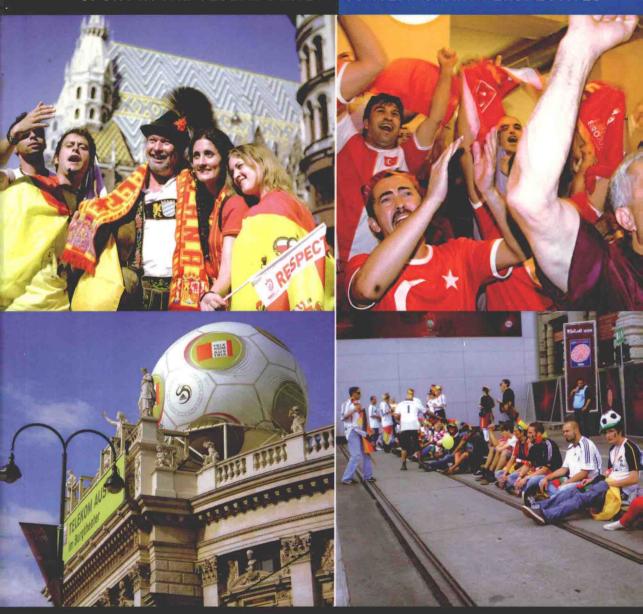
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Governance, Citizenship and the New European Football Championships

The European Spectacle

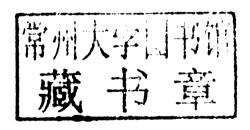
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Governance, Citizenship and the New European Football Championships

Over the past decade, European football has seen tremendous changes impacting upon its international framework as well as local traditions and national institutions. Processes of Europeanization in the fields of economy and politics provided the background for transformations of the production and consumption of football on a transnational scale. In the course of such rearrangements, football tournaments like the UEFA Championship or the European Champions League turned into mega-events and media spectacles attracting ever-growing audiences. The experience of participating in these events offers some of the very few occasions for the display and embodiment of identities within a European context.

This volume takes the 2008 EUROs hosted by Austria and Switzerland as a case study to analyze the political and cultural significance of the tournament from a multidisciplinary angle. What are the special features and spatial arrangements of a UEFA-esque Europe, in comparison to alternative possibilities of a Europe? Situating the sport tournament between interpretations of collective European ritual and European spectacle, the key research question will ask what kind of Europe was represented in the cultural, political and economic manifestations of the 2008 EUROs. This book was published as a special issue of *Soccer & Society*.

Wolfram Manzenreiter is associated with the Department of East Asian Studies, University of Vienna, where he teaches modern Japanese society. His research is mostly concerned with issues of sports, popular culture, media, and labor in a globalizing world.

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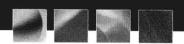
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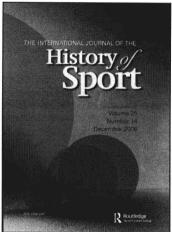
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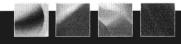


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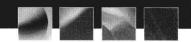


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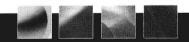
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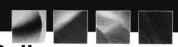
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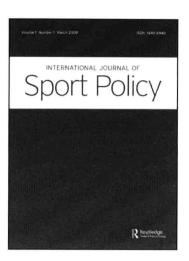
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INTRODUCTION

Governance, citizenship and the new European Football Championships: the European spectacle

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Introduction

For any well-informed observer of European affairs, the cultural significance of football in Europe is evident to such a degree that football must be appraised as the one ubiquitous exception to the 'largely un-European mental universe of most Europeans'. Notwithstanding the pluralities of nations and political systems or the competition between regions and economies, '... what really united Europe was football', said the late New York-based scholar of European history Tony Judt. The centrality of football in European cultures and societies has been established over time by its unique position as the national sport in almost any European country. In terms of popularity, participation rates, spectator turn-out, media presence, market size and marketing appeal, European football has not stopped growing in significance, even though tremendous changes have been set into motion over the past one or two decades. Processes of Europeanization in the fields of economy and politics provided the larger background for transformations of the production and consumption of football on a transnational scale, impacting upon its international framework as well as national institutions and local traditions. In particular, the growing dominance of the free market, which has been championed by the European Union ever since the Maastricht Treaty was launched in 1992, left its mark on club squads, national league rankings and the comparative significance of national and international tournaments. During the course of these new arrangements, Europe's inter-regional football tournaments like the UEFA Championship (hereafter the EURO) or the European Champions League transmogrified into mega-events and media spectacles of the first order, attracting ever-growing audiences within football stadia, host cities, European member nations and beyond.

Writing about football in 'The New Europe', Anthony King argued that a Durkheimian approach to the 'European ritual' of club football unearths the larger transformations of social relations and institutions within the political economy of a consolidating Europe.² His observation of the decentring of national or nationalist dimensions and the emergence of an embryonic 'European consciousness' among football fans is partly echoed by Levermore and Millward, even though they are aware of the fact that football can be simultaneously used as a vehicle to resist the formation of any such pan-European identification and to protest against the forces behind the processes of transnationalization in Europe.³ Our very own contribution to the ongoing debate on football in the European mind is based on a multidisciplinary reading of

the EURO 2008 and some of its ramifications, past and present. We agree with many commentators on the general observation that the European football mega-events, including the championship of national teams and club teams, have gained in significance in economic and cultural terms. We also consent to the claim that these and other transformations have been primarily triggered by a changing political environment and economic interests seeking to maximize profit-making under renewed legal conditions. We would not take issue with the general assertion that the realignment of fan solidarities across regions has a potential impact on the definition of new transnational collective identities, even though we do not foresee the complementary development, and ultimately acceptance, of Europe as a 'Nation XL'.⁴ However, there is something more we have come to notice, and this is of great concern for the future of citizenship and governance within a European context.

Forestalling our conclusions, we dissociate ourselves from a reading of football as European ritual in which 'the social relations and social groups which are central to European society emerge with a clarity and force which is often absent elsewhere'. Instead, we consciously employ the notion of 'European spectacle' when referring to the EURO in order to highlight the opalescence and opaqueness of a progress in which football has transgressed its traditional boundaries and expanded into new realms of public space and public sphere. The notion of spectacle is particularly well suited to emphasize a number of basic presuppositions we have on the nature and provisional outcomes of this transformation. First, the spectacular of the football tournament is very useful in practical terms to cover all the paradoxes, fissures and dissonances associated with the European multitude. As a matter of fact, Europe means different things to different people, and the intellectual labour of deconstruction which challenges and debates European identity is part of its cultural heritage.

The following section of our introduction to Governance, Citizenship and the New European Football Championships: The European Spectacle will demonstrate the plurality and variability of the sometimes fragile, but in any instance fabricated, concepts of Europe in the particular contexts of political integration, the European framework of football bureaucracy and territorial spread. Second, and more to the point of the political consequences, the spectacle form conceals the transformation of organizational forms of power which are largely occurring without open public debate. The football spectacle is part of a wider process of the spectacularization of society in the sense that the definition of the public is increasingly subjugated to the needs of those forces that are emerging as the new political and economic elite within the context of Europe. These changes of governance, which impact on the definition of the public as much as on the notion of citizenship, may have started in the fields of sports and football but they do not end there. Hence their impact extends to any European citizen and the conceptualization of subject and state under the new forms of governance, as we discuss in the third section. We deal with the issue of spectacle and its political functions in greater detail in the fourth part of our introduction. In the final section, we summarize the debate on the 'New European Football Championships' asking what has changed, what is likely to be changed in the future and what are the conditions for its economic, cultural, as well as democratic sustainability?

What do they know of Europe, who only of Europe know?

Kipling's well-known lamentation on the ignorance of his English fellowmen who failed to recognize how much their social and economic way of life was owed to the

oppressive conditions of colonial rule has been rephrased in various situations of relevance to the relationship between sport and the politics of representation. Most famously, C.L.R. James asked 'What do they know of cricket, who only of cricket know' to point at the working of colonialism and empire in the British game, which he criticized as an instrument of power and agent of political ideology. In The European Ritual, Anthony King asked 'what do they know of Europe, who nothing of football know' to emphasize the significance of football for the symbolic display of social relations and passions within Europe and its potential impact on forging new identities in contemporary Europe. With regard to the EURO, we agree that a comprehensive knowledge about the production, management and governance of the football tournament will generate new insights into the meaning of Europe, or actually the making of meanings of Europe in progress. As stated above, we are more than just sceptical about the role of the EURO as a ritual in the sense that it symbolically displays the fabrics and principles of social reality; rather we believe that the European spectacle simulates an image of Europe that downplays the very concrete interests at stake in arbitrating the diversity of 'Europes' in terms of inclusion and exclusion, integration and boundary making.

Processes of Europeanization in football inevitably are bound to questions of territory and cultural identity. Yet to the geographer, Europe is something different than to the historian or the politician as the continental reference can relate to a physiographic distinction as well as to a cultural or a political one. Not only in the east and south-east with its seamless transition into Asian territory, boundaries often vary according to the positioning of the cartographer, historical conditions and particular objectives of parties involved in drawing the boundaries. In football, Europeanness is first of all defined and made visible by the right of a region to participate at European championships. For this purpose, a nation or a state must have its national association in charge of football be admitted by the governing body of European football, UEFA. The continental federation has recently seen its membership rapidly increasing after the downfall of the Iron Curtain and the dissolution of the former Soviet Union and its satellite states, and the Yugoslavian Republic, in the 1990s. Armenia, Georgia and Kazakhstan are some of UEFA's recent new-entrants from a region going beyond Europe's eastern geographical boundaries of the Ural Mountains or the Black Sea. In the south, Malta has long been considered part of Africa, like Cyprus, whereas Iceland in the north is geographically closer to Greenland than to the European continental shelf. Like Turkey and Israel, these 'fringe nations' have all been awarded formal European membership status as they are among the 53 UEFA member nations.

The expansion from the inaugural 25 members to its current size has impacted on the scope, duration and procedure of UEFA-owned and managed tournaments, their reach and relevance, market value and marketability. It has also affected the way the federation itself is organized and regarded as a political force and negotiation partner within different European frameworks. Internally, the diversity of members as well as the plurality of standards of membership have made any attempt of forging European unity and identity in football increasingly difficult. Fringe nations are not only located at the periphery of Europe, as Marschik reminds us in this issue; others are more centrally placed but have no entitlement to qualify for the European championships. Among them there are nations with a distinct language, tradition and collective consciousness of a cultural or ethnic community like the Basques or Catalans that even have a football association, but no state sovereignty. Others like Kosovo or Vatican City are sovereign but also not UEFA members. Then there are the irritating cases of

England, Northern Ireland, Scotland and Wales which have no state sovereignty but are recognized by UEFA as separate football associations for historical reasons and therefore expand the group of European Union-based football federations to a quantity exceeding the proper number of EU member states.

The European Union with its hybrid character of being a political project, a legal framework and a common market exerts strong and diverting influences on the conceptualization of Europe in the context of football. Particularly in political science, there is a tendency to limit the scope of Europe to the realm of the European Union. In this strict sense, Europeanization stands for 'the impact European integration is having on the individual nation states' as well as 'the strategies the individual Member States have adopted to respond to the challenges posed by European integration'. 8 For the level of European sports, this means that 'more and more legal instruments that are being adopted at European level also effect competences for sport. (...) At the same time, more and more decisions have been taken in the field of sport regarding the requirements the European Union is expected to meet. 9 As a consequence, the conditions under which football now operates as an industry in each of the European nations are increasingly Europeanized. Switzerland, co-host of EURO 2008 together with Austria, is deliberately a member of UEFA but non-member of the European Union. Hence questions of the country's placement within Europe through football and the impact of the European Championships on Swiss national identity have evolved quite naturally, as Koller points out in this issue.

One of the key aspects of the European Union's policy in regard to sport has been the protection of the single-market principles. The Bosman ruling in 1995 implemented the liberalization of the European labour market for professional football and had considerable consequences on transfer regulations and nationality restrictions of national associations. Even those countries which are not bound to EU legislation have felt the impact of the European Court of Justice's ruling and the symbiotic relationship between football and media organizations as their citizens became equally targeted as players by the hiring policy of Europe's better- and best-paying clubs. UEFA contributed to the 'EUization' of European football by intentionally producing rules that are compatible with EU law, like the 'UEFA homegrown player rule' and the 'UEFA club licensing policy'. These rules are virtually defining a cross-European space in which the football industry operates. The centralized monitoring of club finances is promoted to secure 'financial fair play' and planned to be obligatory for any club performing in European competitions. As a best practice, licensing as a new standard of governance is hoped to filter down gradually into the regulatory inventory of national associations, which would be another significant step in the Europeanization of football. UEFA, which has started to offer 'European solutions to Europeanized problems' of competitive imbalance, has assumed a privileged position to mitigate between the EU and national members throughout the larger Europe. 10

It must be noted that the dynamics inherent in this particular version of Europeanization are largely top-down. Brand and Niemann point to the fact that bottom-up and transnational processes and attempts to analyse their interplay have entered the debate only recently. Using the example of football, they argue for an understanding of Europeanization as a two-way process which is shaped by the interdependence of European and domestic levels. Moreover, they emphasize the fact that 'Europeanisation does not equate "EUisation": 'Rather the EU is only part (albeit an important one) of the wider fabric of cross-border regimes in Europe in which other (transnational) institutions and frameworks also play a role'. ¹¹ This can be exemplified by the type of

agency generating or resisting change, either by creating transnational spaces that impact on the governance of football or by reacting towards attempts of EU regulation. This view is further elaborated in Brand, Niemann and Spitaler's examination of the Austrian example and the case of broadcasting rights, the Bosman ruling and the impact of the UEFA Champions League and UEFA Cup (now Europa League) on Austrian football in this issue.

Armstrong and Mitchell, using Borneman and Fowler's conception of Europeanization. ¹² point to bottom-up practices of Europeanization that are not confined to elite actors and institutions but include 'everyday forms of social exchange which see "Europeans" increasingly interact with each other and thus practicing – if not "imagining" – a European community'. Sport, and especially the new European football, might be seen as a key site of such processes. ¹³ It could be argued, however, that football has played this role for a long time in the twentieth century (see Mittag and Legrand on historical phases in the evolution of the UEFA European Championships in this issue). Several authors have pointed to the role of the new European club football system – especially the UEFA Champions League – as a source of Europeanization, 14 and the televised European football market has been termed as a 'European public space'. 15 This has been observed in particular on the level of fan practices. It has been argued that the diversity of club teams players' line-ups in the post-Bosman era and the fact that many of the fans' favourite players at their local clubs are now non-nationals could change the fans' notions of representation and their 'existing identity patters' and create 'more "European" allegiances'. 16 The border-crossing popularity of some clubs from the big four European leagues (England, Germany, Italy, Spain) throughout Europe among many fans and *flaneurs* points to emerging transnational, post-traditional and de-territorialized fan cultures¹⁷ and to a 'Euro-cosmopolitanisation' of football cultures. 18 Anthony King, emphasizing the importance of 'new localistic' ties and forms of solidarity that are increasingly differentiated from national identifications or at least have led to 'overlapping and even contradictory groupings and affiliations between clubs and the national team', has pointed to a developing European consciousness among football fans that is evolving out of a higher number of away games in European cup competitions, knowledge of transport systems and cities, as well as contacts with other European fans. 19 But it must be noted that this consciousness is not based on a common European identity or history, but rather on the desire of most fans of bigger clubs to see their team recognized on a European level.20

In his analysis of the UEFA Under-17 Championship 2009 in Germany, Tagsold (in this issue) highlights that questions of 'Europeanness' are also negotiated at smaller European tournaments among organizers, participants and local audiences.

In marked contrast to cosmopolitan optimism, Markovits and Rensmann, in their comparison with the US-American sport space, emphasize the prevalence of 'collective particularism' in European football that manifests itself in a high interest in national teams and national sport stars, whose sporting careers are followed by their fans also when playing for other European clubs. This particularism has also been observed by Sanna Inthorn in her analysis of British and German media coverage of EURO 2008 (in this issue) and in several recent studies on media sport discourse and the production of national stereotypes through coverage of national teams. All Markovits and Rensmann argue that national sports cultures, characterized by national, regional and local collective identities, have been altered by the effects of post-industrial globalization and have, for instance, led to more inclusive,