

2 Concepts and Framework

2.1 Definitions and Concepts

2.1.1 Events and EURO 2008

Alongside defining the term ‘event’, the relevant literature has developed five characteristics for distinguishing events: (1) the event schedule, (2) the event strategy, (3) the event period, (4) the event content and (5) the event size (Preuss et al., 2009, 26). While singular events in the area of art and culture (including historical jubilee celebrations and concerts) are considered as being of vital importance, singular events in sports are rather an exception and comparatively limited (ibid.) Events in the area of sport are typically considered as regularly held events within an event series (Kurscheidt, 2006). It is however to be differentiated between guest-events being held from a term of one up to four years at different venues such as World Championship or European Championships of the respective sport federations, or on the other hand the traditional tournaments, which are held at the same venue such as for instance in tennis or golf (ibid.). Even though the vast majority of event research focuses solely on big sport events, the central criteria of size represents a particular characteristic issue, for size must be viewed relative to the characteristic of an event under its respective environment (Schneider, 1993). Accordingly, it is vital that the appropriate scale is set from the event itself but also from its geographical and societal environment (Preuss et al., 2009, 27). Event literature proposes three conceptual typologies of major events: special-events, hallmark-events, major and mega (sport) events (Fanelsa, 2003; Allen et al., 2002; Rahmann et al., 1998; Getz, 1997; Hall, 1992) although the latter does not necessarily have to be solely linked to sport (Hiller, 2000a, 439). Kurscheidt (2009) explained that it seems to be most beneficial to differentiate those events after their primary intentions and functions. In order to avoid misusing the terms ‘major (sport) events’ or even ‘mega (sport) events’, a team from the Research Institute for Leisure and Tourism (FIF) at the University of Bern (Switzerland) defined the following characteristics for distinguishing between them (see Table 1): budget; medial attractiveness and television broadcasting; the number of active athletes; the number of supervisors, helpers (volunteers) and officials (functionaries); as well as the audience shares/figures (Müller, 2007a+b, 3). The threshold for a mega (sport) event is the exceeding of a minimum of three indicators, two of which must be the total event budget and the medial attractiveness and broadcasting (TV) (ibid.).

Table 1: Characteristics for distinguishing major sport events from mega sport events

Criteria	Limit size for major (large) sport events	Limit size for mega sport events	
Total event budget	> 1 Mio. CHF	> 50 Mio. CHF	MUST
Medial attractiveness and broadcasting (TV)	Own channel with live coverage or recorded through the host broadcaster SF DRS beyond the sport prime-time	TV and broadcasting rights sold in at least thirty (30) countries	
Number of active athletes	> 10'000	> 20'000	CAN
Number of supervisors, helpers, officials	> 1'000	> 5'000	
Audience shares/figures	> 20'000	> 100'000	

Modified following FIF University Bern, (2006) in Müller (2007b)

A convincing and prevailing differentiation categorizes mega events in an exclusive group of only four outstanding events: the (1) Summer and (2) Winter Olympic Games, (3) FIFA World Cup and (4) World Exhibitions (Hall, C. M., 1992; Hall, C. M., 1989, Rahmann et al., 1998). They differ from other events through their worldwide prominence, their particular size and universal significance and they are identified by a strong image and an event-specific identity or even a 'myth' (Preuss et al., 2009, 28; Getz, 1997, 6).

Considering this theoretical background, can the EURO 2008 be characterized or defined as a mega sport event as well? A mega event is by definition a short-term event of fixed duration (Hiller, 1998, 47). A mega event also has a high profile, not only producing a sustainable as well as measureable economic impact (Hiller, 2000a, 439; Hiller, 1998, 48; Preuss, 2006, 2) but also generating the intangible benefits of civic pride, boosterism and international image building (Persson, Anderson & Sahlber, 1998). Hiller notes that by looking beyond the event, it becomes evident that mega events can be analyzed as tools of government policy or ideologies (Hiller, 2000a, 439). It therefore involves political decision-making as well as the strategies of a country's government (Hiller, 1998, 48). Mega events can also be assessed in terms of their role in the process of capital accumulation through corporate sponsorships, media audiences and the commoditization of entertainment (Whitson and Macintosh, 1996). Once a particular city or country as well as the international sports governing bodies and the winning organizers jointly set out to organize a mega (sport) event, these bodies can be seen as 'footloose industries' as they are looking only at the event and their true interest in sustainability is limited (Preuss, 2012a, 21). The international dimensions of mega events are fundamentally shaped by the increasing independency of the venue from its societal system, which allows these types of events to be defined as footloose (or independent) industries (Müller, 2007a+b, 12). After all, the footloose industries themselves do not particularly need to take care of the environment and green economy. Thus, sustainable thinking has to be controlled by the government or organization that is responsible for the aftermath of the particular mega (sport) event (Preuss, 2012a, 25).

From the above characteristics it can be concluded that by definition mega sport events could be described as international events that, by way of their size, receive global attention and prominence. Mega sport events can be organized around the world in the exact same way with the same regulation and policies. Finally, classification of mega sport events is independent of the venue, the culture as well as the political and economic system.

Given this definition, the EURO 2008 in Switzerland can be defined as a mega sport event.

2.1.2 Legacy

“It is perhaps somewhat surprising that ever more cities compete to bid for big events, and base many aspects of their development on so-called ‘event strategies’ (Häußermann & Siebels, 1993), with only a vague idea about the complexity of event legacy and its uncertain nature” (Preuss, 2007a, 207).

The notion of good governance has helped to improve the failing of investigation of a ‘festivalization’ of city politics’ (Häußermann & Siebels, 1993). However, this ‘festivalization’ of city and/or country politics’ must still be subjected to a greater investigation, by sports organizations of mega sport events, politicians (government), citizens and scholars. There is still a huge potential for research on the budgeting of mega events (Preuss, 2012b, 2) and the hosts still bear the risk of creating huge cost overruns although not all legacies are positive, and as we will learn later they cannot be planned entirely. Notwithstanding, politicians (government) follow event strategies, because mega events can also spread a general spirit of optimism and create a spectacle for the public. They can create combined visions, attract exogenous resources and accelerate city development (ibid.). But politicians do it for the prestige (Szymanski, 2012). The political position still shows inscrutability in a way that host governments may not welcome a truly scientific assessment of the true legacy benefits of hosting the Olympic Games (Gratton & Preuss, 2008, 1933) and mega sport events in general.

The aim of this paragraph is to describe event legacy and to offer a systematic definition and concept of what legacy is based on. Therefore a contemporary insight into the dimensions of event legacy will be outlined, as identifying and explaining those dimensions of legacy is a prerequisite and fundamental for a first overall attempt to measure it (Preuss, 2007a, 208). Further, it will be indicated how legacy can potentially be measured. Preuss has been suggesting that both the uniqueness and complexity of events in a fast changing environment make it difficult to seriously use and trust in benchmarks to identify potential legacies of future events (Preuss, 2006, 4; Preuss, 2007a, 215) and that the top-down approach also failed to measure event legacy (ibid., 217). Top-down in this context means that legacy can be measured by using secondary data of official statistics and isolate the legacy effect. Consequently only the measuring of the bottom-up approach of (event) legacy will be addressed and described. It has been suggested as a more comprehensive alternative approach in the post-event phase, that evaluating legacy means to measure all changes of structures

due to the event. This approach measures all ‘soft’ and ‘hard’ event structural changes through a mega (sport) event (ibid., 208). And if the event changes the location factors in a way that it leads to economic, social or environmental activities, these outcomes can be called legacy (ibid.).

Table 2: ‘soft’ and ‘hard’ event structures

‘soft’ structures	‘hard’ structures
a) Knowledge: organizational, security, technological	a) Primary structure: sport infrastructure, training sites
b) Networks: political, sport federations, security	b) Secondary structure: villages for athletes, officials, media
c) Cultural goods: cultural identity, cultural ideas, common memory	c) Tertiary structure: Security, power plants, telecommunication networks, cultural attractions

A mega (sport) event requires specific ‘hard’ and ‘soft’ event structures (see table 2). One ‘soft’ event-structure is built through the momentum of a mega (sport) event. Image, which is one soft structure, in the bottom-up approach signifies a change to the quality of location factors (ibid.) as for example the EURO 2008 in Switzerland had a tremendous symbolic significance with the potential to re-position or solidify the image of the country – in particular with the ubiquitous and lasting efficacy of the ‘Oranje effect’ in the City of Berne (Müller et al., 2010, 556). It must however also be mentioned that an impact on the image is hard to prove by statistic data as the trademark contribution for economic reasons may be plausible but it may not be for social and environmental reasons.

The other event-structure built by momentum is emotion, as mega (sport) events give politicians a common vision to gain international prestige, citizens are emotionally involved and the private industry is inspired to welcome an extraordinary and worldwide-recognized event (Preuss, 2007a, 218). The pride of hosting such an event creates local identification, a common vision and motivation (ibid., Müller et al., 2010, 554-555) and the denomination ‘best ever’ by UEFA for the EURO 2008 reinforced that pride even more (Müller et al., 2010, 555).

2.1.2.1 The concept of (Event) Legacy

Each city is transformed by staging a mega event such as a EURO, thus creating stakeholder groups both benefiting and losing. Millions of Euros cannot only be justified by a sport event lasting just one month or a city staging four or five football matches even though it has a great entertainment effect. Therefore, the investment into the event-driven general transition of a city is always an issue at stake when taxpayers’ money is involved. Politicians then have to analyse the event-related changes in the city and how this affects the stakeholders. In other words, decision-makers need to become clear about the so-called legacy of an event. Today, legacies have become a key rationale underpinning the bidding process for hosting mega events for many bid committees (Li & McCabe, 2013, 388).

2.1.2.2 Research on (Event) Legacies

Scholars researching in the field of sport sciences are in line with the development of today's mega (sport) events and widely understand the new approaches, which have recently appeared (Preuss, 2006, 1). Therefore, it is not surprising, with the outcomes these researches in terms of legacy and sustainability study create, that the focus has been on mega (sport) events (Koenig & Leopkey, 2009, 1). Linked to such impact and legacy studies like on mega (sport) events, scholars put their main focus towards economic and structural measurements (Preuss, 2007a, 209; Gratton & Preuss, 2008, 1925; Hall & Hodges, 1996; Silvestre, 2009, 1-2), instead of striving for more of a focus on societal, environmental and political analysis (Minnaert, 2012, 361). However, as the complexity and strategic planning associated with the organization for a mega (sport) event are related with equally substantial costs for the community/society, the increase of academic research has lead to investigate social impacts or non-infrastructural outcomes associated with mega (sport) events (Preuss, 2007a; Silvestre, 2009, 2; Minnaert, 2012, 1; Chappelet, 2012, 11). Other scholars have suggested a more open and transparent analysis if public money (tax money) shall be legitimized for hosting mega (sport) events (Lyck, 2006, 5). Preuss went even further and outlined that some legacies associated with mega (sport) events are 'public goods' (Preuss, 2007a, 209). As explained in the section about the 'legacy cube' (2.1.2.4) most pre-event studies focus only on planned, positive and tangible legacies (Gratton & Preuss, 2008, 1924). In this context it has been previously mentioned where the ambition of hosting a mega (sport) event derives from, whether it is for the prestige of politicians or whether it is the inscrutability of political systems. In this context, Preuss (2007a) also outlined that *"many of the pre-event feasibility and impact studies that consider legacies are potentially biased, because the ambition of those commissioning the studies is to favor the hosting of the event, and therefore they emphasize only this particular sub-cube."* This issue has constantly been criticized by different scholars in impact studies for hosting mega (sport) events. Another fact, which should not be neglected, is that these pre-event impact studies (forecasts) have, according to Lyck (2006, 7), been too optimistic. Therefore, since impact and legacy studies in the past have mainly been elaborated in the pre-event phase, they can be considered as forecasts and should as a result be evaluated after the event. In addition, the increase of investigations on social impacts or non-infrastructural outcomes associated with mega (sport) events should lead to more transparency towards the public in order to legitimate a mega sport event in a particular host country, metropolitan area or city.

Only after 2005 scholars started to see legacy more complex. In the relevant literature one can find more and more typologies being published. The following table shows the most important publications as well as their typologies.

Table 3: Typologies of Legacies

	Thorpe (2002)	Hiller (2003)	Cashman (2005)	Chappelet & Junod (2006)	House of Commons (2007)	Preuss (2007a)	Taylor & Edmondson (2007)	IOC (2009)	Cornelissen, Bo & Swart (2011)	Mayor of London (2013)	Minnaert (2012)	Veal, Toohey & Frawley (2012)	Grafton, Preuss & Liu (2014)	Sum
Economic		X	X	X	X		X	X	X	X		X		9
Infrastructure		X	X	X	X	X			X			X	X	8
Social, public live		X	X	X			X	X	X	X		X		8
Sport			X	X	X		X	X	X	X		X		8
Culture			X		X	X	X	X				X	X	7
Urban				X	X			X		X				4
Communities		X			X					X				3
Image, Branding					X	X			X		X			4
Information, Knowledge			X			X						X	X	4
Political							X	X	X			X	X	5
Psychological, Emotions		X				X					X		X	4
Environment							X	X	X					3
Networks						X					X		X	3
Trust Fund	X				X									2
Education, skills			X								X			2
Symbols, memory, history			X									X		2
Tourism					X									1
Health											X	X		2

Sources: Thorpe (2002); Hiller (2003); Cashman (2005); Chappelet & Junod (2006); Preuss (2007a); House of Commons (2007); Taylor & Edmondson (2007); IOC (2009); Cornelissen, Bo & Swart (2011), Mayor of London (2013), Veal, Toohey & Frawley (2012), Gratton, Preuss & Liu (2014)

The table shows that many authors just create typologies with overlapping categories. For example a tourism legacy includes image, economics and tourism infrastructure. Sport includes image, sport infrastructure, knowledge and is in itself a cultural good legacy. Later it will be shown how the legacy framework can be constructed avoiding these overlaps (Preuss, 2014). Li & McCabe (2013, 388) also developed an interdisciplinary conceptual model to measure tourism legacies, and develop propositions on measurement issues.

2.1.2.3 Definition of (Event) Legacy

A variety of explanations for the legacy of mega sport events can be found in the relevant literature. Sport mega events involve struggles to determine the definition of legacy and the outcome priorities that guide legacy planning, funding, and implementation processes (Coakley & Souza 2013, 580). Academic interest in analysis of mega sport events and legacy has increased significantly over the past years (see figure 1).

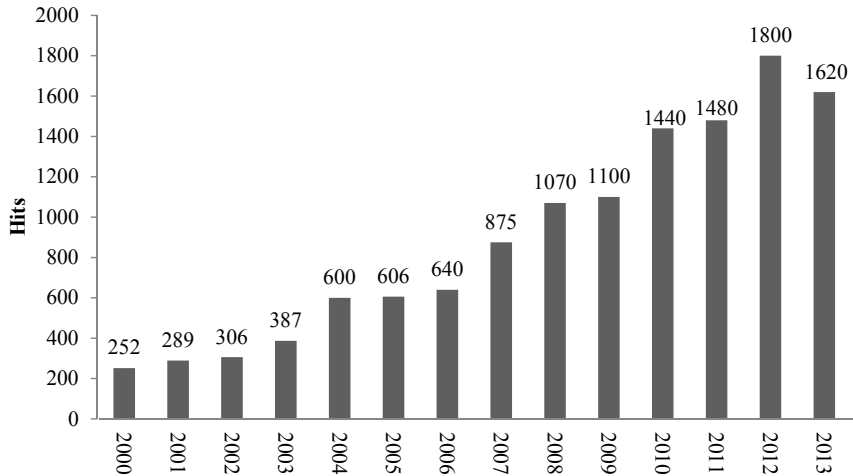


Figure 1: Number of hits to articles written about 'mega event sport legacy' (Google scholar, 2014)

Even though there is a lot of research interest in this topic, the scientific community has failed to produce a clear and commonly accepted and used definition of legacy (Preuss, 2006, 2; Gratton & Preuss, 2008, 1923).

Etymologically, the word legacy means 'property left by will' (Harper, 2001). Given the literature about the legacy of sport events, this definition is unsatisfactory for two reasons (Preuss, 2007a, 209): One reason could be that 'legacy' has been assumed to be self-explanatory and therefore does not need a more precise definition (Cashman, 2005, 15; Preuss, 2007a, 209; Gratton & Preuss, 2008, 1924). In addition, many of the event effects or impacts ('leftovers') such as for example image, motivation or knowledge are not a property of a specific entity (event organizer, politicians, sport federation), they are rather a public good (Preuss, 2006, 3). Secondly, the wording 'left by will' is misleading because those 'leftovers' an event creates, such as structures like oversized arenas or the socially unjust distribution of money or debts, did not necessarily occur on purpose or were intended (*ibid.*). The lack of a clear definition shows that today there is a need to embed environmental, social and corporate governance issues within core business practices (Lacy et al., 2010, 2). The imperative to act in a sustainable way has shifted from a moral to a business issue, which signifies the progress in executing plans to integrate sustainability (*ibid.*). The world climate conference 'Rio+20' initiative underpinned the importance while delivering the Rio+20 'Future We Want' outcome document to more than 100 heads of state and government (N.N., 2012c).

The aim of this agenda was to encourage its member and stakeholder environment to participate actively in sustainable development. The IOC was aware of the importance of sustainable changes when it had already initiated a conference on 'The Legacy of the Olympic Games: 1984–2000' in 2002 with the attempt to define legacy (Preuss, 2007a, 210). The participants:

“...found that there are several meanings of the concept, and some of the contributions have highlighted the convenience of using other expressions and concepts that can mean different things in different languages and cultures” (Moragas et al., 2003).

There are many definitions in literature regarding legacy. Most of them just introduce a typology of legacies (see table above). A lot of research about legacy focuses on either the economic effects or the infrastructural changes (Preuss, 2007a, 209; Gratton & Preuss, 2008, 1925; Hall & Hodges, 1996; Silvestre, 2009, pp. 1-2). Only in recent years authors started to emphasize more on societal, environmental and political legacies (Preuss, 2007a; Silvestre, 2009, 2; Minnaert, 2012, 1; Chappelet, 2012, 11). But it is not only the content that needs to be considered but also other phenomena.

Barget & Gouguet (2007, 170) focus on the long-term nature of legacy and define it as *“the satisfaction felt as a result of handing down a sport event to future generations”* (p. 170).

Preuss developed a legacy cube (see below) with three dimensions of legacy.

“Irrespective of the time of production and space, legacy embraces all changes created for and by a sport event that remains longer than the event itself as well as all future impacts created by those changes” Preuss (2007a, 211).

Taking this definition as a base, the fundamental elements of a definition of legacy should include (Preuss, 2014):

- 1) It is something that remains longer than an impact. Legacy is existent before and/or after the event takes place.
- 2) It is something that develops new opportunities out of an initial impact and may even get its own dynamics over the time as the environment changes.
- 3) It is changes, causing positive and negative outcomes for particular stakeholders. Often the same legacy can be positive for some but also negative for others.
- 4) It is something that can be tangible but also intangible. Intangibles cause measurement problems by nature.
- 5) It is something without borders. Legacies can be individual, local but also international and even global.
- 6) It is something that often is affected indirectly by the event impact.

In 2012 a study tried to enlarge the concept when writing about the potential impact of the Olympic Winter Games candidature ‘Graubünden 2022’ in Switzerland. New is here that impact, sustainability, corporate social responsibility and legacy are connected. The innovative approach in the context of their ‘NIV-concept’ (Sustainability - Innovation - Legacy)² where eight areas of legacy-impacts are

² In German: Nachhaltigkeit (Sustainability), Innovation, Vermächtnis (Legacy)

categorized: (1) Infrastructure, (2) Society & Culture, (3) Network & Business, (4) Innovation & Technology, (5) Sport & Excellence, (6) Tourism, (7) Media & Image, (8) Environment & Landscape (Rütter & Stettler, 2013, 7; Rütter & Stettler, 2012, 29). The vision ‘GR 2022’ underlines the charter of sustainability, innovation and legacy for the Olympic Winter Games ‘Graubünden 2022’ and says:

„We will surprise the world with Olympic Games in the middle of our mountain area, where the winter is at home. These mountains will define the frame for Olympic Games of a new generation – authentic and accurate, with respect for humans and nature. This is how we will live hospitality. Winter sports comes back to its roots. We will create a future. We will take responsibility for this.“ [translated from the authors] (Stettler et al. 2012, 2).

According to the charter of sustainability, innovation and legacy for the Olympic Winter Games ‘Graubünden 2022’ the notion of (1) sustainability and legacy and (2) innovation (technological and organizational) means:

1) The Olympic and Paralympic Winter Games 2022 shall be conducted to leave behind a positive sustainability and legacy for Switzerland as well as the population in the canton of Graubünden and its mountain area. This mega sport event and the sport itself shall be the source of inspiration for a sustainable development of the environment, economy and society of the canton of Graubünden and the host country of Switzerland (ibid.).

2) To face creative problem solving with the high sustainable aspiration for the lasting investments (ibid.)

Finally, there is a definition by the IOC, which goes in line with publications of Preuss (2007a, 209) and Gratton & Preuss (2008, 1923). The IOC captures four aspects in their concept of Olympic Legacy while differentiating between impact and legacy: (1) positive and negative legacy, (2) tangible and intangible legacy, (3) long- and short-term legacy and (4) impact and legacy measurability (IOC, 2009). This approach to define a legacy is interesting because it is independent of content and therefore will be followed here.

A general definition of (event) legacy should be independent of qualitative examples or IOC suggestions (Gratton & Preuss, 2008, 1924), therefore five dimension of legacy are suggested (Preuss, 2007a, 210-211).

A) The degree of planned/unplanned structure

In terms of planning structures, legacies occurring after the event can both be planned and unplanned. Planned legacies are those changes in a city which are decided throughout the event phase processes, while unplanned legacies occur with no intention to happen. For example, planned tourism structures for the EURO 2008 in Switzerland is the extension of tourism attractions (museums, sightseeing attractions

and so forth) while a political threat (bomb attack, hostages and so forth) is unplanned but can spoil the tourism image of a location.

B) The degree of quantifiable structure

This refers to quantifiable (tangible) and non-quantifiable (intangible) legacies. Others call the tangible legacy 'hard legacy' and the intangible legacy 'soft'. Li & McCabe (2013, 390) refer to 'hard legacies' such as urban regeneration, infrastructure improvement and tourism legacies (number of tourist nights and so forth) are easier to be observed and captured than 'soft legacies' such as social sustainability, the latter have received less attention.

Tangible legacies can for example be a better program offered to tourists (soft) or those structures of an event that we can physically see (hard) and/or measure such as in Switzerland the new 'Letzigrund' stadium in Zurich (one of the four host cities), which was specifically built for the EURO 2008. However, not all tangible effects can be planned. For example the 'Oranje effect' in Berne created a huge monetary effect which happened only due to the assignment of Netherlands to Switzerland at the EURO 2008 final draw.

But also non-quantifiable affects such as national pride or upskilling people are intangible legacies. Another intangible legacy can be improved policies while the weakening of policies is one of the negative intangible legacies. Another intangible legacy example is a shared collective EURO 2008 memory. Many of the intangible legacies are unpredictable before the event takes place such as the change of the image for tourists or the increased national identification through the event.

C) The duration and time of a changed structure

The organization and planning of an event has a sustainable impact and can even occur in the years before the event (Preuss, 2007a, 211). The duration of a legacy is different for each stakeholder group and each legacy. Some legacies last short-term (for example emotions or political reputation effects) while infrastructure usually lasts very long. Fact is also that a positive legacy can turn into a negative and vice versa. For example a new stadium can first have a positive economic legacy (tourists visit, non-sport events are staged and a tenant team uses it as home stadium). However, after a while the venue may become a financial burden in case the tenant team gets down-relegated, it needs renovation or tourists do not come any more due to memories on the event pass (Preuss, 2014).

D) The degree of positive and negative

In order to maximize positive legacy, the overall management in the professional sports industry must, in terms of good governance, seek to avoid any negative impacts (IOC, 2009, 29). Such an approach is feasible if pro-active impact management is implemented in the earliest possible planning stages and, subsequently, throughout the

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