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## FSLJ Volume 6 Number 2 Articles

Contents

Abstract

The Sporting

Exception

Proportionality and

the Hidden Judicial

Regulator

The Limits of

Adjudication

Fuller Applied to

<u>Proportionality</u>

Bosman and Quotas

Bosman and Transfer

fees

Wage Inflation -

Reality Bites Back

The Bounty of the Big Clubs

A. Lack of Evidence

B. Lack of Foresight

The Vice of

**Simplification** 

Systematic Error

Cures for

**Polycentricity** 

Social Dialogue

<u>Governance</u>

Judicial Remedies to

Polycentricity

Evidential Approach

Judicial Restraint and

Polycentricity

Variable Intensity of

Review

Institutional

Competence

Case Specific Rulings

Conclusion

References

**Download** 

ISSN 1748-944X The Long Life of Bosman- A Triumph of Law over Experience

Dennis Dixon<sup>1</sup>

#### **ABSTRACT**

This article urges reconsideration of the analysis of the interests of football given the by Advocate General in Bosman. The article show how much of the Bosman decision depends on the Advocate General's of 'mutual interdependence' and its consequences in respect of a willingness of larger clubs to redistribute revenue. Although it is widely recognised that the redistribution of funds has declined in real terms since Bosman, the implications of this for Bosmanhave not been exposed. The article endeavours to show that the Bosmanalysis has not simply been falsified by later events, but that the Advocate General's predictions went beyond natural limits of adjudication. Using Fuller's theory adjudicating of polycentric problems, this article will argue that it is

not sufficient for the Court of Justice of the European Community to reverse its decision in Bosman; it must refrain from replacing one set of flawed predictions for another. In this regard, it will be suggested that we should consider applying the theories of judicial deference or restraint commonly raised considering questions of proportionality in the human rights context. Such an approach may make the elite less confident that an assertion of their economic rights,



Volume 6 Number 1 Content

**Articles** 

Migai Akech

Rachel Cohen

Dennis Dixon

Interventions

Ian Blackshaw

Reviews

Ian Blackshaw

and thus power, will be supported by the ECJ, and thus a less intrusive role for European law in proportionality adjudication may assist social dialogue.

#### **KEYWORDS**

Bosman – proportionality – polycentricity - judicial restraint - social dialogue

Moreover, there is little to suggest that abolition players might lead to players possessing the national State becoming a small minority in a league. (Bos.)

England v The Rest of the World. Statistics collate League games.... Players: England 61; The World

The world of sports law had been awaiting the result o Federation Internationale de Football Association (FIFA) whether clubs could be forced to release players compensation. The application of competition law to foo in Union Royales Belge des Societes de Football ASBL v J (1996) CMLR 645 (' Bosman'), but advised on by the A how far sporting interest justifies restricting ordinary squarely before the Court of Justice of the European Co settlement including the disbanding of the G-14, the Online 2008a). Much will be written, not least in the sp for the future of football. From a legal perspective it were when the last major European Commission activ must guess as to whether recent compromises reg television rights, transfer fees and player contractual fr of the ECJ when the time comes. We can speculate fror what the parties thought of their chances of success be is of little or no value. We remain in doubt and lawyers' (Wetherill, 2003, p. 92-93).

The settlement of Charleroi also means that when v European law applies the proportionality test to whet restrictions on Community Law freedoms, the principal Advocate General Lenz in Bosman. There are many exa academic literature. One prolific writer on European endorsed the Bosman view on 'mutual interdependen Van Bogaert thought it remarkable that the German arguments as to sporting interest (for example, the link development) that had been refuted by the Advocate 2004, pp 273-274). Similarly, Miettinen and Parrish r introduce a form of national quota are 'ill conceived giv Court to accept this type of agreement in Bosman' (Miet a view that has been borne out by the European Comm (BBC Online 2008b). For Boyes, exploring the legality of Cricket Board, the question is always whether the spe Bosman to be distinguished (Boyes, 2005).

It will be argued that the *Bosman* analysis of the ne been proved wrong in most material respects. The c general principles and particular assertions must give v professional sport, particularly football, and a bette adjudication when applying the proportionality test to swork on the role of polycentricity in creating natural lin adjudication (Fuller, 1978, 393-405), it will be argued retreat without weakening the application of those p

freedoms.

This article provides very much an English perspective supported by consideration of the European elite's League. The basic effect of *Bosman* has been to increase between Member States and to either reduce or remo Obviously, this leaves significant room for differences in responses of national associations: some nations have talent, whereas, as we shall see, English football is stroimport business. Nevertheless, it is suggested that it it *Bosman* analysis that it runs almost entirely counter to most prestigious leagues. It also must be a particular richest league fails to conform to the *Bosman* analysis terms of the redistribution of resources.

#### THE SPORTING EXCEPTION

This article does not review in detail the so-called 'sport but instead addresses the application of the proportior the EU's jurisdiction. This concept has its origin in *W Internationale* (1974) ECR 1405 ('*Walrave*'), which held the Community law only in so far as it constitutes an eco that Community law has nothing to say on matt (paragraph 8).

The distinction made in *Walrave* is a difficult one. highlighted the starkly different fates in *Walrave* and a World Cycling Championships and in European club for that the ECJ's assertion of jurisdiction to undertake a panti-doping rules in *Meca-Medina v Commission* (Case that there will be few rules of sporting interest that fall (Miettinen and Parrish, 2007, at para 6). But this conclusion (45) expressly noted that banning performance enhancing competition. At issue in *Meca-Medina* was whether it was an athlete had taken performance enhancing drugs or Nandrolone in his urine. This is a scientific matter one sporting purpose behind drugs testing procedures — ar work throughout the EU was in issue, it should not be procedures must be proportionate (para 55).

It is perhaps wrong to read into *Meca-Medina* a fully th subject of only occasional interest to the ECJ. The perhaps from having a limited number of cases to a considering the point in detail, it is worth noting that scope of Community, where national competence is consistently with Community law. Taxation is an obvice being made as to where a rule is held to be inoffensived disadvantage to intra-Community money-flows, and whellow, subject to proportionality (see, for example, *ACT Investment Income* (Case C-446/04)). The 'sporting eafter all, but an application of general principles inherer jurisdiction. That, however, would demand an article breach of Community law freedoms, and asks whether such, sporting arguments are pleaded by way of just immunity to jurisdiction, even if the practical difference r

#### PROPORTIONALITY AND THE HIDDEN JUDICIAL REC

The application of the proportionality test determine: freedoms are or are not justified. Stated simply, a meleast drastic means' for achieving a legitimate end. Thidea of justification: an action is not justified if: a) it do

it does not achieve that aim; or, c) the aim could be achieve rights. Added to this there is also 'the need to balance' of individuals and groups' as a further essential (if more see *Huang v Secretary of State for the Home Departmen v Oakes* (1986) 1 SCR 103, 139.

In theory, the test should give rise to a single answachieving the ends (Nicol, 2006, p. 734). In reality, v Supreme Courts, the European Court of Human Righ judiciary, judges pull back from driving the test to that what for the ECtHR is the 'margin of appreciation', for the 'margin of discretion' and is well described by some on which may be found a number of resolutions to acceptable to the court (Greer, 2004, p. 416). The represent the limit of the adjudication process.

In practice, it is the 'least drastic means' limb which is a part of the proportionality test (Edwards, p. 872). Inc Canadian charter on fundamental freedoms, every la means' limb passed the proportionality test (Trakman e willing the court is to enquire into and speculate ir alternatives, and the more sceptical the court is as to infringements, the narrower the indifference curve. Equengage with the process, the wider the indifference in mutandis, to the extent to which courts are willing to legitimate aims' or 'rational connections', and, althoug likely to be determinative than those relating to 'less or relevant when considering the 'quotas' section of Bosmi

What does this mean for football? The greater the wi proportionality analysis, the more the law acts as a hide to be appealed to rather than a referee intervening extent to which administrators administer, and gover circumscribed by the view the courts take on what is various parties' expectations of how an appeal to the ju Football associations, clubs and players all calculate the to their estimation of what the law will or will not allow ECJ will apply the proportionality test in any given situat the high level norms of EU law, but largely from a principles and assertions found in the relevant judicia largely from the *Bosman* analysis of football's need willingness of the court to put sporting justifications to s

Given that the rights that EU law positively uphold commercial and economic freedoms, and that sporting in derogation to those freedoms, one cannot understa ECJ is willing to involve itself in a proportionality and availability of 'less drastic means'. Outside the 'indiffe trumps.

#### THE LIMITS OF ADJUDICATION

Put at the highest level of generality, the tasks 'inhere those where it will be impossible 'to preserve the participation through proofs and arguments' (Fuller, 1 reason why adjudication may be inappropriate is that th is no clear centre to the problem.

Fuller further illustrated the heart of the polycentricity (Fuller, 1978, p. 395):

We may visualize this kind of situation by thinkin

one strand will distribute tensions after a compathe web as a whole. Doubling the original pull will double each of the resulting tensions but will complicated pattern of tensions. This would cert the doubled pull caused one or more of the weak 'polycentric' situation because it is 'many centrec is a distinct centre for distributing tensions.

However, this spider's web is not re-created in the colimited time to hear limited evidence from a limited produce a reasoned decision in which, ideally, the inexorably from applying objective legal rules to facts -1964, p. 200):

In hypothetical legal norms the antecedent ter conditions, which become conditions for the apprant can therefore be briefly called 'legal conseterms (THEN B) specify what ought to be done or done or may not be done, if those legal condition 'legal consequences'

Fuller argued that complex problems frequently do n conventions of judicial adjudication, and that 'instead to the nature of the problem he confronts, (the judge) n to make it amenable to solution through adjudicativ 'solves a polycentric problem only by grossly simplifying and 399). By this, we take to mean that the court see clear 'IF A... THEN B' when complexity does not allow football, a Court might commit this error by creating a competition creates 'mutual economic dependence' and the health of the other clubs' (Bosman, A-G, para 227), is different. Thus, Fuller's point about simplification and when such nuances are overlooked as the Court seek many pages. The problem is not one of law; it applies to Unfortunately, the dynamic undermines the economic academic analysis of the footballing economy. For exar refer to clubs as 'producers of substitutable brand iden describing football as any non-economist would unde 1999, p. 213).

Polycentric problems can be highly contained. For exam collection of paintings we have a problem where adj mediation might prove fairly straightforward (Fuller, 197

(T)he disposition of any single painting has i disposition of every other painting. If it gets the less eager for the Cezanne but all the more eage proper apportionment were set for argument, th to which either side could direct its proofs and could dire

Hence, the problem of polycentricity can apply to the objects amongst two parties. But more often polycentr repercussion of an ostensibly private dispute (Fuller, 19)

The point that comes first to mind is that courts with a rapidly changing economic scene. The more the forms of adjudication cannot encompass a complex repercussions that may result from any crise in the price of aluminium may affect in varying

and therefore the proper price of, thirty kinds plastics, an infinitude of woods, other metals,  $\epsilon$  effects may have its own complex repercussions i

A court may thus adjudicate on a snapshot picture, whor it may analyse a problem as a matter of cause ar whilst harming the interests of those beyond its notice decision may act as a precedent, often an awkward on by the arbiter' (Fuller, 1978, 397). Even if all affected p thing to do justice in the instant case, another thing to future interactions should be governed.

An interesting part of Fuller's polycentricity analysis is have to judge pumpkins against pumpkins, not pumpk when there are some relevant cucumbers not entered i take *Walrave*, how can a court analyse whether it is pumpkins') against the effect on the labour market perhaps no surprise that, when faced with realistic spor law's normal frames of reference, that it avails itself o comparing incomparable considerations. It is necessar that will come clear when we come to the first half o assertion of sorting interest will not suffice.

#### FULLER APPLIED TO PROPORTIONALITY

Fuller's analysis concentrated on what governments a not commit to an adjudicative process. It is not obvio where a law or treaty has expressly or implicitly entrucannot refuse to adjudicate a claim on the basis that Similarly, if the law requires the court to decide whethe 'modest estimates of competence' cannot mean rights (see *A v Secretary of State for the Home Department* (20 American jurist noted, abdication of judicial responsibi (Frantz, 1963, pp 741-2).

Nevertheless, Fuller's analysis of polycentricity is corproportionality to explain why the courts should leave who carry out the ordinary legislative, executive or adm p. 693; Rivers, 2006, pp. 175-176). Of course, the fact is polycentric does not mean that the resulting adjuct lower a tax is polycentric given the unpredictable econo no importance to the court when applying the taxing st problem begins if the court is supposed to take a broaconsider if a measure is proportionate or justified, ther to be considered, nor can it confine itself to the immedit will consider everything apart from the wholly fanciful may strain the limits of adjudication to breaking point.

The limits of proportionality are where the 'indifference coincide with the limits of adjudicating the problem set indifferent because it cannot with integrity adjudicat Fuller's theory is obvious, although it lacked a theory as on its own limits. We shall come to these theories later, ECJ overstepped those limits in *Bosman*, and how, usi principal example, this led it to the wrong conclusion about the state of the s

#### **BOSMAN AND QUOTAS**

Bosman was, of course, a case of two halves. The first I number of foreign players eligible to play in European was a prima facie breach of free movement of workers

turned to proportionality. The Advocate General mac article starts: that there was no prospect of home play national leagues. A further contention by Advocate Ger example to illustrate Fuller's spider web analogy (*Bosma*)

The argument that the rules on foreign players are players develop for the national team is also unconvir instance, generally brings about increased interest matches as well. It is therefore in a country's clubs' verthe success of the national team by developing sull available...Moreover, the national teams of the Mei nowadays very often include players who carry on their causing particular disadvantages...In the German national champions in 1990 there were several players who therefore not evident that the rules on foreigners are strength of the national team.

Remove the strand of national quotas, and the stra national teams should be unaffected. The Advocate national quotas would simply redistribute the talent a remove the strand of national quotas and it is far from strands representing the development of talent in leag import ready made talent. Not only does the English I minority of English players, but no English players c Europe's other leading leagues. Thirteen years after I Advocate General anticipated.

Many of the stated reasons for the finding of disproporti There are good reasons to suppose that English footba of a 'perfect storm' where player development is commore economically efficient to buy in talent than devel moderate English players find it more lucrative to be su than to be regular starters in top continental leagues.

In fact, it is difficult to see why the Advocate General engaged in such speculation. The better reason for direct: when one looks to the basic normative structure to see how the arguments qualified as a 'legitimate ain Member States subscribe to the idea that, as bet interests are best served by free trade, as repres freedoms of the Treaty of Rome; free-movement of gc This means that, even if some sectors of a national ecc net result will be positive. The impact on the relevant n polycentric issue defying rational analysis in an adjudic contains the judgment that such factors shall be conside footballers to find high level employment means simply are being outperformed. To structure the point in term 'legitimate aim' for a Member State to protect its own v having to compete with workers from other Memk 'developing talent' or 'strength of national team' mere about the same failure to compete and should not have

Similarly, the arguments as to the need for club tean representative of their home nation were a denial c assertions underlying that aim. UEFA was seeking to u and nation which was hard to make good. Nations complete that contest the Champions League. The Advocate Gen (Bosman, Advocate General, para 144). In any case, if uproportionality test ('the need to balance the interests c and groups') arguments that internationalising teams competitions (for example, by eroding spectator in

discrimination until such time as there was real  $\epsilon$  discriminatory rule requires strict scrutiny, something w later, and that means a higher level of justification t happen in the future.

It can be seen that by going beyond the limits of adjuc speculation, the Court based this part of *Bosman* on a such, Miettinen and Parrish (2007) and Van Bogaert (2007) and Van Bogaert (2007) are valued this ground. By straying from solid principle to factual speculation beyond the limits of action grounds for counterarguments. It is also worth noting judgment in *Kahveci v Real Federación Española de Fútbo* consider proportionality when ruling that an EU-Turkish labour meant that quotas for non-EU players could not offended the basic norm of the EU-Turkish agreement One might wonder about the effect of this rule should it and South America, but the ECJ is taking a more lespeculating on such matters.

It is thus not my intention to revisit this half of *Bosman* with recent attempts by UEFA and FIFA to introduce have been considered at length in Miettinen and Parris the decision to condemn the transfer fee system in resplacion whose effect has been greatly extended follo competition law investigation (Weatherill, 2003, pp. 66-

#### BOSMAN AND TRANSFER FEES

Bosman's complaint was that a move from RC Liege of B was prevented because of a dispute as to the transfer have paid a fee for a French player (Bosman, Lenz Abeen dealt with on the grounds of non-discrimination. touch briefly on how variations in transfer fee rules mig European market. However, for better or for worse, the the legality of transfer rules where there was no hint of With discrimination removed from the picture, it is far Article 39 on free movement of labour applied where n was irrelevant to the operation of the restriction. Th movement of labour right, in Article 39.2, talks express discrimination based on nationality'. Even if Article 39 concept of abolishing discrimination, the closest author would be irrelevant in a case such as Bosman. Ar distinguished Keck and Mithouard (Cases C-267/91 and the basis of Alpine Investments BV v Minister van Finan 0000), which greatly differed from *Bosman* in that the ci disruption of EU economic freedoms. However, a prima held, and the case moved onto a consideration of v justified. In this it should be noted that the Advocate G whether transfer fees were justified under Article 39 (competition), a point that Weatherill makes when assi case remains relevant despite competition law having focus of EU law's involvement in sport (Weatherill, 2003

The justification argument was essentially this. First, i professional league can flourish only if there is no to clubs taking part' (*Bosman*, Lenz A-G, para 219.) Sec General readily agreed that 'it is of fundamental importance clubs in a reasonable manner'. Thirdly, recounting Advocate General at para 222 noted that, in the 1992/9 £13.3m transferred from the Premiership to the Football to see how UEFA could lose its justification argument,

most important part of the proportionality test means' (Edwards, 2002, p. 872), which is to say: walleast as good, for upholding competitive balance which freedoms?

A court can scarcely assert the existence of 'less suggestions. The Advocate General made two suggestic

- 1. A salary cap; and
- 2. Solidarity payments, particularly by way of redistr

The salary cap need not concern us: the Advocate problematic than redistributing television revenues. It doubtless correct. Not least of those problems would I players – the Major League Baseball cap was abandone notable that the success of a cap is speculative; post-*B* in US basketball had had no effect on league compe 2001, p. 129). Added to this Miettinen and Parrish have be contrary to Article 81 of the Treaty as restricting co 2007, at para 29).

It is thus Lenz's second suggestion, the redistribution turned. Could the redistribution of revenues (parti adequate alternative system for ensuring redistributing the poorer ones? The Advocate-General could see 'no ir ECJ agreed; Hausman and Leonard noted that an agr talent efficiently 'may be impossible as a practical o Leonard, 1997, p. 622). History appears to have vindical

#### WAGE INFLATION - REALITY BITES BACK

The immediate effect of Bosman was that transfer fees contract players if the player was exercising his Artic labour. It had a profound effect on the scenarios that it transfer value players in-contract who might move o amortised to zero, depressing the value of in-contract to transfer fees on domestic transactions, given that fe player under Bosman. Bosman was predictably follo principles to in-contract players. The attack came from name of competition law, with the players' union follow The result was a settlement negotiated under the au further reduced the circumstances when transfer fees pp. 66-69). The ins-and-outs of that agreement are be noting that it included what is now Article 6 of FIFA' Transfer of Players' that restricts transfers to the transfer-window during the season (FIFA, 2004/2007 greater hurdles to free movement than transfer fees, clubs with the biggest squads (Ley, 2007). Transfer lower than had Bosman been decided differently. Also, 69-73), the remnants of the transfer fee system remains Miettinen and Parrish (2007, para 33) have noted gene sectoral agreements of this sort, but they also note the to a free movement challenge.

It follows that, in *Bosman*, the ECJ reduced the significa that any resulting loss of cross-subsidy could be m systematic which would not prejudice free movement o of television revenues. But, as we have seen, the polyce of Courts to predict the consequences such a decision: of a spider's web is a hazardous operation.

Consider the following example from para 224 of the he speculates on how the end of transfer fees might in balance:

Since the players transferred to the bigger cluplayers of the smaller professional clubs, those of from a sporting point of view. It is admittedly to income from transfers those clubs are placed in engage new players, in so far as their general find has been seen, however, the transfer fees are placed in the players' earnings. Since the bigge wages, the smaller clubs will probably hard themselves to acquire good players from those rules on transfers thus strengthen even further in any case between wealthy and less wealthy of Mr Bosman correctly drew attention to that conse

There is nothing wrong in every chain of the Advocate the basis of the evidence before it. Had he known contractual transfer fees, he would have seen that fee pay offer made by the new club, a system highly fav found big talent (Speight and Thomas, 1997, p. 205 inadequacies can be attributed to the litigants and Advocate General's reasoning is that a complex econo closed set of binary calculations of cause and effect. In no transfer fees meant that small clubs could enter the real world, if Manchester United can make savings or money to spend on players, and if players are totall contract, their bargaining power in wage negotiations from entering the market for the top players, smalle inflation resulting, in part, from *Bosman* itself. Dobson a The Economics of Football note that wage inflation was decision (Dobson and Goddard, 2001, pp. 96, 421 and simply did not exist in the Advocate General's analysis; 'the complex repercussions that may result from any c 394-395); or just another unexpected rearrangemen European football.

To make matters worse, wage inflation has been highe set-back for the Advocate General's expectations. Dob 422, and 430) saw this as an obvious consequence:

(I)n the post-1995, post *Bosman* world of free player is completely free to sell his services to wonder the players' earnings have rocketed as a that the earnings of the most talented players had these are the players with the greatest mon services for which few or no direct substitutes exists.

Supporters of *Bosman* have tended to dismiss its effe being minor in comparison to the effect of television re 74; Dobson and Goddard, 2001, p. 96). Certainly, we c factor, and other factors such as Champions Lea merchandising, have strengthened the position of the e

However, the existence of more immediate culprits d matters significantly worse – both in its effect on tran picture is more polycentric. Television revenues were inflation (which would increase the flow of money down

competitive balance) as well as wage inflation (wh *Bosman* thus created a double blow to competitive bal freeing up money in the hands of the richest clubs t Walker started buying Blackburn Rovers to the top, it truth that he was a benefactor to the whole English c downwards throughout football. Because of *Bosman*, into £100,000+ per week wage packets.

#### THE BOUNTY OF THE BIG CLUBS

Everything would have worked out according to the Adulthe big clubs ensured that revenues were shared in a competitive balance created by the *Bosman* decision. The of post-contractual transfer fees, the general effect that zero, and the effect on wage inflation. Quantifying sufflevision revenues and the arrival of the bankrolling of type would itself be a polycentric problem of no small (para 232) was in no doubt that a system could be found that a formula could be produced by way of a be the article will proceed on the basis of the Advocatobstacles' and not adopt Hausman and Leonard's 'may to the whether an appropriate method of redistriconcentrate on whether a redistributive solution would lead to the service of the solution would lead to the solution would lead t

The Advocate General stressed that clubs understood th

(F)ootball is characterised by the mutual econom Football is played by two teams meeting eac strength against each other. Each club thus need be successful. For that reason each club has an i other clubs...The economic success of a league existence of a certain balance between its clubs. by one overmighty club, experience shows that la

Whilst he admits later in para 227 that the elite might no doubt that 'specific measures' could be put in place. he puts forward the Champions League (1992/93) as pr

The participating clubs received SFR 38 million (54 (18%) was distributed to all the clubs which had two rounds of the three UEFA competitions for (8%) was distributed between the 42 member remaining SFR 14 million (20%) went to UEFA, to of football, in particular for the promotion of youth

Using the exchange rate of SFR2.3 to the pour GBPpages.pdf), we see the following:

- The following eight teams each received £2.1m: Moscow; AC Milan; IFK Gothenburg; Porto and PS
- 2. £5.2m was distributed between the teams elimin three European competitions. There were twent European Cup and Cup Winners cup, and a furth each club received £56,000.
- 3. £2.5m went to the national associations and the up so as to give an insignificant sum to the rest o
- 4. £6.1m went to UEFA to be invested for the benefi

Far from being a model of sporting redistribution, w receive almost as much as all the national association gain significantly from redistribution of television reven in the Champions League and teams like Glenavon of Nc Cup Winners Cup) who were so small that £56,000 wou

Furthermore, the Champions League revenues have rinequality, but a sizeable part of the problem and evide their advantage. Hoehn and Szymanski have demonstratinternational competition automatically creates dome 1996/97, qualification to the Champions League was revenues alone, a significant increase of the average (Hoehn and Szymanski, 1999, pp. 221-224). The eliter breakaway European league to successfully press UEF/a manner more financially favourable to the larger club para 28). As is well known, in 1999 the Champions Leteams from the biggest league qualify, and two of thos direct passage to the ultra-lucrative group stage. The n League subsequently contracted, but not out of scruple but because of the fixture congestion caused by co football, a dynamic predicted by Hoehn and Szymanski (

#### A. LACK OF EVIDENCE

Let us consider what Football League history could have out well by David Conn in *The Football Business*. One nothat the Advocate General was overly optimistic a measures' to redistribute resources — put shortly, available, but depend on the support of the big clubs redistributed. The more money is at stake, the less the course, the greater the harm of such money to competit

In 1988, ITV put a proposal to the then 'big five' of Enthey could all receive much more television money if the lower league clubs. The Premier League was born. Irvi five' Tottenham Hotspurs, described it thus (Conn, 1997)

Even if we only got the same money as 1988, we because, after breaking away, we would not be s the other smaller clubs.

It is worth starting the story of redistribution in Englis explains (1997, p. 134):

After the First World War (there was) sharing between home and away teams. A small town club would get half the gate, and therefore be a There was also a 4 per cent levy on the total clubs for the season, which were then distributed League.

As for the redistribution of television revenues, original ninety-two football league clubs (Conn, 1997, p.139). It been away from this redistributive paradise. The real that created in the adjudicative proceedings before the door, dialogue and solidarity between social partner continues (1997, p. 140):

The first hectic whispers around the Big Five – United, Everton, Liverpool – about breaking awa came in 1981. They were bought off by an agree

clubs could keep all gate receipts, not have to shawas the first step towards the bigger clubs' tot the smaller clubs.

In 1985 came the 'Heathrow Agreement': the gate levy the First Division kept 50% of the television revenues. and the remaining 25% went to the Third and Fourt Premiership saw a further decline in redistributions. payment of £3m per year to the remaining Football Leag from the Premier League, £2m coming from the Footbal Dobson and Goddard, 2001, p. 81).

#### B. LACK OF FORESIGHT

But does it matter that, pre-Bosman, England's top clu television revenues? The question was how they wo Bosman decision on the cross-subsidy by way of trar believed they would see the sense of making good European experience suggests otherwise.

Outside the virtual reality of adjudication, the Premie amount of £13.3m to clubs in other divisions by way o direct resource redistribution. By contrast, until recently respect of youth development, the Premiership dist revenues to the Football League clubs so as to keep within the Premiership, television revenues are split sc clubs, and those most in demand by satellite televisior the Premiership agreed to redistribute some of its telev clubs for their general use. We should not be too impre-£830m that the Premier League will receive annually fr and advertising rights. The Premier League belie completeness, the Premiership pays £11.2m per annur clubs relegated to the Football League by way of 'para members a competitive edge over the crowd (Conn, 200 Premier League redistributed by way of television redone by way of transfer fee payments in 1992/93. T contrast, will receive £28m from the sale of domestic tel

The position as regards the Champions League is simila Champions League Revenue of €598m (£407m), of wh Champions League teams (72% as opposed to 54% in (24% as opposed to 20% in 1992/93), and €22m (£ opposed to 8%). The 18% that used to go less succes disappeared. Even within the Champions League com skewed in favour of the most successful. In distributi pool, even a team that loses all games would earn an that reached the last sixteen after a modest three wi (£4.6m). Should that team win the tournament, they equal to half the solidarity payments to national lea further €206m would be distributed 'proportionate to the each country' - which further skewed distribution to richest counries (UEFA, 2005). (The exchange used is € the announcement was published http://www.taxfreegold.co.uk/2005 forexrates.html.)

The attitude to domestic cup competitions further demc support the financial position of smaller clubs. As Dobs pp. 89-90):

As with the explicit arrangements for sharir however, the willingness of the leading clubs to p

subsidies by participating wholeheartedly in the the FA Cup and the League Cup, has come under

This can be seen most clearly if we compare the League Whereas a bottom division team had every hope of goi strength elite team in the League Cup second round a attractive proposition of playing one game against what side if they reach the third round. The downgrading of the fact that staying in the Premiership is of paramount op-flight clubs, and Europe (qualification or partic importance to the remainder. Brian Barwick, FA Chief E. World, 2008) that '(t) o stay in the Premier in League years' time, will the fans remember if they finished League? No.'/ In 1997 Middlesborough fans could make and being relegated in the same season, as it was their relegated often. Notwithstanding the fate of the Big I brutal logic of Reading's Kitson is inevitable (BBC Online,

We are not going to win the FA Cup and I do n honest. I care about staying in the Premier Lea this club. Our league status is not protected by  $\nu$  as that.

However, the point goes beyond a simple matter of prio television revenues briefly declined at the start of the d the FA Cup was decreased. By raising a credible competition, the Premiership ensured that the prize m rounds remained unchanged –? the loss was borne by t 2004, pp. 366-367). This clearly favoured the largest General's expectations.

#### THE VICE OF SIMPLIFICATION

Let us consider another part of Fuller's critique (Fuller, 1

(W)hen one considers the nature of the problem whether the 'adjudication' here proposed could name. In allocating \$100m for scientific research A v Project B, but rather Project A v Project E bearing in mind that Project Q may be an alte supplements it, and that Project R may seek the by a cheaper method, though one less certain to

When the ECJ announces that 'interdependence' and should lead to a willingness to share television reve 'Project A' (to share) or 'Project B' (not to share). In tru variables. The ECJ's analysis begs certain questions: v and between whom?; and to share what, and with who

Let us consider the following table which represents var and different possibilities for redistributing television rev

Competitive Level	Redistribu
Premiership elite (ie: Man Utd, Liverpool, Arsenal, Chelsea)	Model 1 Premiersh finishers (
Premiership resident (eg: Everton; Spurs,	Model 2

Aston Villa)	Premiersh Premiersh
Premiership occasional (eg: Sunderland, Norwich, Derby)	Model 3: Champion Leagues 1
Football league residents (eg: Grimsby Town, Colchester, Crewe Alexandra.)	Model 4: League (t

In considering their attitude to redistribution, each maintain position; b) to improve their position; and c football insofar as it affects themselves. The Premie interest in having a few direct competitors, but they have Villa (the Premiership residents) challenging them for C is undoubtedly their preference. The Premiership residtheir ability to challenge for the title or even the covete is Models 3 and 4 which would expose them to greater well as a significant reduction in revenues for their sha for obvious reasons. As regards occasionals and resid have long-term influence. As should be clear from the re 'overseas round', clubs outside the Premiership were noting the 'overseas round' controversy to show the r the Premiership. Richard Scudamore, Chief Executive of club agreed with the idea because, if they did not, ther identities who would go it alone (Dunn, 2008).

This analysis contradicts an important strand of sport revolt against the Old Firm to demonstrate the *Bosma* show that elite can be made to spread wealth that the (Weatherill, 2003, pp. 52-54). Recent events have scannot be generalised. Indeed, the possibility of the national leagues to create a European superleague is balance of power in the European game than the populations, might lead to increased redistributions.

As Pearson has noted in a review generally positive ab football, the 'commercial aspirations of the larger clul will be any agreement for larger redistribution (Pearso the interest of elite clubs to foster challenges to their have appeared logical to the *Bosman* judges. As Hoer 229): 'a system (of redistribution) might be difficult structure where the beneficiaries are potential future might be more acceptable within a closed Superleage predictable top-four in European football, the Premiersh winners - twelve of the Premiership's twenty-two mem the top-flight fifteen years later (Robinson, 2007, p. 80) into a desire to make lower league status less frighter parachute payment system aimed at assisting ex-Prer (Conn, 2006). Beyond this, Hoehn and Syzmanski's obs desire to assist competitors breaking into the charmed c

It is worth noting that revenue figures also explain why generous (Eason, 2008):

	matchday revenue revenue	Club Commercial and Broadcas	Club			Broadcas <sup>1</sup> revenue
--	--------------------------	------------------------------	------	--	--	----------------------------------

Manchester United	151.6	61.5
Chelsea	130.4	59.6
Arsenal	143.3	44.3
Liverpool	81.7	52.2
Tottenham	69.4	33.7
Newcastle	61.2	25.9

It is difficult to see a consensus for redistributing b Champions League revenues (the top four) will not re That being the case, Tottenham and Newcastle have regards domestic revenues. Added to which, any signif television revenues would only increase the power of t comes from a wealthy patron, whether it be Chelsea's I City's Abu Dhabi syndicate. Further, we must als shareholders in what are increasingly businesses will v get a return. Curiously, the *Bosman*analysis on econothis point, despite ostensibly looking at sport firstly as a

One might add, that with such a lack of common interestalk rationally in terms of 'social partners' for a process wonders what 'democracy' in football can mean if proceeding a 'demos': the expansion of the G-14 to including of the aristocracy than real democracy (BBC Or

#### SYSTEMATIC ERROR

There is one leading part of the *Bosman* analysis th transfer fees represent a rather arbitrary and ineffi (Dobson and Goddard, 2001, 99). The Advocate Ge Opinion:

If a club can reckon with a certain basic amount whicl solidarity between clubs is better served than by the p of money for one of the club's players. As Mr Bosman had a gifted player who can be transferred to a big cluargely a matter of chance. Yet the prosperity of footba of such a club, but also on all the other clubs being able guaranteed by the present rules on transfers.

Whilst the ECJ preferred redistribution to transfer fee method, Hoehn and Syzmanski note that this certainty 229):

Redistribution among the clubs is essentially a war of competition. Rather than promoting competitive mechanisms may reduce the incentive to compete balance.

The Advocate General believed that skilful design coulc there is no evidence that Premiership clubs who be television wealth are competing less hard in that lead certainty of vast wealth simply by coming seventeentl competing less hard in cup competitions. As we have se clubs for whom cup competitions provide a valuable Goddard have noted (p. 89-90) – although, if one follo would not harm the small clubs if the cup competi lucrative cup run is as much a matter of luck than 'arbitrary and inefficient' means for a cross-subsidy.

The problem with the Advocate General's reasoning is t success. It is as Gary Player explained: 'The more I prace football fans know that Dario Gradi's Crewe Alexar development, and became exceptionally lucky (Conn, upturn for a club more accustomed to apply for re-ele fight for promotion. Wimbledon's rise from non-league League residents was likewise propelled by player deve

As often happens, adjudication struggles with complex court's proposed system is not that it is better but that The law could only look with incredulity at an outwardly than understand that it brought opportunity to *Bosman*reality, clubs look to benefactors more than lon gaps in competitive balance – which is ironic, if we are commercial activity.

#### CURES FOR POLYCENTRICITY

Having considered the various errors in the *Bosman* consider how to prevent perpetuating such mistakes exception in the name of judicial restraint. Fuller argued

There are polycentric elements in almost a adjudication. A decision may act as a precedent some situation not foreseen by the arbiter...It is a the polycentric elements have become so signifit the proper limits of adjudication have been reaches

In the midst of the above quote, he gave an example:

(S)uppose a court in a suit between one litigant  $\epsilon$  an act of negligence for the railway not to co particular crossing. There may be nothing to dis other crossings on the line. As a matter of staticlear that constructing underpasses along the v lives (through accidents in blasting, for example only safety measure were the familiar 'Stop, Loo what seems to be a decision simply declaring the parties is in fact an inept solution for a polycenti of which cannot be brought before the court in  $\epsilon$  party against a defendant railway.

It should first be noted that such an action would do against the railway. As such, it should always be remer on the claimant. The more obscure and polycentric the claimant to convince the judge that he is right on the easier it should be for the defendant railway to raise si of resolving such a polycentric issue in favour of the C thing to make the railway pay damages, it is another th underpasses regardless of changes in circumstances and one thing to decide that UEFA had not justified the movement of labour and order damages to be paid, an fee revenues can be replaced by redistribution of televisibetween resolving an individual dispute and setting dov

Fuller offers cures for polycentricity. The most importa law of policy should be resolved outside of adjudicatio the matter out of the hands of judicial legislation to 'political deal' or 'an accommodation of interests', m process (Fuller, 1978, 398-400). However, given the fundamental provision of the EC Treaty, there is no adjustment. It is notable that for all the complaints European Parliament, the Amsterdam Declaration on Sp (Weatherill, 2003, pp. 88-89).

#### SOCIAL DIALOGUE

More directly, Fuller suggests that contract might be us preference to adjudication. Miettinen and Parrish (200 football might adopt a process 'making use of met collective agreements', which would amount to a stakeholders to settle their differences and remain com case of *Brentjens* (Case C-115/97), which concerned and employees within the Dutch building sector that a subscribe to a particular pension arrangement, and tha to the same pension terms regardless of risk.

One cannot help being sceptical. The sectoral pension of a felicitous mixture of solidarity and self-interest invo we return to Fuller's example of two galleries dividing u only through its knowledge of prices, the artistic value painting or combination of paintings is outside its remit examples where dialogue can maximise the interests agreement, dialogue can provide more than even a v application where the interests are strikingly different poor clubs are such that they are not realistically socia capable of entering into such partnerships with players state of football, dialogue is more about settling lit dynamic very favourable to the richest clubs seeking to As we have seen, since the early 1980s, the Engli destroying such agreements as regards redistribution Today, we find Chelsea's chief executive, Peter Kenyo ways to get an even platform' (Hughes, 2008).

What does EU law offer to cajole the elite into spreadiselfishness? Weatherill suggests that a breakaway Expermission to collectively sell broadcasting rights an attractive opportunity' (Weatherill, pp 79-80). The sa Gardiner (2000, p. 60), although Pearson (2003, p. 11 given 'the commercial aspirations of the large clubs and such a threat obviously depends on whether the ben dent in their earning power. Also the existence of a relevant to the application of competition law, it would breakaway that invoked free-movement rights (Mietting truth, almost by definition, EU law cannot oblige parties. The greatest contribution it can make to dialogue is to victory so as to blunt the confidence of the elite that, economic rights will be trumps. Of course, the law can rewhat the law is.

#### **GOVERNANCE**

Fuller's other suggestion is that administrators can mathan adjudicators, and thus a regulator may achieve Unless the Commission assumes the role of football's r game's governing bodies. But the same point made exapplies equally in respect of governance: an

proportionality assists the football elite against the gove

It is impossible to attribute the failure to redistr governance, for this presupposes that the governing b Conn may well be right that the Football Association League seceding from the Football League (Conn, 2004 old history. If we look at governance through the eye concerned only for the material consequences, he know by the governing bodies to dent his commercial freedom ECJ.

Perhaps more pressing is that the governance of associations is inevitably undermined by the credible th form a European super league – we have already see led to the expansion of the Champions League at th example, football's authorities introduced rules o redistribution of resources, or to restrict squad rotati phenomenon of billionaire owners bankrolling a club's s may well comply with EU law and even gain warm praise However, the involvement of EU law goes deeper; sho threatening to create a breakaway super league, the to fundamental Community law freedoms to trade and p being largely restricted to their own national 'market' authorities estimate their relative positions of streng countermeasures that the authorities might take to offering their product across the EU in this new mani might prohibit the breakaway clubs from playing 'fri leagues or they might ban the players concerned from i can see immediately the difficulty for the authorities impede the use of a Community law freedom is by difficulty of justifying countermeasures as proportionate scrutiny in the manner of the Bosman decision as regmust significantly increase the credibility of a breakawa fact that the elite's most powerful weapon involves in greatly strengthen the bargaining position of the authorities.

Thus, the question is whether the ECJ can remedy the way to pull back from giving arguments of sporting in *Bosman*. By doing so, EU Law would cease to provide pelite when the governing bodies seek to govern in the i

#### JUDICIAL REMEDIES TO POLYCENTRICITY

This leads us to Fuller's suggestion as to how the judges problems placed firmly in its court (Fuller, 1978, p. 398):

If judicial precedents are liberally interpreted and and clarification as problems not originally for process as a whole is enabled to absorb these cov

The Court should thus avoid setting general rules by I more than usually ready to overrule itself. Unfortunatel key idea. As an idea, it exists in tension with his famous rule of law, particularly that the law should be a retrospective (Fuller, 1969, pp. 38-39, 51-62). But t should not simply repeat the oversights of the judici Oliver Wendall Holmes once wrote, a law should not past' (Holmes, 1897, p.469). This must apply even r findings that have been falsified by experience.

The least that the Court could do is to overrule *Bos* inadequate response to the problem of polycentricity i conceived assertion to the next. For example, if collectitaken before the ECJ, the Court might conclude that supeling competitive balance, and maybe transfer fees we might recommend salary caps. Or it might reconsuggestion of a flat tax on payrolls distributed evenly a 633). What we need is not just a way to reverse *Bosn* make the same mistake in a different way. To emphasis strict scrutiny will always render the position of the foot for an elite club to assert an EU law economic freedom competition; but it is very hard for a governing body to proof as to necessity. This particularly if the court is will drastic means' which are in fact speculative at the time a

#### EVIDENTIAL APPROACH

One method to mitigate polycentric problems is simpl information or judicial investigation. This is an idea writt US constitutional law whereby a Court deals with knowledge, what is described as 'judicial education' 382-383; Sedley, 1995, 398; and Karst, 1960, 99 et s increasing practice of the English Courts to have specia and arguments that might be overlooked by the direct of this process have been discussed by Hannett, and Court will still only receive an incomplete picture, now interest groups (Hannett, 2003). However, it is unneces a Court can overcome evidential limitations. The point th that this can only be a partial solution: no amount ( confidently make the predictions it sought to make confidence. Indeed, as was noted earlier, the polycentr but to any attempt to systematise knowledge of hoeconomic studies of football on which the ECJ wou expertise, useful though they are, are prone to the sa move from descriptive to predictive. The Court's bold a interests are perhaps a prime case of what Fuller d 'desire to demonstrate virtuosity in his calling' (Fuller, 19

Ultimately, all tribunals hear a limited amount of evider time finishes they normally close their ears to further e point, the court having refused an application to hear judgment, paras 52-54). We thus do not need a way for prediction, because we shall always fall significantly strategy for the Court to avoid predicting bey

#### JUDICIAL RESTRAINT AND POLYCENTRICITY

In human rights adjudication, it has long been recognis draw back from giving a positive view on questions of productions discussed under such headings as judicial restraint or discussed under such typically be overtur authority, there is the question of democratic legitimac Court is not ranging its opinion against the elected legis us is the second, 'pragmatic argument' that the incompetent' to properly resolve certain complex is problems (Edwards, 2002, p. 859).

#### VARIABLE INTENSITY OF REVIEW

The principal route by which a Court can avoid giving issues is to hold that the issues do not merit in depth (2006, p. 207):

Where there is a minor limitation of a less impopublic interest need not be large, and courts appropriate executive body's assessment of the interest is furthered and admit a range of p contrast, where the limitation of rights is su important, the gain to the public interest r Furthermore, review will also be more intense: demonstrate that its assessments of the public they can be, and persuade the court that the cost

To take a classic example, building restrictions that prevare less intrusive than ones which prevent even bung require greater justification (see Justice Holmes in  $H\iota$  (1908) 209 US 349, 355-356). It is a commonplace that applied more or less strictly depending on the import (Allan, 2006, pp. 685-686; and Edwards, 2002, p. 880).

The Advocate General in *Bosman* did consider the level However, he noted (para 216) that freedom of labour and thus only a public interest of 'paramount import however, ask himself whether some infringements of *I* than others. The transfer rules concerned were not di have been held to be outside the core of the right.

Issues which are undoubtedly important within the ba would receive a higher level of scrutiny. For example, th sale of multi-billion pound television rights could not Importantly for Bosman, and also for the current deba limitations (Miettinen and Parrish, 2007), this would ju that contradict the fundamental norms of Community La such as it being in essence of European club competitio home nationals in each time, could be argued. Howeve contentions to a high standard – Greer suggests that be required (Greer, 2004, p. 432; and Rivers, 2006, p. not be justified on the basis that having club team undermine European club competitions, because this as time of Bosman and has not been vindicated in the s court may recognise clear speculation in others, how d the judicial over-reach of Bosman when strict scrutiny first to the theory of institutional competence.

#### INSTITUTIONAL COMPETENCE

It has been suggested by many that Courts shou institutional competence in matters of proportionality. Sethe adjudication process, or may arise from the lime expertise of the judiciary — and as such could be ove court and judicial training could be expanded (Jowell, 2 the court may demand that the rights-infringer justifies this may often only be done by way of intelligent specthis point the court may recognise (whether or not it is analysis) that its own intelligent speculation is inapt as

On this approach, the court may also, without abdicat 'due weight' to the considered opinions of the institution set to the situation and with a day-to-day expondered. Certainly this was the approach to proport House of Lords in the recent case of *Belfast City Councerly*, at paras 26, 37, 47, and 91). Whilst some legal confootball's governing bodies, it will be difficult for the bodies of world football have greater institutional compe

### CASE SPECIFIC RULINGS

Courts can respect polycentricity problems by limiting facts of the case. For example, a court could stress th balancing') and hold that the particular harm to the legitimate aim, even accepting the defence case. In Bo have ruled that the greater good could never justify p predicament, but it could not have assumed that all possibility. The court could have accepted that it was in benefits of the transfer system, but they could never p suffered by Mr Bosman. Given that the English transf create a risk of a player being left high-and-dry (Speigl decision on Bosman went beyond what was necessary t

#### CONCLUSION

Much in football remains vulnerable to challenge before almost the entire competition law settlement betwee UEFA is vulnerable with regard to extent to which tratransfer windows, and the rules that restrict the amounclubs in a season (Weatherill, 2003, 93). Collective barg vulnerable. The requirement to release players for interfocus, despite the settlement of *Charleroi*. Added to wany measures taken by UEFA and FIFA to discourage round plan could equally lead to arguments as to abuthese matters the ECJ will be the ultimate battlegroun according to their expectations of how the Court will rucan approach disputes with every reason to suppose read narrowly and sceptically as a derogation from the under the Treaty of Rome.

Many hope to see EU law as a facilitator for a social dialike a dispute over legal rights to lead to a negotiated are not always mutually beneficial processes, but are the case is likely to turn out in fact. This has prove Consider the settlement to the *Charleroi* litigation, which total of £128m from FIFA and UEFA in compensation for duty (BBC Online, 2008a). The Commission-brokered so the 'one in-season transfer window system' which was with the biggest squads, and leads to an artificial scral and BBC Online, 2008d). The expansion of the Champic dialogue (social or otherwise) caused by the elite's the economic freedoms and provide services across E superleague.

Weatherill (2003, p. 93) might say, 'Fair Play!' to the EL time to rethink completely the *Bosman* analysis of footly the Court gives to non-discriminatory sporting argument rights wholly unprotected, nor completely remove the governing bodies. However, it is time to dent the elithering on their side in disputes with the governing I 'social dialogue' a more attractive option than litigation in

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