity or integrity of a country, a person or group of people through contemptuous, discriminatory or derogatory words or actions on account of race, skin colour, ethnicity, nationality, social origin, gender, disability, sexual orientation, language, religion, political or any other opinion, wealth, birth or any other status or any other reason shall be sanctioned with a suspension lasting at least ten matches or a specific period, or any other appropriate disciplinary measure.

[...]

6. If one or more supporters of a representative team or club engage in the behaviour described in paragraph 1 above, the member association or club responsible will be subject to the following disciplinary measures, even if the member association or club concerned can prove the absence of any fault or negligence:

- a) For a first offence, playing a match with a limited number of spectators and a fine of at least CHF 20,000 shall be imposed on the association or club concerned, unless this would lead to an unreasonable financial impact on the affected member association or club, in which case the fine may be reduced, on an exceptional basis, to no less than CHF 1,000. As an exception to article 6.4 of this Code, the maximum fine to be imposed in cases of racist abuse against a player, match official, coach, other team official or any other person exercising an official role during a match shall be CHF 5,000,000;*
- b) For recidivists or repeat incidents, or if the circumstances of the case require it, disciplinary measures such as the implementation of a prevention plan, a fine, a points deduction, playing one or more matches without spectators, a ban on playing in a particular stadium, the forfeiting of a match, expulsion from a competition or relegation to a lower division may be imposed on the association or club concerned.*

7. The competent judicial body may deviate from the above minimum sanctions if the association and/or club concerned commits to developing, in conjunction with FIFA, a comprehensive plan to ensure action against discrimination and to prevent repeated incidents. The plan shall be approved by FIFA and shall include, at least, the following three focus areas:

- a) Educational activities (including a communication campaign aimed at supporters and the general public). The effectiveness of the campaign will be reviewed regularly.*
- b) Stadium security and dialogue measures (including a policy on how offenders will be identified and dealt with through football sanctions, a policy on escalation to state (criminal) legal authorities, and a dialogue with supporters and influencers on how to create change).*
- c) Partnerships (including working with supporters, NGOs, experts and stakeholders to advise on and support the action plan and ensure effective and ongoing implementation)*

[...]”.

- 14. Art. 15 FDC represents the continuation of art. 4 of the FIFA Statutes, which strictly prohibits racist abuse and discrimination of any kind and on any grounds. In particular, this provision of the FDC aims to punish the perpetrator(s) of the racist and discriminatory acts, but also holds the clubs and association to which the perpetrator(s) belongs responsible for this behaviour in accordance with art. 15.2 FDC. It is also in line with article 8, FDC.
- 15. Through this strict liability rule, the club or association concerned is responsible for the misconduct of its supporters even if it is not at fault. As such, the Committee is empowered to sanction not only the perpetrator of the racist or discriminatory act, but also the club/association to which the latter belongs, in order to implement FIFA's zero-tolerance policy on discrimination.
- 16. In particular, the Committee wished to emphasise that the abovementioned principle of strict liability is a fundamental element of the football regulatory system, as well as one of the few legal tools to prevent misconduct by supporters from occurring and going unpunished.
- 17. Furthermore, the Committee highlighted that it should be kept in mind that discriminatory behaviour can be intentional but also unintentional in the sense that even if the use of the terms was not intentionally addressed to a specific person or group of persons for discriminatory purposes, these terms and expressions may still be insulting in the eyes of third parties¹.
- 18. The Committee next referred to art. 17.2 FDC which reads as follows:
 - “2. All member associations and clubs are liable for inappropriate behaviour on the part of one or more of their supporters as stated below and may be subject to disciplinary measures and directives even if they can prove the absence of any negligence in relation to the organisation of the match:*

(...)

¹ CAS 2016/A/4788

- e) *the use of gestures, words, objects or any other means to transmit a message that is not appropriate for a sports event, particularly messages that are of a political, ideological, religious or offensive nature; (...)*".

19. In this respect, the Committee emphasised that art. 17.2(e) contained a strict liability rule according to which an association, whether home or visiting, is responsible for the behaviour of its own spectators.
20. Finally, the Committee recalled – both in relation to art. 15 and 17 – that according to the jurisprudence of the Court of Arbitration for Sport (CAS), the term "supporter" is an open concept, which must be assessed from the perspective of a reasonable and objective observer². This means that the behaviour of the person may lead a reasonable and objective observer to conclude that the latter is a supporter of that particular club/association. Moreover, CAS specified that the behaviour of individuals and their location in and around the stadium are important criteria in determining the team they support, as well as symbols worn or held by the individuals (shirts, hats, etc.)³.

C. Standard of proof

21. Firstly, the Committee recalled that, as a generally rule, the burden of proof regarding disciplinary infringements rests on the FIFA Judicial Bodies (cf. art. 41 FDC). In other words, the Committee is required to prove the relevant infringement(s) at stake.
22. Secondly, the Committee pointed out that, according to art. 39.3 FDC, the standard of "*comfortable satisfaction*" is applicable in disciplinary proceedings. According to this standard of proof, the onus is on the sanctioning authority to establish the disciplinary violation to the comfortable satisfaction of the judging body, taking into account the seriousness of the allegation.
23. Finally, the Committee further referred to art. 40 FDC, according to which the facts contained in the match officials' reports, as well as in the supplementary reports or correspondence submitted by the match officials, are presumed to be accurate – this, whilst bearing in mind that proof of their inaccuracy may be provided.
24. Having clarified the foregoing, the Committee proceeded to consider the merits of the case.

D. Merits of the case

1. Issues of review

25. The relevant provisions having been recalled, and the above having been established, the Committee proceeded to analyse the evidence at its disposal, in particular the documentation and information provided in the scope of the present disciplinary proceedings, in order to determine the potential violations of the FDC.

² CAS 2015/A/3874.

³ *Ibidem*; see also CAS 2007/A/1217.

26. In this context, the Committee acknowledged the following elements:

- i. From the Match Commissioner's Report: During the match, a group of Serbian supporters on 7 or 8 occasions changed "*Kosovo is Serbia*".
- ii. From the ADMOS Report: Three discriminatory incidents occurred during the Match:
 - From the 5th minute until the 90th minutes of the Match, Serbian supporters displayed a far-right flag with a Chetnik skull symbol and the inscription in Serbian Cyrillic "*За краља и отаџбину - Слобода или смрт*" (in English: "*For The King and Fatherland - Freedom or Death*").
 - In the 14th minutes of the Match, approximately 150-200 Serbian supporters chanted the following xenophobic chant that lasted around 45 seconds: "*Ko ne skače taj je šiptar*" (in English: "*Whoever doesn't jump is a Shiptar*").
 - In the 90th minute and after the final whistle of the Match, Serbian supporters displayed a banner featuring the "Z" symbol showing support for the ongoing Russian invasion in Ukraine. The banner read in Cyrillic "*ИЗ НИШ*" (Latin alphabet "IZ NIŠ" (in English "*From Niš*").

27. The above being recalled, the Committee firstly wished to point out that the Respondent did not deny the occurrence of the aforementioned incidents. Indeed, the Respondent did not submit its position at all despite FIFA granting it the opportunity to do so.

28. As such, with the foregoing in mind and whilst also recounting that the facts as contained within the match officials' reports and/or records are presumed to be accurate (cf. art. 40 FDC), the Committee was comfortably satisfied that the aforementioned incidents occurred.

29. The Committee also considered it appropriate to rely on the ADMOS Report and the accompanying photo and videos since it is permitted to do so under art. 39 FDC, which provides that "*any type of proof may be produced*". On this basis, the Committee, whilst recognizing that the ADMOS Report cannot be considered as being an official match report⁴, accepted that the ADMOS Report and the accompanying video(s) could nevertheless be taken into account and assessed as evidence.

30. In this sense, whilst acknowledging, as aforementioned, that the Respondent had not contested that the aforementioned display of banners and chants had occurred during the Match, the Committee nevertheless carefully analysed the photo and video footage that had been provided alongside the ADMOS Report and found that the banners were visible and the reported chant "*Whoever doesn't jump is a Shiptar*" was clearly audible.

31. In continuation, the Committee next observed from both the MC Report and the ADMOS Report that the banners and chants at stake had been displayed/made by the supporters of the Serbian national team, a matter which was not contested by the Respondent. In any event, the Committee wished to

⁴ In this respect, it is to be noted that in accordance with art. 40 FDC only the facts contained in the match officials' reports bear a presumption of accuracy.

point out that given that the banners and chant(s)) were clearly directed towards non-Serbians (in particular against persons of Albanian ethnicity), any reasonable and objective observer could only have concluded regardless that the perpetrators of the above-outlined incidents were supporters of the Serbian team. As a result, the Committee was likewise comfortably satisfied that the abovementioned incident as committed by supporters of the Serbian team.

32. The above being determined, the Committee subsequently turned to its analysis of the abovementioned incident(s) in order to assess whether any provisions of the FDC had been breached by the Respondent.

2. Infringements committed by the Respondent

i. Infringement of Article 17.2(e) FDC

33. To begin with, the Committee recalled that it had no doubt that Serbian supporters displayed the banner with the "Z" symbol.
34. The Committee then noted that the Respondent did not challenge the display of said banner or the connotation(s)/definitions assigned to it in the ADMOS Report. Whilst taking this into account, the Committee decided to endorse the observations from the ADMOS Report in so far as, since mid-March 2022, the 'Z' symbol has been used by the Russian government as a pro-war propaganda motif and has been appropriated by pro-Putin civilians as a symbol of support for Russia's invasion of Ukraine. Moreover, the Committee endorsed the ADMOS Report's observation that the "Z" symbol is an ultranationalist war symbol also used by far-right football fans to show their support for Russia.
35. Against this background, the Committee went on to confirm that the display of the aforementioned banner constitutes a breach of art. 17(2)(e) FDC as it transmitted a message that is *"not appropriate for a sports event, particularly messages that are of a political, ideological... nature"*.
36. To conclude, as a result and having determined the foregoing, i.e. that the Respondent was to be held liable for the breach of article 17.2(e) FDC, the Committee held that the Respondent had to be sanctioned accordingly.

ii. Infringement of Article 15 FDC

37. Turning to art. 15 FDC, the Committee began by recalling that it had no doubts that Serbian supporters during the Match had displayed the banner featuring Chetnik skull and the inscription *"For the King and the Fatherland – Freedom or Death"* and chanted *"Kosovo is Serbia"* on 7 to 8 occasions, as well as *"whoever doesn't jump is a Shiptar"*.
38. Moreover, the Committee recalled that the aforementioned banner was visible and the chant *"whoever doesn't jump is a Shiptar"* was clearly audible, as evident from the photo and video footage at the Committee's disposal. The chants of *"Kosovo is Serbia"* were reported in the MC Report which are presumed to be accurate pursuant to art. 40 FDC.

39. The Committee then noted that the Respondent did not challenge the connotation(s)/definitions assigned to the aforesaid chants within the ADMOS Report. Whilst taking this into account, the Committee decided to endorse the observations from the ADMOS Report in so far as:

- The Chetniks were a Serbian paramilitary nationalist movement active in World War II and re-emerging during the Yugoslav wars that was engaged in ethnic cleansing, targeting non-Serbian populations.
- The chant *"Whoever doesn't jump is a Shiptar"* is discriminatory since "Shiptar" is a derogatory term for Albanian.

40. In this context, the Committee recalled that use of the aforementioned banner and chants by supporters constituted a clear violation of art. 15.1 FDC, in so far that the former *"offends the dignity or integrity of (...) a person or group of people through contemptuous, discriminatory or derogatory words (...) on account of (...) ethnicity, [and] nationality..."*.

41. Indeed, the Committee observed that the Chetnik symbol with the inscription *"For the King and the Fatherland – Freedom or Death"* is historically associated with a movement involved in ethnic violence and persecution of non-Serbian populations during the Second World War. The public display of such imagery at the Match offends the dignity of individuals and groups on the basis of nationality and ethnicity and therefore constitutes a discriminatory act.

42. As to the *"Kosovo is Serbia"* chant, the Committee observed that the chants served to deny the identity and legitimacy of Kosovo Albanians, thereby offending the dignity of individuals on the basis of nationality and ethnicity. Accordingly, the Committee concluded that the chant was discriminatory.

43. Finally, regarding the chant *"Whoever doesn't jump is a Shiptar"*, the Committee noted that the term *"Shiptar"* is widely recognized as a derogatory and offensive slur directed at persons of Albanian ethnicity. The chant, by encouraging participants to engage in exclusionary behavior premised on ethnic identity, clearly offends the dignity of individuals on the basis of ethnicity and nationality. Accordingly, the Committee found that this chant constitutes a discriminatory chant.

44. The Committee found all of the aforementioned chants also invoked rhetoric historically associated with ethnic hatred and campaigns of violence against Albanians. As such, the chants not only offended the dignity of individuals on the basis of ethnicity and nationality but also echoed language linked to past atrocities committed against the targeted group.

45. As a result, and in view of the above, the Committee deemed that the Serbian supporters had displayed the banner and performed the discriminatory chants in the Match in violation of art. 15.1 FDC, thus incurring the liability of the Respondent under the aforementioned principle of strict liability contained in art. 15.6 FDC - the Committee therefore holding that the Respondent had to be sanctioned accordingly.

3. The determination of the sanction

46. The Committee observed in the first place that the Respondent was a legal person, and as such was subject to the sanctions described under art. 6.1 and 6.3 FDC.

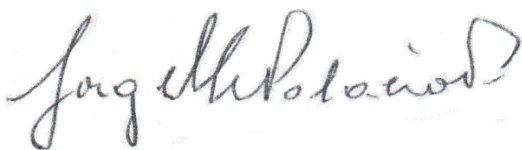
47. For the sake of good order, the Committee underlined that it is responsible to determine the type and extent of the disciplinary measures to be imposed in accordance with the objective and subjective elements of the offence, taking into account both aggravating and mitigating circumstances (art. 25.1 FDC).
48. As established above, the Respondent was found liable for breaching arts. 15 and art. 17.2(e) FDC.
49. In this respect, the Committee emphasised that FIFA has a zero-tolerance policy towards the use of inappropriate messages and discrimination and reiterated that any incidents in that regard should be condemned in the strongest possible terms as well as with sanctions that reflect the seriousness of the offence(s).
50. In so far as the breach of art. 17.2(e) FDC is concerned, the Committee remarked that Annexe 1 FDC provides for a list of specific disciplinary measures which may be taken into consideration for such a breach – a minimum fine of CHF 10,000 fine for a first offence of high severity. The Committee found that the use of banner featuring the “Z” symbol showing support for the ongoing Russian invasion in Ukraine warranted the imposition of such minimum fine.
51. In continuation, the Committee recalled that, in so far that discriminatory incidents are concerned, it was in principle bound by the minimum sanctions foreseen under art. 15.6(a) FDC for a first offence, and additional disciplinary measures under art. 15.6(b) FDC for reoffenders or if the circumstances of the case require it.
52. For a first offence, the Committee observed that the minimum sanction is playing a match with a limited number of spectators and a fine of at least CHF 20,000.
53. For a recidivist or repeat incidents, or, as *in casu*, if the circumstances of the case require, the Committee observed that further disciplinary measures could be imposed, including the implementation of a prevention plan, a fine, a points deduction, playing one or more matches without spectators, a ban on playing in a particular stadium, the forfeiting of a match, expulsion from a competition or relegation to a lower division.
54. Against such background, the Committee noted that the offence was particularly serious considering that the chants and symbols echoed rhetoric historically associated with ethnic violence and past atrocities of a genocidal nature. The chant “*Whoever doesn’t jump is a Shiptar*” used a widely recognized ethnic slur to dehumanize Albanians, while “*Kosovo is Serbia*” denied the identity and existence of Kosovo Albanians. The display of the Chetnik skull symbol with the slogan “*For the King and Fatherland – Freedom or Death*” invoked a movement historically linked to ethnic cleansing. Taken together, these elements represented deeply offensive and inflammatory conduct targeting a specific ethnic group. Such expressions of hatred and division have no place in football, which must remain a space of respect, inclusion, and unity.
55. As such, the Committee considered that with respect to the breach of art. 15 FDC, in line with art. 15.6 FDC and art. 6.4 FDC, a fine of CHF 40,000 and one match to be played with a limited number of spectators (specifically, closure of at least 15% of the available seats in its next A level FIFA competition match) was the most appropriate and proportionate measure to be imposed upon the Respondent in response to the discriminatory behaviours of its spectators.

56. Lastly, with the aim of further combatting the behaviour it is sanctioning, the Committee also determined it appropriate that the Respondent be required to implement and/or further develop a comprehensive plan (to be approved by FIFA) to ensure action against discrimination and to prevent repeated incidents in accordance with art. 15.7 FDC.
57. In conclusion, the sanction imposed against the Respondent is the following: (i) a fine of CHF 50,000 (i.e. CHF 10,000 for the breach of art. 17 FDC and CHF 40,000 for the breach of art. 15 FDC), (ii) one match to be played with a limited number of spectators (15% of available seats), and (iii) the implementation or further development of a prevention plan in accordance with art. 15.7 FDC.
58. The Committee was hopeful in its outlook that such sanctions would serve to have the necessary deterrent effect, both on the Respondent and its supporters, in order to avoid the occurrence of similar incidents in the future.

Decision

1. The Respondent, the Football Association of Serbia, is found responsible for the inappropriate behaviour of its supporters (use of gestures, words, objects or any other means to transmit a message that is not appropriate for a sports events), as well as the discriminatory behaviour of its supporters, in connection with the match *Serbia vs. Andorra* played on 10 June 2025 in the scope of the FIFA World Cup 2026™ preliminary competition.
2. The following disciplinary measures are imposed on the Respondent:
 - The Respondent is ordered to pay a fine to the amount of CHF 50,000. Such fine is to be paid within 30 days of notification of the present decision.
 - The Respondent is ordered to play its next (A level) FIFA competition match with a limited number of spectators. During the match subject to the above sanction, the Respondent is ordered to close at least 15% (fifteen percent) of the available seats, such closure being required to be implemented primarily within the stands behind the goals. In addition, the Respondent shall submit to FIFA the proposed seating plan at the latest ten (10) days before said match.
 - The Respondent shall, within 6 (six) months of the notification of the present decision, implement and/or further develop a comprehensive plan to ensure action against discrimination and to prevent repeated incidents, in compliance with art. 15 par. 7 of the FIFA Disciplinary Code. The plan shall be approved by FIFA.

FÉDÉRATION INTERNATIONALE
DE FOOTBALL ASSOCIATION



Jorge PALACIO (Colombia)

Deputy Chairperson of the FIFA Disciplinary Committee

NOTE RELATING TO LEGAL ACTION:

This decision can be contested before the FIFA Appeal Committee (art. 60 FDC). Any party intending to appeal must announce its intention to do so in writing, *via* the FIFA Legal Portal, within three (3) days of notification of the grounds of the decision. Reasons for the appeal must then be given in writing, *via* the FIFA Legal Portal, within a further time limit of five (5) days, commencing upon expiry of the first-time limit of three (3) days (art. 60 par. 4 FDC). The appeal fee of CHF 1,000 shall be transferred to the aforementioned bank account upon submission of the appeal brief (art. 60 par. 6 FDC).

NOTE RELATING TO THE PAYMENT OF THE FINE:

Payment can be made either in Swiss francs (CHF) to account no. 0230-325519.70J, UBS AG, Bahnhofstrasse 45, 8098 Zurich, SWIFT: UBSWCHZH80A, IBAN: CH85 0023 0230 3255 1970 J or in US dollars (USD) to account no. 0230-325519.71U, UBS AG, Bahnhofstrasse 45, 8098 Zurich, SWIFT: UBSWCHZH80A, IBAN: CH95 0023 0230 3255 1971 U, with reference to the abovementioned case number.