

Protecting and Promoting the **Health of NFL Players:**

Legal and Ethical Analysis and Recommendations

Chapter 9

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Coaches



Of all of the stakeholders considered in this Report, coaches have the most authority over players, and impose the most direct physical and psychological demands on them. Coaches can help players maximize their potential, but in some cases, may also contribute to the degradation of players' health. For these reasons and those discussed below, coaches are important stakeholders in player health.

Before we begin our analysis, it is important to point out that throughout this chapter we emphasize that the practice of coaches is likely heterogeneous from club to club at least to some extent. Nevertheless, we were unable to interview coaches as part of this Report to gain a better understanding of their work. In November 2014, we notified the NFL that we intended to seek interviews with club personnel, including general managers, coaches, doctors, and athletic trainers. The NFL subsequently advised us that it was "unable to consent to the interviews" on the grounds that the "information sought could



directly impact several lawsuits currently pending against the league." Without the consent of the NFL, we did not believe that the interviews would be successful and thus did not pursue the interviews at that time. Instead, we have provided these stakeholders the opportunity to review draft chapters of the Report. We again requested to interview club personnel in July 2016 but the NFL did not respond to that request. The NFL was otherwise cooperative—it reviewed our Report and facilitated its review by club doctors and athletic trainers. The NFL also provided information relevant to this Report, including but not limited to copies of the NFL's Medical Sponsorship Policy (discussed in Chapter 2: Club Doctors) and other information about the relationships between clubs and doctors.

In addition, in order to ensure that this chapter was as accurate and valuable as possible, we invited the American Football Coaches Association (AFCA) and the National Football League Coaches Association (NFLCA), both described below, to review a draft version of this chapter prior to publication. The AFCA reviewed the chapter but had no comments or suggested edits.¹ David Cornwell, the Executive Director of the NFLCA, reviewed the chapter and provided comments.

A) Background

The importance of NFL coaches to a player's career is obvious but cannot be understated. NFL coaches work incredible hours and face unrelenting criticism and pressure to succeed.² Coaches must be successful in order to retain their jobs and face pressure to provide good outcomes for the team. That pressure no doubt infects their relationship with their players and in some cases is transferred to the players. Head coaches are the individuals ultimately most responsible for the club's performance on the field and thus take on an immense stature and presence within the organization.^a Coaches largely determine the club's culture,³ dictate the pace and physicality of practice and workouts, and decide who plays—a decision often borne out by intense physical competition.^b Moreover, some head coaches are the final decision-makers on player personnel decisions.⁴

In a 2012 arbitration decision concerning allegations that New Orleans Saints coaches had instituted a "bounty" scheme to injure opposing players, discussed in detail below, former NFL Commissioner Paul Tagliabue, acting as arbitrator, described the control coaches have over players:

NFL players on average have short careers; their careers can end suddenly through injury or declining skills; players want to be good, cohesive members of the team, or unit, not complainers or dissenters; and players accept that they work for coaches, in "programs" conceived by coaches. These are programs for which coordinators and assistant coaches are often specially selected and hired to execute. Here we have a classic example: Head Coach Payton hired Defensive Coordinator Williams with directions to make the Saints' defense "nasty."

In such circumstances, players may not have much choice but to "go along," to comply with coaching demands or directions that they may question or resent. They may know—or believe—that from the coaches' perspective, "it's my way or the highway." Coaching legends such as George Halas and Vince Lombardi are not glorified or remembered because they offered players "freedom of choice."

While more recent and current coaches may debate whether and how much coaching approaches to "do it my way" have changed over time, it is clear that directions such as those given by the Saints' coaches in creating the Program are usually followed by most players. NFL head coaches told me in my seventeen years as Commissioner, "If players don't do it our way, they can find another team to pay them." 5

NFL club coaching staffs are large. A typical NFL coaching staff consists of 15 to 20 people: the head coach; an offensive coordinator responsible for the offensive plays and players; a defensive coordinator responsible for the defensive plays and players; a special teams coordinator responsible for the special teams plays and players; and, position coaches and assistant position coaches at every nearly every position in the game of football.

Considering the size of NFL rosters and the scope of a head coach's duties, most players communicate principally with their position coaches.^d For example, position coaches are the ones instructing and working with the players during practice. Yet given the rigid limits on on-field practice time

a See, e.g., Mark Fainaru-Wada & Steve Fainaru, League of Denial: The NFL, Concussions, and the Battle for Truth 213 (2013) (discussing New England Patriots head coach Bill Belichick ordering recently concussed linebacker Ted Johnson to participate in contact drills during practice and Johnson describing such pressure as common among NFL coaches).

b See, e.g., id. at 14 (discussing a particularly violent drill known as the "Nutcracker" and New England Patriots coach Bill Belichick's affinity for it: "Belichick believed the Nutcracker answered some of football's most fundamental questions: 'Who is a man? Who's tough? Who's going to hit somebody?'").

c Christopher R. Deubert, an author of this Report, and the firm at which he formerly practiced, Peter R. Ginsberg Law, LLC, represented former New Orleans Saints player Jonathan Vilma in the "Bounty"-related legal proceedings.

d Former Player 1 described his interactions with the head coach as "minimal interaction," while Current Player 1 stated "we spend every day with our position coach."

(three hours per day), 6 it is the off-field work that is increasingly important. It is perhaps in meetings and video sessions where position coaches provide their best instruction and get to know the players best.

Strength and conditioning coaches also play an important role in a player's career. As their title implies, strength and conditioning coaches are responsible for overseeing a player's general fitness and physical preparedness for NFL games.7 Strength and conditioning coaches create weightlifting and stretching programs for players and otherwise monitor and assist players to ensure that they are in the best possible condition to play each week.8 Given the importance of NFL players' health to the success of the team, NFL clubs and players consider strength and conditioning coaches to be among their most important coaches and staff. 9,e

The collective bargaining agreement (CBA) contains no references to or requirements for strength and conditioning coaches. Nevertheless, NFL strength and conditioning coaches typically have a college degree in exercise science or a similar discipline and certification from the National Strength and Conditioning Association.¹⁰

NFL coaches might be members of one, both, or neither of two relevant professional associations: the AFCA; and, the NFLCA.

The AFCA is a voluntary organization of more than 11,000 high school, college or professional football coaches.¹¹ The AFCA is largely directed towards college coaches. AFCA members vote for the weekly Coaches Poll, which is one of the long-standing principal methods for ranking and evaluating college football teams.¹² Nevertheless, the AFCA occasionally consults with the NFL¹³ and it is a wellrespected organization with a Boards of Trustees past and present that includes many of the most successful college football coaches in history.14

The NFLCA is more loosely organized than the AFCA. The NFLCA, in its own language, "is a voluntary non-union association that represents the over six hundred coaches and assistant coaches currently employed by the thirtytwo individual National Football League Clubs, as well as many retired coaches formerly employed by the NFL teams."15,f In February 2012, the NFLCA hired longtime

Coaches largely determine the club's culture, dictate the pace and physicality of practice and workouts, and decide who plays a decision often borne out by intense physical competition.

sports attorney David Cornwell as its Executive Director in a part-time capacity.16

Nevertheless, the NFLCA has a more subdued public status compared to the AFCA. The NFLCA has no website, does not negotiate the terms and conditions of coaches' employment, and rarely makes any positions known (to the extent it has any).

Current Legal Obligations⁹

The principal source for regulating the behavior of coaches is the CBA. The 2011 CBA contains multiple provisions governing coaches' health obligations to players. We summarize those provisions here:

- 1. Offseason Workouts: Offseason workout programs are limited to nine weeks total, separated into three phases of varying intensity and strict prohibitions against live contact.17 The 9-week limitation is reduced from the 14 weeks permitted under the prior CBA. 18 "The head coach and the Club[] are jointly responsible" for ensuring compliance with the offseason workout rules and are subject to fines beginning at \$100,000 for any violations.19
- 2. Minicamps: Each club is limited to one maximum mandatory minicamp for veterans, unless the club hired a new coach, in which case it can hold two mandatory minicamps.²⁰ Minicamps are limited to three days in length,²¹ and there is a strict prohibition against contact during minicamps.²² In addition, all on-field activities from minicamps must be filmed to ensure compliance.23 The head coach and club are jointly responsible for ensuring compliance with the preseason training camp rules and are subject to the same discipline scheme outlined in Article 21 governing Offseason Workouts.24

Current Player 6: "I think an important part in player health is the strength coach."

The NFLCA's status as a "non-union association" is important. If the NFLCA were to seek recognition as a union from the National Labor Relations Board, it might not be able to include all coaches in its membership. The National Labor Relations Act, the federal statute governing labor relations, exempts "supervisors" from its protections, which may include some coaches, particularly head coaches. Supervisors are defined as "any individual having authority, in the interest of the employer, to hire, transfer, suspend, lay off, recall, promote, discharge, assign, reward, or discipline other employees, or responsibly to direct them, or to adjust their grievances, or effectively to recommend such action[.]" 29 U.S.C. § 152(11); 29 U.S.C. § 164.

The legal obligations described herein are not an exhaustive list but are those we believe are most relevant to player health.

- 3. **Preseason Training Camps:** Preseason training camps begin on July 15 at the earliest.²⁵ Two-a-day practices can occur only if certain criteria are met: "(i) players may be on the field for a total of no more than four hours per day; (ii) players may participate in no more than one padded practice per day, which shall be no longer than three hours of on-field activities; (iii) there must be at least a three hour break after the practice; and (iv) the second practice on the same day may only be for a maximum of the remaining available on-field time, and shall be limited to only 'walk-through' instruction (i.e., no helmets, full-speed pre-snap, and walking pace after the snap)."26 In addition, all on-field activities from preseason training camp must be filmed to ensure compliance.²⁷ The head coach and club are jointly responsible for ensuring compliance with the preseason training camp rules and are subject to the same discipline scheme outlined in Article 21 governing Offseason Workouts.28
- 4. Regular Season and Postseason Practices: Clubs are limited to 14 padded practices during the season and one per week during the postseason.²⁹ During such practices, on-field activities are limited to three hours per day.³⁰ Players must have at least four consecutive off days during bye weeks.³¹ All regular and postseason practices must be filmed to ensure compliance.³² The head coach and club are jointly responsible for ensuring compliance with the preseason training camp rules and are subject to the same discipline scheme outlined in Article 21 governing Offseason Workouts.³³
- 5. Days Off: Clubs are required to provide players with five off days during preseason and four off days per month during the regular season (not including days off during bye weeks).³⁴

C Current Ethical Codes

The AFCA maintains a Code of Ethics.³⁵ The Code of Ethics, last updated in 1997, is 20 pages long and covers nine coaching contexts: responsibilities to players; responsibilities to the institution; rules of the game; officials; public relations; scouting; recruiting; game day; and, all-star games.³⁶ The AFCA's Code of Ethics is principally geared toward college football coaches with its references to recruiting and academic endeavors. Consequently, our analysis focuses on those provisions relevant to players, and, player health in particular.

The Code of Ethics is premised on a 1927 report from Fielding Yost,³⁷ a college football coach from 1897 to 1926, including 25 seasons at the University of Michigan. Yost's report included ten ethical standards by which he believed all coaches ought to abide, including "to consider the welfare of the players of paramount importance at all times and not to countenance their exploitation for

personal or private gain."³⁸ Article One of the current Code of Ethics, entitled Responsibilities to Players, expounds on Yost's proclamation:

- 1. In his relationships with players under his care, the coach should always be aware of the tremendous influence he wields, for good or bad. Parents entrust their dearest possession to the coach's charge; and, the coach, through his own example, must always be sure that the young men who have played under him are finer and more decent men for having done so. The coach should never place the value of a win above that of instilling the highest desirable ideals and character traits in his players. The safety and welfare of his players should always be uppermost in his mind, and they must never be sacrificed for any personal prestige or selfish glory.
- 2. In teaching the game of football, the coach must realize that there are certain rules designed to protect the player and provide common standards for determining a winner and loser. Any attempts to circumvent these rules, to take unfair advantage of an opponent, or to teach deliberate unsportsmanlike conduct, have no place in the game of football, nor has any coach guilty of such teaching any right to call himself a coach. The coach should set the example for winning without boasting and losing without bitterness. A coach who conducts himself according to these principles need have no fear of failure, for in the final analysis, the success of a coach can be measured in terms of the respect he has earned from his own players and from his opponents.
- 3. Prompt and professional medical attention is a responsibility of the coach. The diagnosis and treatment of injuries is a medical problem; a coach should not involve himself with the diagnosis of any injury. It is important that a solid, independent, and competent medical program of diagnosis and treatment be established and that a coach support such a program in the best interest and well-being of his players.
- 4. Under no circumstances should a coach authorize or tolerate the use of illegal or performance enhancing drugs. All medicines used by student-athletes should be under the direction of a physician or other appropriate medical personnel.
- A coach should know and understand rules of eligibility and not violate any rules that would jeopardize his institution or players under his direction.
- 6. Academics and athletics are a joint effort, each providing benefits to the participants. A coach should encourage the proper time-management skills to his men that will allow them to achieve success both on the playing field and in the classroom. A coach should support the academic endeavors of his players.

The NFLCA does not have a Code of Ethics.

D) Current Practices

As described in the Background, coaches remain predominant figures in an NFL player's career. Players indicated that their relationships with coaches varied (Current Player 5: "it's very individual"; Current Player 6: "it depends on the coach.")h Nevertheless, players also discussed that there is often a very different relationship between players and coaches when the coaches were themselves NFL players. Players generally view these coaches as more credible and sympathetic.ⁱ Current Player 6 said "I think coaches that have played kind of understand things a little bit better." Similarly, players also often develop close relationships with their position coaches, with whom they spend most of their time. Despite these bonds, players are still reluctant to discuss health-related issues with the coaches for fear that the information will be relayed through the organizational hierarchy.

Interviews and discussions with players and contract advisors revealed continuing concern that coaches place strong implicit (and sometimes explicit) pressure on the players and medical staff concerning a player's treatment and return to play:^k

- Current Player 4: "I think that [player health] is much less of a priority to them than winning and/or producing the best players on the field and getting the best production out of them [T]here is a certain level of distrust with the coaches."
- Current Player 5: "I've heard a coach tell a player, 'You need to get better, you need to get healthy or else you're going to get cut because you're missing out on [practice]." "I heard a coach . . . say 'If you pull this muscle again, I'm cutting you or I'm fining you[.]"
- Current Player 7: "[I have heard coaches say] so what's the verdict on him? Are they going to be back in time? We need him."
- h Current Player 8 said: "For guys like me who bounce around, and spend a season or a few weeks in a place, I don't think coaches care that much about my health."
- i See also Rob Huizenga, You're Okay, It's Just a Bruise 231–32 (1994) (in discussing former Raiders coach Art Shell, "Shell looked me straight in the eye and said, 'Tell [the player] not to worry, I understand perfectly. I was a player. I'm not going to let him put one foot on the practice field until he's one hundred percent.").
- j Current Player 9: "I think position coaches have a little more invested in the individual players and so they care a little bit more about your situation." We reiterate that our interviews were intended to be informational but not representative of all players' views and should be read with that limitation in mind.
- k Former Player 3 disagreed: "Coaches would obviously want to know from the medical staff, 'hey, will the guy be able to play?' But I would say they never put any pressure." Also of note, A 2015 study found that 53.7 percent of clinicians (doctors or athletic trainers) in college sports reported having experienced pressure from coaches to prematurely clear athletes to return to participation after a concussion. Emily Kroshus et al., Pressure on Sports Medicine Clinicians to Prematurely Return Collegiate Athletes to Play After Concussion, 50 J. Athletic Training 944 (2015).

- Current Player 8: "The head coach meets with the head trainer and says, 'You know, this guy's on the bubble . . . we need him this Sunday.' And he gets bumped off of the bubble."
- Current Player 10: "[I]t can get a little testy because, in general, the coaches want the players on the field and the trainers do what's best for the players But [the] coaches, their job is to win games, and it's such a bottom line business for them and so they want their best players out there."
- Former Player 2: "The NFL is a performance business So if you're not winning football games and the head coach is on the hot seat and his star player is nursing their hamstring issue, there's going to be pressure on the trainer to get the guy out there."

Moreover, one contract advisor interviewed relayed that he has had players tell him that assistant coaches have told players that "the concussion protocol that the NFL has in place is nonsensical and that if they feel good enough to go, they should." Nevertheless, Current Player 2 did also "think that the coaches are genuinely concerned about player health." Former Player 2 agreed that coaches are generally "concerned" about player health but noted that the high turnover of players in the NFL often prevents coaches and players from having any relationship that would cause the coach to care. Finally, Current Player 10 believes that, while "there's been a [positive] shift in the last five to ten years" concerning coaches' attitudes towards player health, he did not "think player health is the number one concern for coaches. It's wins and losses."

The implicit pressure to play often comes from comments made by coaches.³⁹ A common phrase attributed to NFL coaches is that "sometimes the best ability is availability."^{40,0} Former San Francisco 49ers linebacker

- For examples of situations in which coaches allegedly pressured players to return to play, Mark Fainaru-Wada & Steve Fainaru, League of Denial: The NFL, Concussions and the Battle for Truth 129 (2013) (discussing former New York Jets head coach Bill Parcells effectively ordering concussed tight end Kyle Brady to return to the field during 1999 playoff game); id. at 213 (discussing New England Patriots head coach Bill Belichick ordering recently concussed linebacker Ted Johnson to participate in contact drills during practice). In addition, strength and conditioning coaches should be differentiated from the football-specific coaches. When players are rehabilitating their injuries, they generally do it under the supervision of the athletic trainer and strength and conditioning coach on a separate practice field away from the coaches and other players.
- "I've noticed our coaching staff say, 'Hey, get him out of there, he doesn't look right.'"
- Former Player 3 also believes that coaches care about player health: "It doesn't do the coach any good if the guy is out there and he's not right."
- Similarly, according to former Seattle Seahawks club doctor Pierce Scranton, one former Seahawks head coach instituted a "no practice, no play" rule, whereby if players were too injured to practice, they could not play in the next game. According to Scranton, the rule was intended to pressure players to practice even while hurt or injured. Pierce E. Scranton, Jr., Playing Hurt: Treating and Evaluating the Warriors of the NFL 169 (2001).

Gary Plummer described the pressure from coaches as follows:

The coaches had euphemisms. They'll say: 'You know, that guy has to learn the difference between pain and injury.' Or: 'He has got to learn the difference between college and professional football.' What he's saying is the guy's a pussy and he needs to get tough or he's not going to be on the team. It's a very, very clear message.⁴¹

Interviews and discussions with players and contract advisors revealed continuing concern that coaches place strong implicit (and sometimes explicit) pressure on the players and medical staff concerning a player's treatment and return to play.

Plummer's comments are buttressed by a 2016 comment from Miami Dolphins head coach Adam Gase concerning star wide receiver DeVante Parker's injury problems:

Sometimes it takes some guys more time to learn more than others. Eventually you get tired of being the guy standing on the sideline. I do think he's a little frustrated. He's been the odd man out all the time. Eventually . . . he will know how to push through certain kinds of pain. 42

Nevertheless, several players also seemed to excuse the coaches' actions as inherent to the NFL:

- Current Player 2: "It's the culture of football, coaches want their players on the field and they're going to apply that pressure to their trainers."
- Current Player 6: "[M]ost coaches and pretty much anyone in this business has to look out for themselves."
- Current Player 8: "I don't want to condemn them for [placing pressure on the medical staff], but that's the job. The coach absolutely needs the parts to the machine to be out there for it to function."

Additionally, there is some evidence that in recent years coaches have largely removed themselves from player health decisions, perhaps a change from years past. Moreover, coaches that do not have good reputations among players might find it challenging to recruit players to join the club during free agency.

One incident in which a coach positively involved himself in a player health matter is worth mentioning. In a 2015 game, the Pittsburgh Steelers' medical staff suspected a player of having sustained a concussion and thus attempted to evaluate the player. When the player resisted the evaluation in hopes of staying in the game, Steelers head coach Mike Tomlin intervened and told the player "You will listen to these doctors, and you'll do it now." The player was then evaluated and removed from the game.⁴³

Two additional incidents bear mentioning to shed light on the role of coaches in today's NFL.

First, in March 2012, the NFL issued a press release alleging that New Orleans Saints coaches and players had participated in a "bounty" scheme whereby coaches and players provided financial rewards for good plays as well as for injuring opposing players in violation of NFL rules.⁴⁴ On March 21, 2012, about three weeks after the initial press release, the NFL suspended and fined Saints coaches and officials.⁴⁵ The Saints were also fined \$500,000 and required to forfeit second round draft picks in the 2012 and 2013 NFL Drafts.⁴⁶

The Saints and the coaches accepted the punishments, *i.e.*, did not pursue legal action, while denying the facts upon which the punishments were based.⁴⁷

On May 2, 2012, the NFL suspended four players for their alleged involvement in the "bounty" program.⁴⁸ The players challenged their discipline through various legal options including through CBA arbitration mechanisms and in federal court.⁴⁹ Ultimately, former NFL Commissioner Paul Tagliabue presided over a four-day arbitration designed to ascertain the truth of the NFL's allegations and the fairness of the NFL's punishment.⁵⁰

On December 11, 2012, former Commissioner Tagliabue issued his decision, vacating all discipline against the players but "affirm[ed]" Commissioner Goodell's finding that the players engaged in conduct detrimental to the game of football, except as to one of the four players. Commissioner Tagliabue principally placed the blame for any wrongdoing on the Saints' coaches and organization and faulted

[•] Former Player 2: "[Putting pressure on the medical staff] is just the nature of the beast."

p Contract Advisor 6 expressed a similar sentiment: "[S]o many coaches believe you play hurt."

Commissioner Goodell's efforts to change a long-standing practice in the NFL too quickly and with insufficient notice to the clubs and players.⁵¹ Tagliabue's decision made clear that the players were under tremendous pressure to follow the coaches' lead.

Commissioner Tagliabue had particularly strong words for the coaches. Tagliabue "condemn[ed]" the Saints' coaches for having created the pay-for-performance program, for pressuring a player to lie, and for their "irresponsible," "persistent and flagrant contempt for clear League rules and policies regarding player safety."52 By vacating the player discipline, Commissioner Tagliabue principally laid the blame for any wrongdoing on the Saints' coaches.

Second, on October 28, 2013, Miami Dolphins offensive lineman Jonathan Martin left the Dolphins and checked himself into a nearby hospital, requesting psychological treatment. In the weeks and months that followed, it was reported that Martin had left the club as a result of bullying and harassment from his teammates, in particular fellow offensive lineman Richie Incognito.

On February 14, 2014, attorney Ted Wells and his law firm Paul, Weiss, Rifkind, Wharton & Garrison LLP released a report, commissioned by the NFL, entitled "Report to the National Football League Concerning Issues of Workplace Conduct at the Miami Dolphins." ("Wells Report.")53 To summarize, the Wells Report found the Dolphins locker room to be a place of inappropriate and abusive conduct by the players as well as, at times, some coaches. Of relevance, the Wells Report gave a generally negative view of offensive line coach Jim Turner's involvement in the situation, suggesting that Turner had failed to take action to correct some of the inappropriate behavior and improperly defended Incognito.

The Dolphins fired Turner five days after the Wells Report.

In September 2014, Turner, through the law firm Peter R. Ginsberg Law, LLC, issued a Response to the Wells Report which explained his exemplary career and his involvement in the Martin-Incognito situation.⁵⁴ Turner's response also included interviews with several Dolphins offensive linemen who disagreed with all or parts of the Wells Report.^q

Although neither situation resulted in litigation in which a coach was a party, both situations raised interesting questions concerning a coach's perceived and actual duties to his players.

E) Enforcement of Legal and Ethical Obligations^r

In the event a player or the NFLPA believes a coach has violated his obligations to the players, the player could try to commence a Non-Injury Grievance in accordance with the CBA. The 2011 CBA directs certain disputes to designated arbitration mechanisms^t and directs the remainder of any disputes involving the CBA, a player contract, NFL rules or generally the terms and conditions of employment to the Non-Injury Grievance arbitration process.55 Importantly, Non-Injury Grievances provide players with the benefit of a neutral arbitration and the possibility of a "money award."56

However, there are several impediments to pursuing a Non-Injury Grievance against a coach (or any club employee). First and foremost, coaches are not parties to the CBA and thus likely cannot be sued for violations of the CBA.⁵⁷ Instead, the player could seek to hold the club responsible for the coach's violation of the CBA.58 Second, the player's claim might be barred by workers' compensation statutes. Workers' compensation statutes provide compensation for workers injured at work and thus generally preclude lawsuits against co-workers based on the co-workers' negligence.⁵⁹ This was the result in the Stringer case (discussed in more detail below), and in multiple cases brought by NFL players against club doctors.⁶⁰ It is unclear how this bar would apply in an arbitration. Third, Non-Injury Grievances must be filed within 50 days "from the date of the occurrence or non-occurrence upon which the grievance is based,"61 a timeframe that is much shorter than your typical statute of limitations. And fourth, players

- Appendix K is a summary of players' options to enforce legal and ethical obligations against the stakeholders discussed in this Report. In addition, for rights articulated under either the CBA or other NFL policy, the NFLPA and the NFL can also seek to enforce them on players' behalves.
- See 2011 CBA, Art. 43 (discussing Non-Injury Grievance procedures). The term "Non-Injury Grievance" is something of a misnomer. The CBA differentiates between an "Injury Grievance" and a "Non-Injury Grievance." An Injury Grievance is exclusively "a claim or complaint that, at the time a player's NFL Player Contract or Practice Squad Player Contract was terminated by a Club, the player was physically unable to perform the services required of him by that contract because of an injury incurred in the performance of his services under that contract." 2011 CBA, Art. 44, § 1. Generally, all other disputes (except System Arbitrations, see 2011 CBA, Art. 15) concerning the CBA or a player's terms and conditions of employment are Non-Injury Grievances. 2011 CBA, Art. 43, § 1. Thus, there can be disputes concerning a player's injury or medical care which are considered Non-Injury Grievances because they do not fit within the limited confines of an Injury Grievance.
- For example, Injury Grievances, which occur when, at the time a player's contract was terminated, the player claims he was physically unable to perform the services required of him because of a football-related injury, are heard by a specified Arbitration Panel. 2011 CBA, Art. 44. Additionally, issues concerning certain Sections of the CBA related to labor and antitrust issues, such as free agency and the Salary Cap, are within the exclusive scope of the System Arbitrator, 2011 CBA, Art. 15., currently University of Pennsylvania Law School Professor Stephen B. Burbank.

Christopher R. Deubert, an author of this Report, previously practiced at Peter R. Ginsberg Law, LLC, and participated in the creation of Turner's response to the Wells Report prior to joining The Football Players Health Study at Harvard University.

likely fear that pursuing a grievance against a coach could result in the club terminating him.^u

As an alternative to pursuing a Non-Injury Grievance, the NFLPA (at the player's request) might request the NFL to enforce the terms of the CBA and issue the required punishment. For example, after reports of a fight between players during a June 18, 2014 minicamp for the defending Super Bowl champion Seattle Seahawks, the NFLPA filed a complaint and requested the videotape from the practice as was its right. The videotapes revealed extensive violations of the prohibitions against live contact during minicamps, resulting in a \$100,000 fine for Seahawks head coach Pete Carroll, a \$200,000 fine for the Seahawks, and the loss of two minicamp practices for the Seahawks in 2015. Moreover, the Seahawks were repeat offenders, having also violated the no-contact rules in 2012.

A player might also sue in court, but such lawsuits are unlikely to succeed for reasons discussed below. As a preliminary matter, while it is not uncommon for high school and youth sport coaches to be sued for their alleged involvement in a player injury,⁶⁵ research has only revealed two cases in which an NFL player (or someone on his behalf) sued an NFL coach.

In 2001, Minnesota Vikings Pro Bowl offensive tackle Korey Stringer died of complications from heat stroke after collapsing during training camp. 66 Stringer's family later sued the Vikings, Vikings coaches, trainers and affiliated doctors, the NFL, and equipment manufacturer Riddell. Of specific relevance, Stringer's family sued the Vikings' head coach and offensive line coach. In 2003, a Minnesota trial court granted summary judgment in favor of the Vikings, the head coach and the offensive line coach. 67 The court determined that the head coach and the offensive line coach were acting within the scope of their employment concerning Stringer's medical situation, were not grossly negligent, and thus were immune from liability pursuant to Minnesota's workers' compensation laws. 68

In addition to workers' compensation statutes, the CBA also presents a major obstacle for a player suing a coach. Lawsuits are another possible enforcement method, but face significant barriers. This is because the Labor Management Relations Act ("LMRA")69 bars or "preempts" state common law claims, such as negligence, where the claim is "substantially dependent upon analysis of the terms" of a CBA, i.e., where the claim is "inextricably intertwined with consideration of the terms of the" CBA."70 In order to assess a coach's duty to an NFL player and whether it was satisfied—an essential element of a negligence claim—the court would likely have to refer to and analyze the terms of the CBA, resulting in the claim's preemption.⁷¹ Preemption occurs even though coaches are not parties to the CBA and thus likely cannot be a party in any CBA grievance procedure. So long as the player's claim is "inextricably intertwined" with the CBA, it will be preempted. In these cases, player complaints must be resolved through the enforcement provisions provided by the CBA itself (i.e., a Non-Injury Grievance against the club), rather than litigation.

In a 1995 lawsuit, two Houston Oilers players alleged that the Houston Oilers general manager and strength and conditioning coach subjected the players to a phony and brutal rehabilitation program designed to coerce the players into quitting the club.⁷² The players alleged state law claims of coercion, duress, extortion, assault and battery, and intentional infliction of emotional distress. The United States District Court for the Southern District of Texas held that the players' claims were preempted by the CBA, because the CBA and the players' contracts governed rehabilitation programs.⁷³ The United States Court of Appeals for the Fifth Circuit affirmed.⁷⁴

While these avenues for actions against coaches seem unfruitful, the AFCA Code of Ethics does provide a potential enforcement mechanism. Pursuant to the Code of Ethics, the AFCA Committee on Ethics "is empowered to investigate any and all alleged violations of the Code . . . from any source[.]"⁷⁵ The Code of Ethics includes a robust hearing mechanism, including the presentation of evidence and calling of witnesses.⁷⁶ Nevertheless, the Committee's disciplinary authority is limited to a letter of reprimand or

u Current Player 8: "You don't have the gall to stand against your franchise and say 'They mistreated me." . . . I, still today, going into my eighth year, am afraid to file a grievance, or do anything like that[.]" While it is illegal for an employer to retaliate against an employee for filing a grievance pursuant to a CBA, N.L.R.B. v. City Disposal Systems Inc., 465 U.S. 822, 835–36 (1984), such litigation would involve substantial time and money for an uncertain outcome.

v Summary judgment is "[a] judgment granted on a claim or defense about which there is no genuine issue of material fact and on which the movant is entitled to prevail as a matter of law." Black's Law Dictionary (9th ed. 2009).

W Common law refers to "[t]he body of law derived from judicial decisions, rather than from statutes or constitutions." Black's Law Dictionary (9th ed. 2009). The concept of "preemption" is "[t]he principle (derived from the Supremacy Clause [of the Constitution] that a federal law can supersede or supplant any inconsistent state law or regulation." Id.

the suspension of membership.⁷⁷ Moreover, the AFCA typically does not go that far. Each year, the AFCA's Committee on Ethics meets at the AFCA's annual convention and reviews recent charges brought by the National Collegiate Athletic Association (NCAA) for violations of NCAA Bylaws and which involve college football coaches. The AFCA generally does not discipline the coaches involved in any way, and instead issues generic aspirational statements recommending and reminding coaches to be ethical and to follow NCAA Bylaws. Additionally, the AFCA's Committee on Ethics seemingly does not conduct any investigation of its own and only considers cases already adjudicated by the NCAA.

Finally, of the most relevance, the AFCA does not undertake to investigate or discipline NFL coaches for any violations of the AFCA's Code of Ethics, instead deferring to the NFL to handle such matters.⁷⁸ For these reasons the AFCA route for enforcing the legal and ethical obligations of the coach seems anemic.

Currently, the only enforcement of coaches' obligations concerning player health tends to be discipline by the NFL. It is thus suspect whether current practices and the current enforcement scheme are sufficiently protective of player health.

x The AFCA provided us copies of its Ethics Committee Reports from 2006 to 2015.

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F) Recommendations Concerning Coaches

Coaches have tremendous influence over a player's career and can make decisions or dictate policies or culture that have a substantial impact on a player's health. Many coaches develop close relationships with players, or are former players themselves, and are thus sensitive to protecting player health. Nevertheless, the inherent pressures of coaching sometimes cause coaches to make decisions or create pressures that are not in the best interests of player health. Unfortunately, when things go wrong, there are currently few, if any, fruitful avenues for players to pursue complaints against coaches related to their health. While we were unable to interview current coaches to gauge their viewpoints, we make the below recommendations to help improve the role of coaches in player health.

Goal 1: To hold coaches accountable for their role in player health.

Principles Advanced: Respect; Health Primacy; and, Justice.

Recommendation 9:1-A: The NFLCA should adopt and enforce a Code of Ethics that recognizes that coaches share responsibility for player health.

Codes of ethics provide important guidelines and instructions for a wide variety of professionals to ensure that they are conducting themselves in an appropriate and ethical manner. Currently, there is no code of ethics actively governing NFL coaches, which can and does allow for serious lapses concerning player health. To resolve the ethical void for NFL coaches, there are seemingly three options.

First, the AFCA could take a more active role in NFL coaching matters, including enforcing its code of ethics against NFL coaches who are members of the AFCA. However, the AFCA's focus on college coaches and issues seems appropriate and it would likely be better if there were an organization solely focused on NFL coaches.

Second, if the AFCA is not well-suited to regulate NFL coaches, the NFLCA should be. The NFLCA seemingly has minimal resources and employees and engages in limited work. This seems to be a missed opportunity not only to advance the interests of NFL coaches but, also for our concerns here, to ensure the proper involvement of coaches in the lives and health of their players. Thus our preferred solution and the one we recommend here is that the NFLCA evolve into a more robust and active organization, including the self-regulation of its coaches.

Third, in addition to self-regulation, if the NFLCA is unable or unwilling to take on the role of enforcing the ethical obligations of its coaches, the next best option is likely for such obligations to be included in the CBA. It would be preferable if coaches and the NFLCA voluntarily undertook to recognize and clarify their responsibilities, but if they do not, the NFLPA should seek to have such responsibilities outlined in the CBA—a change the NFL should appreciate and willingly accept.

A code of ethics for NFL coaches should cover at least the following topics: coaches' obligations to players, including to help support players in preparation for post-football life; coaches' obligations to other players; communications with medical staff; use of player medical information; and, handling conflicts of interest, including winning and player health. Below, we elaborate on some of these issues.

• Coaches should establish a locker room culture in which players and their health and safety are respected. Coaches' influence in the locker room cannot be understated — they set the tone and culture for the organization and players respond and comport themselves according to the culture preferred by the coaches. To that end, if the coaches create a locker room centered around toughness

y As described more fully in the Introduction, Section 2(B): Description, citing ongoing litigation and arbitration, the NFL declined to consent to our request to interview persons currently employed by or affiliated with NFL clubs, including coaches, general managers, doctors and athletic trainers. Therefore, we did not pursue interviews with these individuals.

Recommendations Concerning Coaches – continued

and where playing through injuries is required, players are likely to make decisions that negatively affect their health. Moreover, such decisions could negatively affect the club if the player returns to play too soon and worsens his injury, requiring him to miss even more playing time. Ideally, coaches will respect a player's medical condition and his right to be treated in a way that is in the player's best interests.

- Coaches should orient communications with players about their health so as not to create undue pressure on the player where it may be detrimental to player health. Players are under incredible pressure to play and to play well. They know that coaches control their careers in many respects and thus feel intense pressure to impress the coaches, including their ability to play through injuries. Questions and comments from coaches such as, "How are you feeling?" "Are you good to go today?" or "You know we really need you out there" carry the implications that the player must be ready to play and perform, regardless of the player's actual health status. as We recognize that such questions from coaches might come from genuine concern and that we want players and coaches to establish a meaningful relationship in this regard. Nevertheless, coaches should also recognize the implicit pressures created by these types of comments. Additionally, coaches cannot be faulted for later using the information conveyed by the player in considering the player's roster status, whether in the short or long term. Consequently, coaches should approach conversations with players concerning their health with sensitivity and the players' potential concerns in mind.
- Coaches should consider, respect and care about players' post-career lives while the player is playing for that coach. Although the NFL and NFLPA disagree as to the average length of an NFL player's career, it is undeniably short—somewhere in the three to six year range. 79 Thus the average NFL player will be out of the NFL well before his 30th birthday. And although NFL player salaries are relatively substantial, few, if any, NFL players could reasonably be expected to live another 50 to 60 years on the income earned in their 20s. Almost all players will need to find a career after football. Coaches and club executives should actively encourage their players to consider their post-career options and provide them the flexibility to further their post-career options where it does not undermine the player's and coach's commitment to winning.ab
- Coaches should not encourage in any way the injury of opposing players. While the exact details of the New Orleans Saints' "pay-for-performance"/"bounty" system are unclear and debated, the situation did bring into focus the possibility that NFL coaches, in their attempts to motivate their players, might occasionally use language that promotes or suggests that players should attempt to injure their opponents, or go even further to encourage such behavior. Even if such language is hyperbole or overheated rhetoric, players may take such words literally as part of their enthusiasm for the game and in an effort to please their coaches. Moreover, it is the coaches' obligation to ensure that their players play and conduct themselves within the rules. Language tending to promote the injury of opposing players does not serve this obligation and threatens the safety of players.
- Coaches should ensure that the medical staff acts independently and does not feel pressured to act in any way other than in the player's best interests. Coaches are not medical professionals and thus are not qualified to opine on a player's medical condition or treatment course. Historically, at least some coaches have unduly influenced club doctors, clubs, and players to take actions that might jeopardize the player's health for the sake of winning. Such actions violate the player's right to a doctor concerned with his best interests and unfairly take advantage of players' (and perhaps also the club doctor's) eagerness to win the approval of their coaches. In order to prevent these situations, clubs and coaches should provide the medical staff the latitude to provide medical care to the players without influence from non-medical staff. Fortunately, there is reason to believe coaches are largely uninvolved in player health decisions today, but a clear ethical rule prohibiting any such involvement is still necessary to avoid these dangerous situations.

As is explained in Chapter 2: Club Doctors, we recommend that information about player health be relayed to coaches through a summary form known as the Player Health Report. This approach minimizes some of the concerns explained in this Section.

aa Current Player 9: "A lot of time the coaches can't help themselves but to throw little comments about. 'When can we have you back.' 'how do you feel.' And sometimes they're honest questions, but a lot of times they are probing questions because they want to know when they're going to get that player back I hate it when I hear a coach ever making light of an injury 'this is not something serious enough to keep somebody out,' or whenever they try to challenge someone's manhood so to speak and their toughness. Those just are things that don't need to be said."

ab For example, during the 2014 season, Chicago Bears head coach Marc Trestman approved of star wide receiver Brandon Marshall flying back to New Jersey each Tuesday to tape the television program "Inside the NFL." Trestman stated: "I trust Brandon He asked me about it. I trust him to make decisions that are in the best interests of the team first. I know Brandon. I know he'll do that. So I have complete faith that the team always comes first, football has always come first to him, and I believe he'll work it out to where it won't distract him from doing his job." Bob Wolfley, Bears' Coach Marc Trestman Approves of Brandon Marshall's 'Inside the NFL' Gig, SportsDay with Bob Wolfley Blog (Aug. 18, 2014), http://www.jsonline.com/blogs/sports/271721501.html, archived at http://perma.cc/4N68-3ENY.

Recommendations Concerning Coaches – continued

• Coaches' interests in winning should not supersede player health. While coaches have legitimate interests in winning, and face tremendous pressure to do so, those interests cannot cause coaches to act in such a way that jeopardizes player health. We recognize it is difficult to determine at what point a player's health, whether short- or long-term, becomes jeopardized and that coaches are not medical professionals. Consequently, if the above-bulleted recommendations concerning the independence of the medical staff are followed, coaches should be free from concerns about player health and can focus solely on winning. To the extent coaches are still in a position to affect player health, they should immediately involve the proper medical staff to ensure that the situation is handled with the appropriate expertise and care.

In order for the recommended NFLCA Code of Ethics to be effective, all NFL coaches must be members of the NFLCA. While it is unclear whether or not all coaches currently are members, it might be necessary for the CBA to require that all coaches be members or otherwise be bound by the proposed Code of Ethics.

Finally, enforcement is essential. Violations of a professional code of ethics should include meaningful punishments, ranging from warnings and censures to fines and suspensions. Again, in order to be effective, the enforcement and disciplinary schemes might need to be included in the CBA.

Recommendation 9:1-B: The most important ethical principles concerning coaches' practices concerning player health should be incorporated into the CBA.

As discussed above, professional self-regulation is important and useful. However, professional codes often fail to be sufficiently enforced. Additionally, player health and coaches' obligations towards player health are too important to leave in the hands of coaches alone. In particular, it currently seems unlikely that the NFLCA has the resources to adopt and enforce a meaningful code of ethics. Consequently, incorporating at least some of the above-mentioned ethical concepts, particularly those concerning player health primacy, into the CBA is likely necessary, along with appropriate enforcement mechanisms.

Recommendation 9:1-C: Coaches should consider innovative ideas and methods that might improve player health.

Helmet-to-helmet hits are a leading cause of concussions. ⁸⁰ As a result, the NFL has increasingly penalized such hits while also emphasizing safer tackling methods, which reduce helmet-to-helmet contact. To reinforce those safer tackling methods, the University of New Hampshire football team occasionally practices tackling without helmets. ⁸¹ Players believed that the drills helped them to learn how to tackle by using their chest and legs as opposed to their heads. ⁸² Similarly, NFL coaches and players should consider whether new practice drills can be implemented that might improve player health.

For example, in 2015, Dartmouth College's football team also introduced a new practice component designed to improve player health. Engineering students at the college created motorized tackling dummies that players can tackle during practice, as opposed to other players.⁸³ Indeed, in 2016, the Pittsburgh Steelers began using a motorized tackling dummy.⁸⁴ Moreover, based in part on Dartmouth College's new tackling dummy, in 2016, the Ivy League banned full-contact hitting and tackling during regular season practices.⁸⁵ Such innovations should continue to be studied and, if successful, might also prove useful to NFL coaches and players and thus should be considered.

Additionally, it would likely be helpful if coaches had a forum in which to share innovative ideas and methods that might improve player health. Nevertheless, we acknowledge that coaches are likely to have concerns about sharing information they might regard as a competitive advantage with other clubs.

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