

# **Along came a mega-event: prospects of competitiveness for a 2010 FIFA World Cup™ host city**

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South Africa's hosting of the 2010 FIFA World Cup™ came at a time when countries and cities worldwide increasingly compete for this sought-after status. The benefits and challenges of such an event have received significant attention among researchers and practitioners alike. No tourism destination is guaranteed long-term competitiveness by being offered the once-off opportunity to host a major international event. This study aimed to determine whether a mega-event would make a greater or lesser contribution to the long term competitiveness of the host destination given the extent to which it was being addressed at a strategic level. Existing literature on destination competitiveness and mega-events was studied to identify relevant issues that would have to be addressed at this level. Primary and secondary qualitative data was collected from a host city on the eve of the 2010 FIFA World Cup™ to place these issues into perspective. The empirical findings indicate how a mega-event can contribute to the competitiveness of a destination if it forms part of a broader event strategy; if the necessary leadership is in place; and stakeholder roles have been clarified.

Keywords: destination competitiveness; mega-events; stakeholder perspectives; event strategy; 2010 FIFA World Cup™, case study

## **Introduction**

The competitiveness of a tourism destination relies on the “productivity levels of various components of the tourist industry”, as well as a variety of intangible factors that affect the attractiveness of a destination (Dwyer, Forsyth & Rao, 2000:9). In line with the vast and increasing number of different events being hosted by destinations across the globe, such planned events are increasingly being studied to determine their contribution to a range of the individual factors of competitiveness (Getz, 2008).

Mega-events feature prominently because of their national and/or international recognition and promises of grandeur, extraordinarily high levels of tourism, media coverage and economic impact (Damster & Tassiopoulos, 2005; Smith, 2010) and have “long been defined and analyzed in terms of their tourist attractiveness and related image-making or developmental roles” (Getz, 2008:407). Many of the expected benefits can, if achieved, contribute to individual factors of destination

competitiveness as depicted in the popular models (including models developed by Dwyer & Kim, 2003; Hassan, 2000; Heath 2002; Jonker, 2003; Ritchie & Crouch 2003).

However, an increasing amount of research that focuses on the ‘legacies’ of such events present the argument that these events do not necessarily culminate in positive long-term benefits for the host destination (Chalip, 2006; Hall, 2006; Jago, Dwyer, Lipman, Van Lill & Vorster, 2010; Kavetsos & Szymanski, 2010; Preuss, 2007). Economic and social legacies have received the widest recognition through several research studies (as mentioned in Bohlmann & Van Heerden, 2005; Du Plessis & Maennig, 2010; Chalip, 2006; Hall, 2006; Hede, 2007; Steyn, 2007; Wood, 2005). The focus on economic benefits has been challenged by several authors (including Abelson, 2011; Dwyer, Forsyth & Spurr, 2005; Hall, 2012; Hall & Wilson, 2011) and is expected to shift to other dimensions in response to changing “contemporary views on economic and social values” (Jago *et al.*, 2010:221).

Within a tourism management context, there is limited work focusing specifically on mega-events as contributors to destination competitiveness beyond economic, social and marketing aspects. Getz states that “... many planned events are produced with little or no thought given to their tourism appeal or potential ..., and sometimes there is simply no relationship established between events and tourism” (2008:408). In some instances a mega-event can cause more harm than good to the destination at large (Chalip, 2004; Preuss, 2007). Destination managers and event organisers may not be able to, through a given mega-event, replicate the legacies previously created by similar events and it is often difficult to predict event legacy (Preuss, 2007). Even though successful host destinations may serve as benchmarks for

others, they may not necessarily be at the forefront of competitiveness in terms of all the multiple dimensions encompassed in an international destination.

What should be considered are the factors of critical importance when destination managers propose to strategically employ mega-events as part of a broader destination competitiveness strategy. This study explored destination competitiveness as well as events literature to formulate propositions regarding such key issues when addressing events as a strategic destination priority.

## **Literature review**

### ***The contribution of mega-events to destination competitiveness***

The concept of destination competitiveness started gaining importance in the tourism industry and specifically in the field of strategic destination marketing and management in the late 1990's. As a result, various researchers developed comprehensive models (Dwyer & Kim, 2003; Hassan, 2000; Heath 2002; Jonker, 2003; Ritchie & Crouch 2003) that aim to integrate the multitude of dimensions and indicators that form part of tourism destination competitiveness. These models indicate that mega-events can be regarded as a key attractor (as indicated in Heath and Ritchie & Crouch); that they fall within the created resource (as indicated in Dwyer & Kim and Ritchie & Crouch); and that they form part of the comparative advantage of a destination (as indicated by Hassan).

Hall (2006) directly linked events to place (destination) competitiveness, stating that it can lead to economic development and that the ability to attract such events can be regarded as a performance indicator in itself. Events encourage personal experiences of a destination and, as stated by Anholt (in UNWTO, 2009i), preference for a destination and its people, politics, culture and products tend to increase after such encounters, even when the holiday experience has not been positive. In addition,

the desire of governments to take part in the “increasingly aggressive place wars” (Foley, McPherson & McGillivray, 2009:54) and to be ranked as top global destinations, can override the cultural and economic motivations to bid for or create large scale events (Cornelissen, 2007).

Due to the complexity, role and impacts of planned events such as mega-events, they have become sought-after opportunities for destination managers; especially in light of the increased drawing power of the destination resulting from the event exposure (Byeon, Carr & Hall, 2009; Getz, 2008; Hede, 2005). Sporting mega-events in particular appear to be especially significant, because of their political and economic importance and frequent controversy surrounding the IOC’s of the events (Getz, 2008; Swart, 2010). Furthermore, they attract participants, spectators, tourists and prominent media attention (Byeon *et al.*, 2009); they fit in with the global consumption of image and lifestyle (Swart, 2010); and “sport and sport-related tourism continues to be integral to [urban] regeneration strategies” (Hall, 2004). They can also be used by destinations to present themselves as multi-dimensional and vibrant, because they also allow for the inclusion of cultural elements (Garcia & Miah, 2005; Nauright, 2004; Steyn, 2007).

It can be argued that from a wider destination competitiveness viewpoint, leveraging events for positive event legacies are of greater value than gaining positive event impacts, because they imply the required longitudinal approach (Chalip, 2006; Jago *et al.*, 2010; Preuss, 2007). It is stated that an event should not be regarded as an ‘intervention’, but rather as a “temporary limited set of opportunities to foster and nurture longer-term outcomes” (O’Brien, 2006:258) and should be approached as part of long-term development and marketing planning (Jago *et al.*, 2010). Canada’s 2008 – 2012 Olympic Games Tourism Strategy, for example, stated that only full

implementation of an integrated strategy would ensure that the 2010 Winter Games present future opportunities for Canada's tourism sector (Canadian Tourism Commission, n.d). This is especially relevant considering that an earlier study proved an expected net loss in economic terms for the host province of British Columbia and that "The Games cannot be justified on the basis of the estimated economic impacts" (Shaffer, Greer & Mauboules, 2003:4).

Mega-events may offer the opportunity for a destination to 'prove' itself, and such events can be transformational for a nation. They can reveal more about the 'place' than the 'destination' and can be "invaluable from the perspective of inward investment, political diplomacy and, probably to a lesser extent, tourism." (UNWTO, 2009:21). According to Smith (2010), a mega-event forces a destination to deal with its issues. These issues relate not only to the event itself (smooth execution, visitor experiences and product delivery), but also to community issues (economic development, education and 'suburban sprawl'). Smith highlights the fact that the influences of these issues run both ways. If the event is well-executed, it will strengthen the destination's ability to deal with these issues. At the same time, a more attractive (competitive) destination is more likely to host a successful event.

The success of the event and the overall competitiveness of the destination are thus interlinked. Despite the complexity and significance of this relationship between events and their host destinations, many destinations still appear to act more opportunistically than strategically when it comes to event initiatives (Chalip, 2005; Hall, 2006; Smith, 2009). It is thus argued that mega-events have to be addressed as a strategic destination priority in order to meaningfully contribute to the future competitiveness of the destination. This statement is supported by Jago *et al.*

(2010:231) who states that these events should be “part of a longer-term development plan or positioning strategy”.

*Addressing events as a strategic destination priority*

The level of unpredictability, risk and debatable benefits (Kavetsos & Szymanski, 2010; Matheson, 2006) that are inherent to planned events, make them a “complex and demanding device” to successfully employ at a strategic level (Crowther, 2010:227). It is important to determine how the staging of a mega-event can strategically be incorporated into a destination’s competitive strategy. It can be argued that such strategic leveraging of events can only take place if the destination is guided by visionary leadership, and if events are given a proper place in tourism policy and strategy (Bornhorst, Ritchie & Sheehan, 2009; Buhalis, 2000; d’Hauteserre, 2000; Fayos-Sola, 1996).

*Visionary and participative leadership is crucial*

Events need to be recognised by both government and private sector leaders in order to be employed at a strategic level (Hall, 2006). O’Brien (2006) identified leadership as one of the key aspects to ensure effect leveraging of mega-events. Clark (in OECD, 2008:46) similarly states that maximum benefits can only be gained from global events if there is the involvement of exceptional individuals and teams. He continues to state that “strong backing requires authoritative, consistent, confident championing from leaders, be they political, business, or [prominent public] figures. Leaders must develop, and articulate, a clear vision for the [destination]’s development, explicitly outlining from the outset how a particular event will benefit CoT, its region and the country as a whole in an appropriate balance.”

Not only should the private sector of tourism, but also government take on a marketing orientation and strategic outlook (Pugh & Wood, 2004). Mega-events

should be recognised for the invaluable opportunity that they present to close the gap between the destination's corporate (public sector) or tourism branding message, and what is known through its national image. In order to do so, leadership will have to be strong enough to mobilise the strategies, activities, investments, innovations and communications of destination stakeholders toward the same goal, namely to prove to the world that the destination deserves the image that it wishes to communicate through its marketing and branding efforts (Anholt in UNWTO, 2009).

It is however not always possible for especially public stakeholders to take on such a strategic outlook. Some of the key challenges for the integration of events into policy are the fact that they require a forced marriage between different governmental departments at different levels. This is especially true in the case of sporting mega-events, which are often regarded as the ultimate prize (Desai & Vahed, 2010). In his study on sport-tourism policy in the UK, Weed found a number of factors that contribute to lack of integration of government policy (2003:259). Firstly, the agencies and structures that exist for developing sport and tourism respectively, have usually been established and developed separately. Secondly, there is often greater public sector support, subsidy and/or intervention in the sports sector, while "the tourist sector is largely seen as a private sector concern, and agencies are often limited to a marketing or business support role." Thirdly, responsibility for policy development lies at various different levels (national, regional and/or local). These factors create a situation where sport and tourism liaison has to "take place not only across sectors, but also between levels."

Despite such constraints, it remains imperative that events should be initiated and supported by top-level decision makers from both the public and private sector. If events are given priority at the highest levels of power in a destination, enough may

be done to commit resources that will allow for the professional execution of the event; which in turn may promote an image of professionalism for the destination (Brown, Chalip, Jago & Mules, 2010). Ultimately, events have to be viewed as part of a long-term plan for the destination, with pre- and post-event impacts (Byeon *et al.*, 2009). Within such a long-term view, it is also necessary for leaders to consider events as instruments toward regional development (as discussed in Desai & Vahed, 2009; Hall, 2007; Moscardo, 2008; and Whitford, 2009). It is stated that the presence of tourism leadership and individual tourism champions directly involved in the event strategy development process, is one of the key requirements to ensure positive outcomes from regional tourism development (Moscardo, 2008). There is thus a strong link between events, regional tourism development and visionary leadership.

In order for events to be executed through such a strategic approach, there should be clear guidelines and responsibilities set out for the organisers and the proper reporting channels should be established (Sadd, 2009). It is necessary that both public and private sector destination roleplayers who take responsibility for the event, understand the event development process and view it from a holistic perspective. Events need to be given a proper place within tourism policy and a formal event strategy needs to be developed for the destination (Stokes, 2006) if it wishes to leverage these occasions toward future competitiveness.

*Mega-events should be part of an umbrella event tourism strategy*

It is stated that post-staging tourism benefits can only be accrued from an event through effective planning and a legacy strategy (as addressed in Cornelissen, 2007; Jago *et al.*, 2010; O'Toole, 2010; Preuss, 2007; Smith, 2009; Stokes, 2008). The host destination has to focus on what it wants to achieve by hosting the event, thereby giving it purpose and intent (Steyn, 2007). This in turn can only be done if the



destination has an event-related strategy in place. In a similar vein, Clark (in OECD, 2008) states that an event strategy is essential for mandating the bidding process, to secure resources, establish a cost-sharing framework, provide risk management and to ensure that the host destination has a clear, agreed-upon set of priorities and targets to be achieved.

It is stated that it may be more effective for the destination to have a focused event tourism strategy, as opposed to merely having an event strategy through which tourism objectives are also incidentally met (Stokes, 2008). According to Getz (in Stokes, 2008), few destinations actually have tangible event tourism strategies. It can thereby be argued that, by establishing an event tourism strategy, a significant first step is already taken toward increased destination competitiveness through events. Tassiopoulos (2010b) states that event tourism strategies will differentiate destinations in terms of the capacity for bidding for events; the ability to attract major events; infrastructural capacity; and institutional arrangements. A key distinguishing factor in different event strategies appears to be the locus of control. O'Toole (2010) indicates that leading countries in the development of event strategies are characterised by government support for the development of events; event strategies linked into the national tourism strategy as a key objective; as well as regional and city level event strategies that contribute and continuously refer to the national event strategy.

### ***Engaging the event stakeholders***

For events to be regarded as a strategic destination priority, leadership and initiative from various stakeholders will be required. O'Toole (2010) states that the chosen event tourism strategy should represent the varying interests and concerns of the stakeholders involved; something which is also regarded as essential in broader

tourism strategies toward long-term destination competitiveness (Al-Masroori, 2006; Baggio, 2011; Marzano, 2007; Yoon, 2002). As highlighted by several authors, mega-events especially require the input from a number of stakeholders from a diverse set of sectors (Brown *et al.*, 2010; Getz, Andersson & Larson, 2007; Jörgen, 2009; O’Toole, 2010; Tassiopoulos, 2010a). Figure 1 indicates the key event stakeholders as identified in the literature. The event organiser remains as the key stakeholder, followed by the other stakeholders as they were prominently mentioned in the literature.

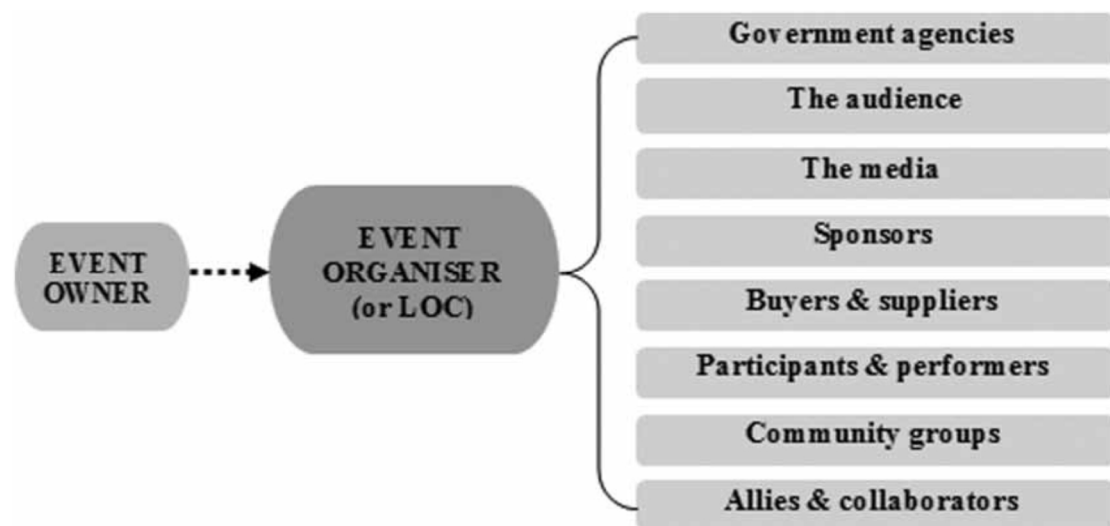


Figure 1: Key event stakeholders

The diverse set of stakeholders directly and indirectly involved in events, necessitates a network approach whereby all the relevant stakeholders can be identified and coordinated (Getz *et al.*, 2007, Jörgen, 2009). Brown *et al.* (2010:297) add that the challenge in event partnerships and networking lays with the fact that creative thinking is needed “in an environment that is subject to many rules and a very focused temporal horizon.” Within this already difficult environment, it is furthermore important to realise that each stakeholder will have its own interests (Hall, 2006) and therefore important that the expectations of the various stakeholder groups should be rationalised “in a transparent manner” (Jago *et al.*, 2010:221). These interests will

greatly influence the stakeholders' individual willingness to mobilise resources and take part in activities associated with the event (Jörger, 2009). It will also influence the type of "political strategies" that they employ to secure fulfilment of their objectives (Larson, 2002 in Getz *et al.*, 2007:105). It is clear that stakeholder identification and role clarification can be regarded as a key issue to leverage mega-events for destination competitiveness.

Figure 2 depicts proposed links between event stakeholders as indicated in Figure 1 with the destination stakeholders, from the view of the Destination Marketing Organisation (DMO).

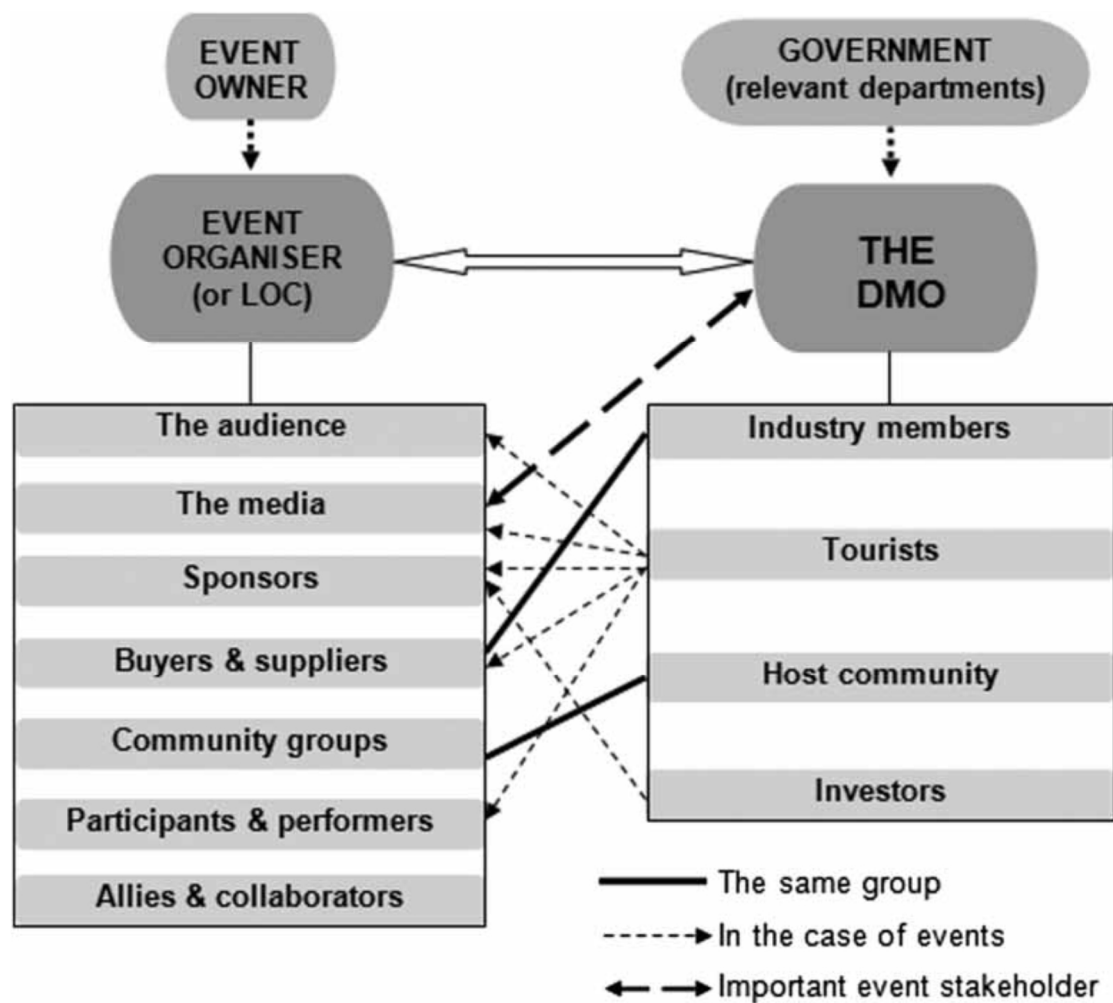


Figure 2: Linking destination stakeholders with event stakeholders

Through discussions on event stakeholders (Getz *et al.*, 2007; Goslin, Grundling & Steynberg, 2004; Parent & Deephouse, 2007; 2004; Wanklin, 2010) it becomes apparent that government at various levels, play a key role in the development and growth of events within a destination. From an events perspective, they play the key coordinating role within a destination. From a destination competitiveness perspective on the other hand, the key coordinating roleplayer can be regarded as the DMO (Blackman, Kennedy & Ritchie, 2011; Marzano, 2007; Presenza, Sheehan & Ritchie, 2005; Singh & Hu, 2008; Yoon, 2002). It has to be kept in mind that most DMOs will be representative of government to an extent, as they are often government departments/divisions, parastatal/quasi-governmental institutions or public-private agencies (Bornhorst *et al.*, 2009; Presenza *et al.*, 2005).

A significant relationship that has to be managed from the DMO's perspective is the often difficult relationship between the DMO and the event manager or organiser. Chalip & McGuirly (2004:269) provide a powerful summary of the core issue in this relationship:

“The unfortunate fact, however, is that destination marketers and event organizers often fail to work together in a manner that enables an event to be cross-leveraged [within a destination]. One core reason for this failure seems to be that destination marketers and event organizers have not explored the means to cross-leverage.”

Within this relationship, promotion of the host destination is not the key priority of the event organiser; and in the case of smaller events, the DMO may not even be taken into consideration by the event organisers. Chalip (2005) confirms this statement by suggesting that event managers are not concerned with marketing the destination itself.

Based on the literature reviewed, the following propositions are made for events to contribute to the competitiveness of the tourism destination there should be:

- Visionary leadership that has a long-term focus on event legacy and the destination's competitive identity and positioning.
- An integrated event tourism strategy, which is based on national tourism policy, and aims to build a balanced events portfolio for the destination as a whole.
- Identification and engagement of the key event stakeholders and clarification of their roles in the delivery of an event.
- Clarification of the DMO's role in coordinating the event-destination stakeholder linkages.
- Engaging all relevant stakeholders and giving consideration to their interests.

These propositions form the basis from which the empirical research was conducted. The task at hand was to determine whether these elements were regarded as important by industry stakeholders, and whether they would contribute to an event's perceived contribution to destination's competitiveness.

## **Empirical research within the case study destination**

### ***Methodology***

#### *Research design*

Case study research was conducted within the City of Tshwane (hereafter referred to as CoT) in Gauteng, South Africa. A multi-method research choice was employed to collect and analyse both primary and secondary qualitative data from the case study (Saunders, Lewis, & Thornhill, 2007). All data collection took place before commencement of the event. Documentary secondary data included strategy documents, workshop reports, minutes of meetings and organisational reports that were collected through involvement in the Tshwane Tourism Action Team (TTAT) from 2008 to 2010.

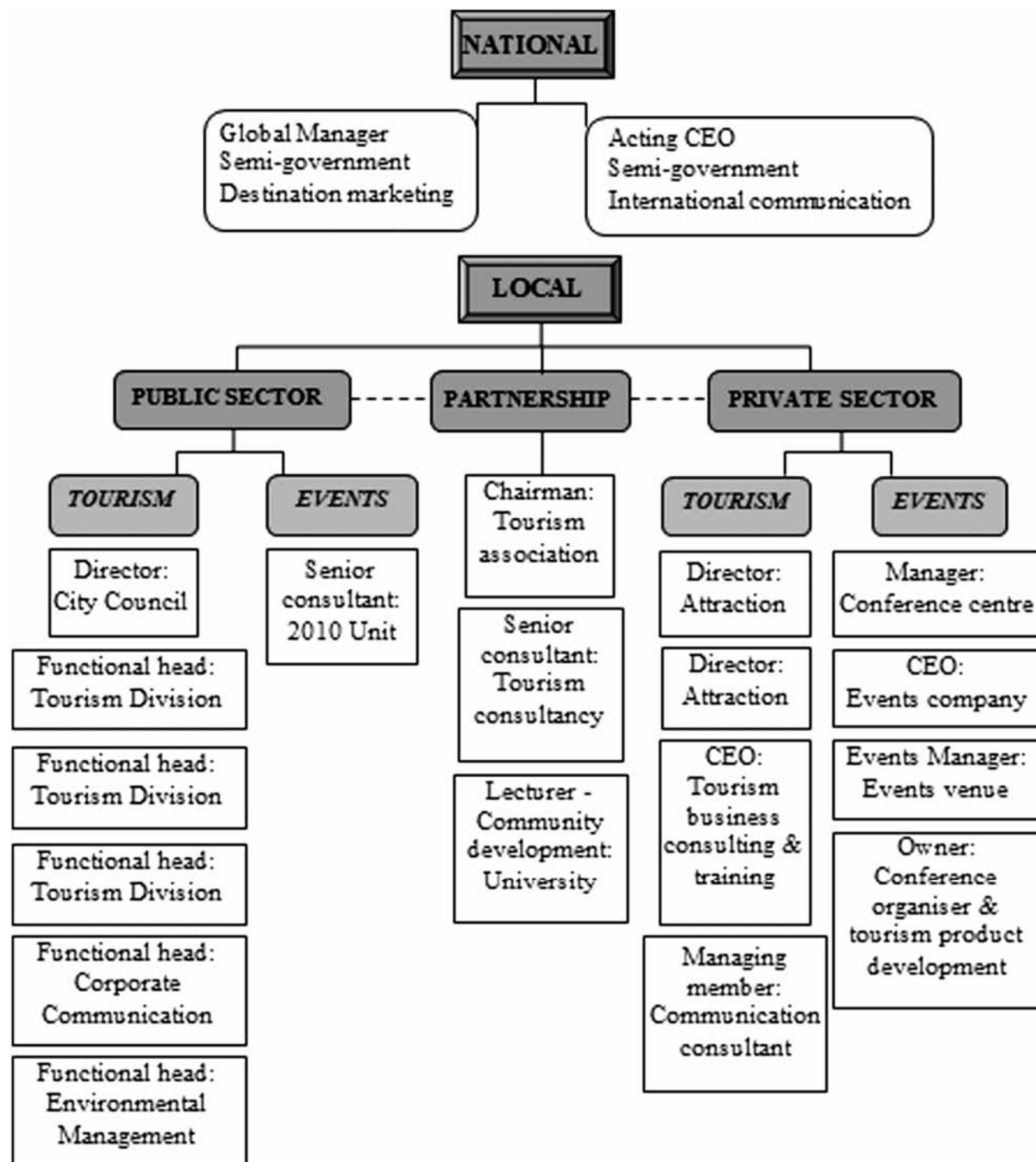


Figure 3: Profile of the interview participants

For primary data collection, semi-structured interviews were conducted; lasting between 45 minutes and 2 hours. Discussions were guided by an interview schedule built around four broad themes (refer to Appendix A for a copy of the interview schedule). The final study included a total of 20 participants from across the various sectors, chosen through a combination of purposeful, snowball and discriminant sampling. Heterogeneous or maximum variation sampling was used to create a balanced portfolio of information-rich participants from the tourism/event

industries, as well as from both the public and private sectors. Care was also taken to select individuals that serve on different levels within organisations (from top management to operational level). Figure 3 indicates the stakeholders that were involved in the interview process.

#### *Data analysis*

The non-empirical phase already delivered propositions which influenced the choice of data to be collected. It was important for the researchers to determine whether the key themes already identified were actually being regarded as key themes during the interviews. Data was mostly labelled from the literature, but in some instances required labels to come from the data (when the issue had not been raised in the literature). Data was organised and grouped into similar data categories. These categories were to a great extent already determined by the four themes and the sub-questions used in the interview schedule, but the researchers also had to make sure that each theme was supported by tagged data.

#### ***Findings and discussion***

The stated propositions indicate the importance of having visionary leadership that can understand the importance of events within the broader competitiveness of the destination. If this is present, it is expected that an appropriate event tourism strategy will be developed that can effectively guide the destination. During the empirical phase the researchers aimed to determine the extent to which these issues were being addressed within CoT and how this could affect the ability of CoT to leverage the upcoming event.

#### *A tourism industry guided by visionary and participative leadership*

When critically looking at a destination's leadership, it is always necessary to consider it within context. "The CoT cannot in fairness be compared to cities such as

Durban or Cape Town who have, throughout their history, been focused on tourism. It's an evolutionary process ... [but] decision-making in CoT has progressed in the last 10 years." With this in mind, the researchers aimed to proceed by objectively stating the facts as they had been presented during the interviews. Within the CoT, the process of establishing a regional tourism organization (RTO) was progressing slowly (as indicated in Table 1).

Table 1: Tourism strategy development process and the 2010 FIFA World Cup™

<b>2004</b>	South Africa's successful bid	
<b>2005</b>	Tshwane Tourism Steering Committee established	
	Tourism Master Plan	
<b>2006</b>	<i>Feb</i>	Host City agreement concluded
	<i>May</i>	Tshwane Business Week
<b>2007</b>	<i>April</i>	Approval to start the process of exploring the creation of an RTO external to Municipality
<b>2008</b>	<i>May</i>	TITICC 2008
	<i>June</i>	Tourism Division focus areas for 2008/09
		Formation of the 2010 FIFA World Cup Programme Office
	<i>October</i>	Tshwane Tourism Fair Tshwane Tourism Action Team formed
	<i>November</i>	City signs the South Africa By-Law for the event
<i>December</i>	Stakeholder Workshop	
<b>2009</b>	<i>January</i>	Strategic Worksession of the Tshwane Tourism Division
	<i>March</i>	Worksession with CoT Divisions involved in Tourism
		Launch of the new Tshwane brand
	<i>June</i>	2009 Confederations Cup
	<i>September</i>	New Strategic Framework approved by Council
<i>October</i>	TTAT: The Tshwane Tourism Ten-Point Plan	
<b>2010</b>	<i>April</i>	Tshwane Tourism Lekgotla
	<i>May</i>	TITICC 2010
	<i>Jun-Jul</i>	2010 FIFA World Cup

Note: TITICC - Tshwane International Trade and Infrastructure Investment Conference Six

participants stated that the absence of such an entity was a critical issue that needed to be addressed within the CoT. Not only did it affect CoT's 'general' competitiveness, but also specifically in terms of the destination's ability to optimally leverage the 2010 FIFA World Cup™.

"The RTO is the one thing that can ensure events' success in the future and it creates the platform"



It created a situation where Government's politically motivated development mandates were given primary consideration for the 2010 FIFA World Cup™ (as indicated by five stakeholders). This is not unusual, as has been stated in the literature. However, the absence of an RTO that could strongly represent and drive the tourism cause, could affect the destination's ability to retain a major tourism legacy from the event.

“Make sure not to use a mega-event to sell negative political points of view. [The politicians] need to understand the bigger picture. You need to educate everybody and to share the message with everybody – and I think that is still a problem [in CoT].”

What counted in the destination's favour, and which were heralded by eight participants, was the existence of the TTAT (indicated in Table 1). As one participant noted: “I'm excited about the Tshwane Action Team and what you're doing ... one must try and balance the [government] objectives with what we've got on the ground, and I think there the TTAT is doing a great job. They bring the professionalism to local government.” A matter of key importance for this Team's ability to fulfil this duty was the fact that it was formally recognised at mayoral level. It was stated that any future event-related partnering, as part of the destination's overall strategy, would have to happen as a combined relationship of the (envisaged) RTO, the TTAT and the Tourism Division. “It cannot be a one party-led initiative – it has to be complimentary between all these individuals”.

It was clearly stated that it was CoT's (or relevant DMO entity's) responsibility to define what the destination is. Everything that the DMO does in terms of events, should be aligned to its strategic marketing objectives, whether it is to increase numbers for economic benefit, or whether it is to raise awareness of the destination. Very importantly, a mega-event has the potential to change strategic thinking about events.

“Part of what the World Cup has done, is that it has helped us to think about all these things and to create a national agenda around the issue. Previously it was very hard to motivate authorities to start thinking about it. And I think the World Cup has helped us and, if anything, if the World Cup is to leave a legacy, that’s just it – to leave a very proactive national event strategy on the table that government can consider.”

The leaders within a destination have to understand that each type of event will have its own implications for the destination. Once a specific event is chosen, the leaders (including the DMO), has to be proactive in order to leverage the specific event type to the maximum benefit of the destination.

“And still I think that the mayors of the host cities very easily signed the host city agreements. But now when we come to operational implementation, I am of the opinion that, if we had more background and information on how these rules and regulations were going to impact the physical operation on the ground, maybe it was not that positive an idea to bid for the [2010 World Cup] event. In my experience, it is as if we in SA or the CoT, just accept what we are told and we try to comply with that and solve the problems behind the scene. The Germans [2006 World Cup] were more confrontational and did their own thing.”

It is clear that mega-events have the potential to change strategic thinking around events, but also to bring change to tourism strategy in general. It was stated that the rapid developments that took place within CoT’s tourism strategy process (Table 1) was not as a result of the events (2009 Confederation Cup and 2010 World Cup). “No, it’s got a larger perspective. But obviously it’s taking into consideration the biggest event Africa has ever hosted. So, I think it is not out of context – it’s within that context”. Still, it did provided a good reason to be more proactive, to fast-track planning and strategic actions, and to highlight some of the “most important things that we have to put in place to prove that we can compete” (given the window of opportunity that the event would present).

#### *Developing and implementing an integrated events tourism strategy*

It was unanimously stated by all participants that an event strategy was a non-negotiable if CoT wanted to compete in the events market (“It’s crucial”; “extremely

important”; “definitely”; “vital”; “absolutely important”; “critical”). It would serve as the tool through which to align all events within CoT; to align all the relevant government departments and divisions; to clarify stakeholder roles; and to commit budgets. The importance of understanding what happens at a national level in terms of events, became very clear during the interviews. If you want support for your city-level event, it should be within the framework of the national event strategy. At the time of the interviews, the event strategy of the CoT was in fact being put on hold, because they were waiting for South African Tourism (SAT) to finish the national strategy (as confirmed by three participants). In this regard, one participant stated that “we should rather lead than being led”. It appears that there was a desire from national level to support local event initiatives, but that “we [national] can’t tell you what you are capable of. You [CoT] therefore need to be able to say [to them] what we are capable of – and for that we need consensus”.

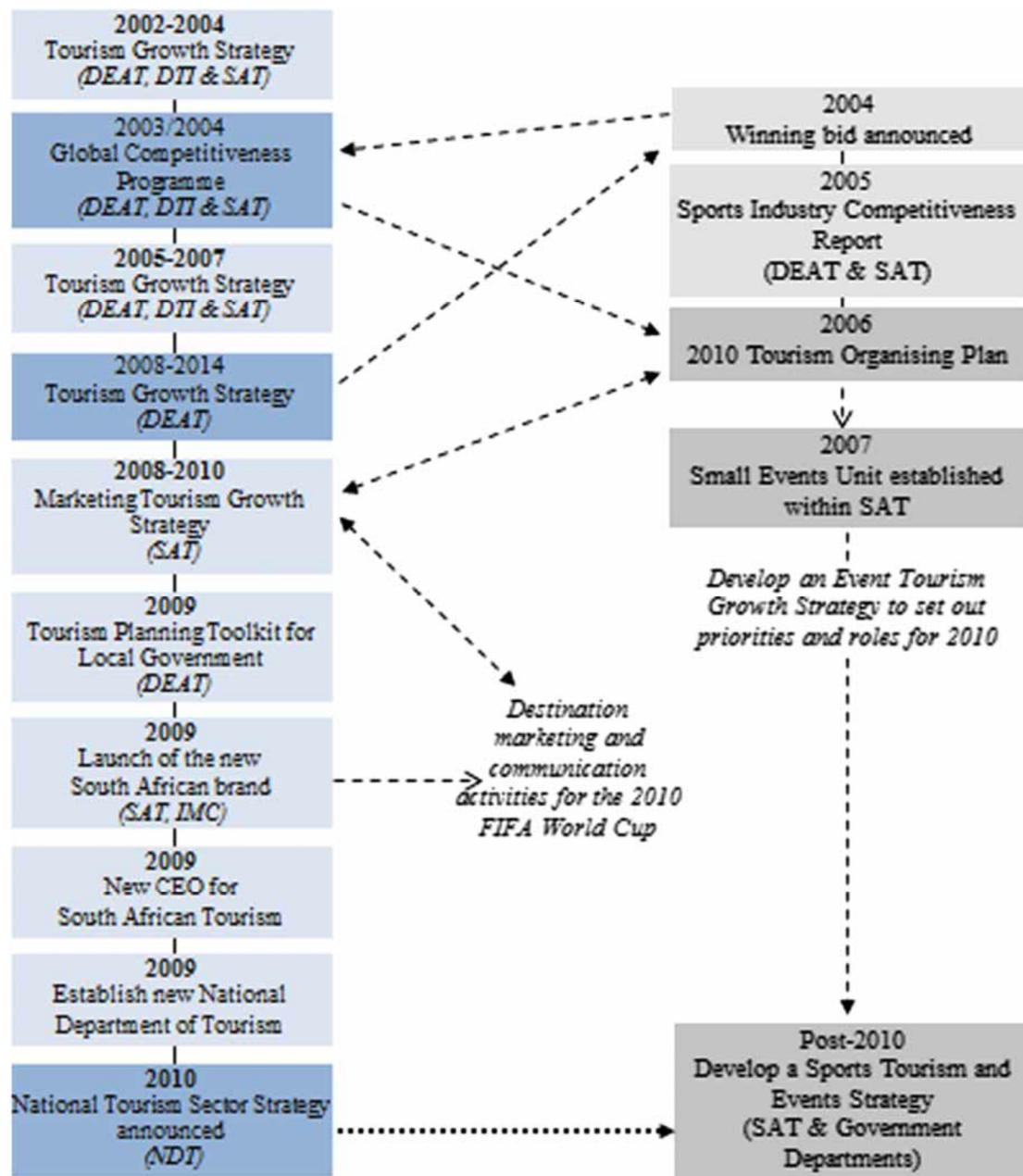


Figure 4: Strategic tourism industry developments at national level

Sources: DEAT, DTI and SAT (2005), DEAT and SAT (2005a), DEAT and SAT (2005b), DEAT (2008), DEAT (2009), NDT (2010), Pillay (2010) and SAT (2008).

South Africa developed an event strategy in 2007 (Figure 4). In this strategy they indicate that future focus would be on sporting and lifestyle events. It seemed that it could actually be to a great advantage for the CoT if there was a national focus on sports events as CoT has a wealth of sporting facilities. It had also been stated in 2007 that CoT's vision for 2010 would include "Being known as the sporting capital of Africa". The question remains whether CoT will be able to capitalise on this

opportunity. If a destination has outdated structures in place, it will not be an attractive event host destination to prospective event organisers and owners. Three participants indicated that it is critical to get experts and representation from the events industry associations and members, to give their inputs into the strategy. It will also be necessary to have representation, in some form or another, from event industry experts on the newly planned RTO's events unit.

Critical to an event strategy, is furthermore the task of post-event evaluation. A DMO has to communicate with stakeholders in order to identify the lessons learnt from the event. It will also assist the DMO in understanding the destination's various strengths and weaknesses pertaining to event hosting. Future event-related strategies of the destination can only be competitive if they are based upon such evaluation. In the case of the CoT, the lessons learnt during the Confederations Cup in 2009, were used to "realign and rearrange our operational plans toward 2010. Almost all our operations plans were rewritten. You have to be flexible. There were only five cities hosting the Confeds Cup, and I think I'm quite fair against other host cities to say that, from that and the feedback from that, Tshwane has done the best". As a last point, two participants alluded to the fact that an event strategy had to indicate how money made from the event will be reinvested into facilities to strengthen the destination's events offering.

#### *Engaging the broader spectrum of stakeholders*

Figure 5 indicates the key stakeholders within the CoT that were involved in the event.

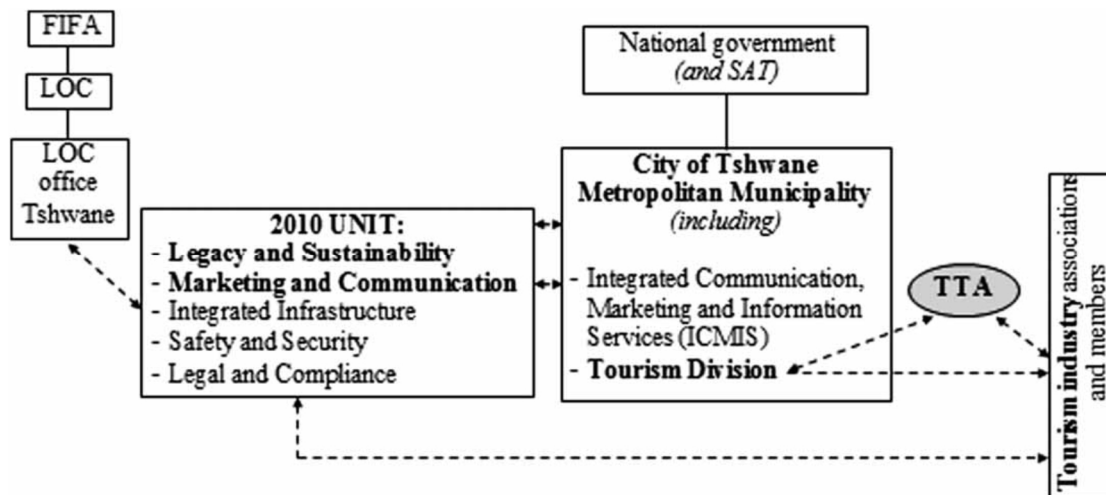


Figure 5: Organisation of CoT of Tshwane for the 2010 FIFA World Cup™

From the perspective of destination marketing and management, the most important linkage was between the 2010 Unit (the event organiser) and the Tourism Division in partnership with the TTAT (the “acting” DMO in the case of the CoT). The 2010 Unit as the event organiser had to liaise with the local FIFA LOC office, which consisted of local expertise and that had to report directly to the main FIFA LOC operating at national level. The 2010 Unit comprised a group of individuals (specialists in their fields) that had been appointed by CoT. It was headed by a managerial team, the Executive Mayor and City Manager of the CoT (City of Tshwane, 2010). They acted on behalf of CoT and had to carry out the local government’s mandates. In this way, the event organiser for the 2010 World Cup was a public entity. In order to manage the event on behalf of CoT, they looked at all the strategic documents within CoT’s line departments, aligned them and wrote single strategies for each of the five clusters within the Unit. As indicated in Figure 5, the Unit included a ‘Marketing and Communication’ cluster. This cluster was responsible for the delivery of all major events around the 2010 FIFA World Cup™ including the Fan Fest™; all communication and media engagement; as well as all marketing and branding activities (City of Tshwane, 2010).

In terms of the tourism industry specifically, the 2010 Unit undertook several capacity building initiatives to motivate and train local industry members on the important concepts and components of a unique and special tourism product. In fact, local capacity building was indicated as the major focus area of the 2010 Unit's Legacy Division.

“We as the CoT has decided that our legacy is rather capacity building, small business development specifically focusing on the previously disadvantaged areas, youth, women, people with disabilities ... So we make sure that, with the implementation of all 2010 projects – be it the softer capacity building projects or be it the infrastructural upgrading projects, security, marketing and communication – all of those projects are now forced by this legacy strategy to build capacity. To make sure that it stimulates the local economy, small business development. We see that as legacy – what we leave behind after 2010. We have for example helped them to upgrade their B&B's or to train their staff”

Such focus on capacity building ensures a more sustainable and competitive destination offering in the future. It does not only relate the accommodation hospitality, but has to attend to various other roleplayers throughout the destination.

Cooperation was especially important when considering that the 2010 Unit would be deciding on and producing marketing and branding materials, as well as content of communication and media statements. In the absence of a formal RTO, it was extremely important for the Tourism Division to also represent the interests and opinions maintained by the TTAT, as this entity had been tasked with the responsibility of managing the destination's marketing strategy. Even though the 2010 Unit was represented at many of the TTAT meetings, it was in a sense the Tourism Division that would ultimately have to ensure that the destination's strategy was taken into consideration by the event organiser (2010 Unit). “There are things [where the tourism strategy is accommodated] like the VIC, the website we are getting in place. We have info, we communicate – I think not nearly as much as we would have wanted to, but we just don't have the means”.

When a DMO wishes to collaborate with the event organiser, it is important to do so right from the start. The event organiser also has to be accommodated in the destination in such a way that it can perform its tasks optimally. This seemed to be happening within the CoT as the 2010 Unit would be having briefing sessions every morning and were given permission to report directly to the mayor, “avoiding all the red tape.”

*Adopting a networking approach and stakeholder cooperation*

“Lack of proper communication between the various roleplayers can be a challenge – as there are various different departments within CoT that are involved in the event in some way ... It does not affect its ability to act as a host city, but the long-term benefits of the event may be limited if visitors are not fully exposed to what CoT has to offer, or are disappointed by what they find during their visit”

As is the case with strategic thinking around events, a mega-event clearly has the potential to change stakeholder relationships within a city. It was found that some participants from the public sector and private sector didn't know about each other's work in terms of preparing for the 2010 World Cup. “What they plan to do ... it's the best kept secret” (a private sector product owner, commenting on the final approved marketing activities that still wasn't known 30 days before the event). Furthermore, within the municipality itself, as with many other governmental structures, the different line departments were working on their own strategies; working in “silos” (a description used by four of the participants). Upon asking whether stakeholder relationships had improved as a result of the event, the answer was clear.

“Yes, definitely, absolutely. If it wasn't for the event, you would have had all these divisions and for the TTAT it would have been even more difficult. Because the event brings to the table expertise, but also budget and alignment of individuals. And I talk from a practical experience point of view. The event brought individuals, personalities together to reach that [same] goal.”

Key to promoting such stakeholder cooperation in the preparation and execution of a mega-event tourism strategy is timely involvement of stakeholders and



commencement of plans. This point was raised by five participants, and included aspects such as informing product owners on the usage of their venues; the choice of the fan park venue; distribution of promotional material; and sharing of knowledge on marketing decisions.

*Understand and give consideration to stakeholder interests*

The DMO has to understand the interests of the various stakeholder groups when they aim to collaborate with them for an event. The stakeholders' interests will determine their actions and levels of commitment. The DMO also has to provide assistance to local industry members, whose interests are often not served by the event organiser. In the case of the 2010 World Cup, the accommodation industry in the CoT, in some instances, was found to be very negative toward Match (the organisation responsible for the hospitality aspects of the event), its rules and regulations, as well as the forced contracts (as indicated by six respondents).

It is important for residents to be enthused about an event and to participate by being present at event venues (stadiums, fan parks, public viewing areas, public spaces). Two participants stated that residents of CoT had to get out of their houses, into the streets to where the games were being played; that "during a big match, CoT should not be quiet". This is especially important as part of the visitor experience.

"Today we are talking about cultural interaction and Pretoria should have come up with activities where internationals could interact with locals and have that cultural exchange ... It's not just important to enjoy the area; you have to enjoy the people".

In order for local residents to give an event such support, it is necessary to make them understand the benefits and privilege of being a host city. "You have to get it from the normal person on the street. [They need to understand] it's more than just soccer: it's a unique thing; it's a mega-event." Residents need to understand that public money is being spent, but that they will be benefiting from it. "It's an

opportunity to get our [CoT's] house in order – so it's an advantage for the residents of CoT. CoT is being cleaned up and we are finally getting some of the services that we have been waiting for, for a long time". However, three participants stated that not enough communication has gone out to the "rate payers" to inform them of these developments.

Another important stakeholder group to consider is industry associations that can assist in getting the product offering of the destination ready. Within the CoT, there was collaboration with South African Tourism Services Association (SATSA) for tour operator training; with the Tourism Enterprise Partnership (TEP) for Customer Care Toolkit Training and Business Skills Toolkit Training. CoT also partnered (through the 2010 Unit) with the Gauteng Tourism Authority (GTA) and TEP to grade and re-grade accommodation facilities (Anon, 2010).

## **Conclusion**

The existing literature on tourism destination management and marketing highlights the fact that mega events have the potential to contribute to the destination competitiveness if various key aspects are addressed at the strategic and operational levels. In this study these aspects were reinforced during stakeholder interviews while various additional perspectives were gained. The importance of strategic and participative leadership was regarded as fundamental. It was indicated how the absence of an established destination management structure such as an RTO can be overcome by the establishment of a temporary structure that can serve as a platform for cooperation between the event organiser and destination stakeholders.

Along with the establishment of a more desirable long term event-destination integrating structure, the strategic function of an umbrella events strategy was

reinforced as crucial to maximizing true legacies for the host city destination. There was also agreement that CoT's events strategy had to be integrated into and aligned with the provincial and national strategies, without losing the unique and distinctive event and destination branding identity of the host city destination. A key challenge mentioned was the need to manage and leverage every specific event to the maximum benefit of the destination beyond short term economic impact. In this regard it is important that both the strategic and operational aspects should receive balanced priority in the overall destination events strategy.

The importance of identifying and engaging the broader spectrum of stakeholders involved in and/or impacted by the event was emphasized. From both an events and destination perspective the importance of capacity building and training was regarded as essential, as was the importance of regular communication and coordination. The local communities were identified as a very important stakeholder group, as they were not only directly impacted at various levels through the hosting of events, but were also important 'hosts' and 'personal marketers' of the events. Of particular interest was the recommendation that entrepreneurship should be encouraged as a key part of the events strategy and that new entrepreneurs should be integrated into the respective stakeholder groups.

The opportunities that may be lost in terms of marketing, entrepreneurship, and effective post-event impact assessment have been highlighted during interviews with especially private sector stakeholders. Despite a lack of formal integration and the absence of strong leadership, there were also a number of positive developments mentioned that may contribute to the longer term competitiveness of the destination. These include renewed focus and resources being committed to the growth of the destination's overall strategy; improved cooperation and the creation of

communication channels between public and private sector stakeholder groups; as well as greater ownership and responsibility being assigned to event-specific resources.

Further research of value may include operational aspects of the implementation of an event strategy, especially within a destination, such as the case study, where there is a lack of resources and a leading DMO. This could be done through a quantitative study that includes a large number of stakeholders, which will enable factor analysis to identify the top priorities for resource allocation. Qualitative research could include multiple case studies to compare the most appropriate forms of event evaluation and impact assessment for destinations of this nature. It should not only focus on the triple bottom line, but should also aim to define in measurable terms the progress made in terms of strategy development; growth in event-related resources and knowledge; as well as the balance of events presented within the destination.

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## APPENDIX A: Interview protocol

Discussions were guided along the following four broad themes:

- The current level of competitiveness of CoT of Tshwane as a tourism destination.
- The contributions that mega-events can make to the competitiveness of CoT of Tshwane as a tourism destination.
- Issues unique to mega-events that have to be taken into consideration for the hosting of the 2010 FIFA World Cup (or any other mega-event) from a tourism destination perspective.
- The key issues that need to be addressed to ensure a positive legacy of tourism destination competitiveness for CoT of Tshwane.

### Theme 1: Current level of competitiveness

1. In your view, would you say that CoT of Tshwane is a globally competitive tourism destination? YES - Why?

(If answered NO to question 1)

2. Are there any shortcomings or obstacles that are hindering CoT of Tshwane from being a globally recognised destination?

*(Resources, marketing, product development, target market, planning, government commitment, support services, infrastructure, etc.)*

3. Do you believe that there is any significant competitive difference between CoT of Tshwane and the other 2010 World Cup host cities?
  - Yes/No
  - Which
  - Why do they exist

### Theme 2: The contribution that mega-events can make

4. Do you agree with the statement that it is beneficial for CoT of Tshwane to be a host city for the 2010 FIFA World Cup? Motivate your answer.

*a) Short-term impacts (triple bottom line)*

*b) Long term legacies*

5. From a destination marketing perspective, what do you regard as the most important benefits that CoT of Tshwane may accrue from this event?  
*(Image, brand, bundling of products, publicity, non-accredited media, new markets)*

6. Have there been any changes in CoT of Tshwane's tourism strategy due to the World Cup?

*yes/no*

*Which?*

*Which more important?*

*Which left out?*

*- a separate portfolio in the DMO*

*- event policy and strategy*

*- bidding strategy for the future*

7. Please elaborate on the level of stakeholder coordination and collaboration within CoT of Tshwane in the wake of the World Cup.  
*(Tourism industry - public & private, government, local community, event organisers/LOC, Fifa, regional)*
8. How important do you think it is for CoT to put a formal event strategy in place?
9. What/how do you see the role of SAT/national level to support local RTO event efforts?

**Theme 3: Issues unique to mega-events that need to be considered**

10. Which issues that can be regarded as unique to mega-events, should be taken into consideration by CoT of Tshwane?
  - *LOC*
  - *Fifa stronghold (Fifa legalities)*
  - *Mass number of spectators (logistical issues)*
  - *Worldwide media interest*
  - *Effect on local enterprises*
  - *Match contracting*
11. Please elaborate on the process of City-level coordination from a tourism perspective (including the Tourism Division, private sector) with the LOC and the 2010 office. Is this an important aspect?
12. Mention any recent efforts by CoT of Tshwane which you regard as most important to ensure Tshwane's ability to act as host city. [This can be anything from roads to signage, marketing, local involvement to the environment, 'mood' in CoT]
13. What obstacles or challenges do you foresee in terms of CoT of Tshwane's ability to act as host city?

**Theme 4: Issues that need to be addressed to ensure a positive legacy of competitiveness**

14. In your opinion, what has to be done to ensure that the hosting of 2010 fosters long-term benefits (legacies) for CoT of Tshwane as a tourism destination?
15. As a last question, what do you regard as the critical success factors to ensure a successful 2010 World Cup event?