THE GHOSTWRITERS

The European Union is often depicted as a cradle of judicial activism and a polity built by courts. Tommaso Pavone shows how this judge-centric narrative conceals a crucial arena for political action. Beneath the radar, Europe's political development unfolded as a struggle between judges who resisted European law and lawyers who pushed them to embrace change. Under the sheepskin of rights-conscious litigants and activist courts, these “Euro-lawyers” sought clients willing to break state laws conflicting with European law, lobbied national judges to uphold European rules, and propelled them to submit noncompliance cases to the European Union's supreme court – the European Court of Justice – by ghostwriting their referrals. By shadowing lawyers who encourage deliberate law-breaking and mobilize courts against their own governments, The Ghostwriters overturns the conventional wisdom regarding the judicial construction of Europe and illuminates how the politics of lawyers can profoundly impact institutional change and transnational governance.

Tommaso Pavone is Assistant Professor at the University of Arizona, where he researches how lawyers and courts impact social and political change. His work has been published in leading peer-reviewed journals and has won the LSA and the EUSA best dissertation prizes alongside APSA's Corwin Award. He holds a PhD from Princeton University.
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Lawyers and the Politics behind the Judicial Construction of Europe

Tommaso Pavone
University of Arizona
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This book concerns the politics of ghostwriters and their place in two worlds. First, it shadows lawyers in several national contexts in Europe as they choreograph legal actions and judicial decisions for others, triggering important policy reforms and institutional changes. In probing the influence of these actors in the social world, this book’s secondary aim is to rectify their place in the research world. The forging of the world’s sole supranational polity in Europe has spurred troves of perceptive scholarship. Therein, you will be hard-pressed to come across even passing references to the protagonists of this book.

And yet, many policymakers and jurists who witnessed firsthand the tortuous construction of the European Union (EU) and its legal order will likely know exactly who and what this book is about. They might even dismiss its findings as obvious. Yet well into the seven years it took to produce this manuscript, the implicit narrative that the following pages make explicit was hardly obvious to me. It took months before its contours became perceptible, years before I felt like I had a grip. In your hands is my imperfect yet best effort to piece this story together for you, in a more mercifully compressed span of time.

I wrote this book aspiring that it sit at the junction of several debates and research streams. Despite my initial worry that by trying to speak to everyone I would convince no one, I have been heartened that early drafts have been recognized by the three research communities that I most desired to engage: EU studies and comparative politics (the EU Studies Association [EUSA] awarded the dissertation prize to this manuscript, which also received an honorable mention for the Ernst B. Haas award of the European Politics section of the American Political Science Association [APSA]); law and society (this manuscript won the dissertation prize from the Law and Society Association [LSA]); and judicial politics (the manuscript received APSA’s Edward S. Corwin award). I owe the realization of my dream of becoming a university professor, in no small part, to the members of...
the foregoing award committees who put my research on the map as I navigated the bloodiest academic job market in recent memory.

In broad brushstrokes, what does this book add? For readers interested in comparative and EU politics, *The Ghostwriters* contributes a revisionist, bottom-up, and less teleological analysis of European integration that places legal practitioners at the heart of the study of institutional change and transnational political development. For the law and society community, this book illuminates in textured detail how lawyers mobilize their boundary position between states, societies, and international organizations to construct the litigation strategies of clients and the behavior of judges when both prove less inclined to change than we might think. And for students of judicial politics, *The Ghostwriters* recenters the presumed policymaking drive of courts by elucidating when and how lawyers fuel processes of judicialization often misattributed to innate judicial activism.

This book began its life as a PhD dissertation at Princeton University and grew into a book at the University of Oslo and the University of Arizona, racking up a number of debts along the way. The Princeton Institute for International and Regional Studies (PIIRS) and the Bobst Center for Peace and Justice funded an initial round of interviews in the summer of 2015. PIIRS became my dissertation-writing home, while the PluriCourts Center at the University of Oslo became my book-revising home, providing the first office I could proudly call my own – at least until the COVID-19 pandemic intervened. In fall of 2020 I presented a draft of the revised manuscript at the School of Government and Public Policy at the University of Arizona. A few weeks later, on the same day that television networks called the 2020 US Presidential election for Joe Biden, I received a call with a job offer from Arizona. With these news, I gained the peace of mind necessary to finish revisions. The primary financial support for the book’s fieldwork came from the American taxpayer, in the form of a Dissertation Grant (DDRIG) from the National Science Foundation’s (NSF) Law & Social Sciences Program. Conversely, support for completing the book came from the Norwegian taxpayer, via the Research Council of Norway and its Centers of Excellence funding scheme under project number 223274, which financed my postdoctoral fellowship in Oslo.

The argument of this book has not been published before, but some chapters integrate and reproduce select materials from my journal articles. Chapters 2 and 3 build upon my 2018 *Journal of Law & Courts* article, “Revisiting Judicial Empowerment in the European Union,”
ACKNOWLEDGMENTS

and expand its empirical scope from one country to three; a small selection of the interview evidence in Chapters 4 and 6 appears in my 2019 European Law Journal article (with Dan Kelemen), “The Evolving Judicial Politics of European Integration,” and my 2020 European Constitutional Law Review article, “Putting European Constitutionalism in Its Place”; finally, a draft of the case study in Chapter 7 was published as my 2019 Law & Society Review article, “From Marx to Market.”

Speaking of publishing, I am immensely appreciative of my acquisition editor, Tom Randall, and the series editors of the Cambridge Studies in Law and Society – Mark Massoud, Jens Meierhenrich, and Rachel Stern – who championed this project from the beginning and granted me more free rein than any first-time author can hope for. To be published in the flagship book series in socio-legal studies by the world’s oldest university press is an honor. Along the way, three anonymous reviewers took the time to read the draft manuscript and provide thoughtful and thought-provoking feedback, which served as a guide during the final stretch of revisions in the tumultuous days of the COVID-19 pandemic.

Beyond funders and publishers, a number of individuals deserve special praise for graciously hosting me in their homes across various Italian, French, and German cities and putting up with my frenetic fieldwork schedule: Michele and Bianca in Genoa, Vera in Milan, Andrea and Denise in Trento, Carlo and Mario in Naples, Francesco in Bari, Valeria in Palermo, Anthony in Paris, Dominique in Marseille, Alexander in Berlin, Killy in Munich, and my cousin Tommaso, my aunt Flavia, and my sister Federica in Rome.

Next, all of my 353 interviewees contributed to this manuscript by brokering contacts, taking me out to dinner, and dedicating their precious time to my research. I hope that I have done justice to your generosity and that you will recognize your voices in this book. I was also privileged to gain access to the Historical Archives of the European Court of Justice under the auspices of the European University Institute in Florence. I particularly want to thank Dieter Schlenker, the archives director, as well as Valérie Manthevon and Giuliano Terzuoli for their invaluable assistance in opening select archival files and securing permission to reproduce excerpts. I am similarly grateful to La Repubblica, leccenews24.it, and Valerio Saracino for permission to reproduce photos in Chapter 8, and to Fondazione Corriere della Sera for granting me permission to reproduce materials from the Historical Archive of Corriere della Sera in Chapter 7. Finally,
ACKNOWLEDGMENTS

I am indebted to Karen Alter for sharing archival and interview materials undergirding her first book, which blazed the way for scholars like me.

In the long and winding road to writing The Ghostwriters, a few mentors deserve special recognition. If I have been able to channel even a tiny fraction of the unrelenting energy, creativity, and interdisciplinarity of Kim Scheppele, I would consider myself blessed. A genuine champion for others, Kim is capable of advising one’s path in the academy (and in life) in ways that always leave you feeling realistic yet hopeful. She is the scholar, teacher, colleague, and mentor that I aspire to be. Dan Kelemen embraced an apprenticeship model that socialized me within political science. As we began to coauthor together, Dan taught me that intelligence does not derive from expressing the world’s complexity but from making its complexity intelligible. With Dan I gained not just a professional role model and intellectual partner but also a true friend. When the conformist pathologies of academic life proved too much, Paul Frymer helped bring me back to the light. In those moments when I felt like a misfit, Paul reminded me that I belong and that there is dignity in not chasing after fads. Finally, I began my PhD drawn to Andy Moravcsik’s towering stature in the discipline. I soon came to recognize Andy’s pugnaciousness as his form of flattery, a signal that your ideas are serious and worthy of critical engagement. I resurrected this skeptical spirit to keep myself honest, and this book is better for it.

My extended family of intellectual interlocutors – too many to name them all – has contributed indirectly to this project in essential ways. I am especially indebted to Chris Achen, Karen Alter, Amedeo Arena, Lola Avril, Paul Baumgardner, Chantal Berman, Erik Bleich, Fausto Capelli, Marta Cartabia, Pola Cebulak, Siv Cheruvu, Rachel Cichowski, Killian Clarke, Lisa Conant, Bill Davies, Julian Dederke, John Dilulio, Cassie Emmons, Chuck Epp, Federico Fabbrini, Orfeo Fioretos, Andreas Føllesdal, Jennifer Fredette, Bryant Garth, Tom Ginsburg, Laura Goffman, Mark Graber, Peter Hall, Terry Halliday, Silje Hermansen, Ran Hirschl, Mikael Holmgren, Dmitry Kochenov, Jan Komárek, Tomek Koncewicz, Lauren Konken, Jay Krehbiel, Jasper Krommendijk, Jeff Kucik, Paulette Kurzer, Tolya Levshin, Jack Levy, Mikael Madsen, James Mahoney, Dorte Martinsen, Mark Massoud, Roberto Mastroianni, Juan Mayoral, Sophie Meunier, Hans Micklitz, Steve Monroe, Daniel Naurin, Fernanda Nicola, Michal Ovádek, Laurent Pech, Ingolf Pernice, Will Phelan, Mark Pollack, Morten
ACKNOWLEDGMENTS

Rasmussen, Alessandro Rosanò, Urška Šadl, Enrico Salmini Sturli, Scott Siegel, Taylor St. John, Øyvind Stiansen, Dan Tavana, Geir Ulfstein, Antoine Vauchez, Manuel Vogt, Michelle Weitzel, Chad Westerland, Keith Whittington, Jennifer Widner, Deborah Yashar, and Yang-Yang Zhou. Some of these individuals may not remember it, but they shaped my growth as a social scientist by supplying inspiring conversations, thoughtful written feedback, essential contacts, and invaluable friendship when I needed it most.

Finally, I must acknowledge those whose love has warmed my spirit and kept me going. My parents, Gerardo and Fabrizia, took the gamble of leaving Europe for America with the futures of my brother, Alessandro, and me in mind. The United States has not always proven kind to their own aspirations, but of one thing I am certain: never would I have dreamt of becoming the first person in my family to obtain a PhD without my parents' courage and sacrifice. Their unrelenting love has since been bolstered by Jocelyn, Brian, Lorenzo, Klara Jaicel, and my partner, Carlos, an astonishingly beautiful human being who blesses my life daily with his kindness, whimsy, and those handsome black eyes that first struck me on that evening at the Metropolitan Opera in New York.

Dedicating something as abstruse as an academic book to those you hold dear has always struck me as a rather curious way of expressing gratitude. Then again, academics are a decidedly curious bunch. So forgive me, my loves, but this one is for you.

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