

AN EXAMINATION OF POST-SPORT EVENT LEGACY GOVERNANCE:

THE CASE OF PYEONGCHANG 2018

by

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(Under the Direction of Becca Leopkey)

ABSTRACT

The purpose of this study was to examine post-sport event legacy governance. In order to address the research questions, a single-case embedded design focusing on the PyeongChang 2018 Olympic Games was employed. Specifically, four sub-studies were built using archival materials and interviews.

The first study employed the issues management literature to explore issues in post-sport event legacy governance in relation to polity, politics, and policy governance dimensions. The findings of this study identified ten issues across the three governance dimensions and highlighted the importance of understanding multi-dimensional governance systems in post-sport event legacy governance. Perceived differences in issues among stakeholders was also highlighted. The second study used the Resource-Based View to identify stakeholder's post-sport event legacy strategies. In doing so, multiple types and attributes of post-sport event legacy resources as well as the resource management systems and practices emerged. The third study of this dissertation explored stakeholder management issues in the post-sport event legacy governance phase by analyzing conflict associated with the Jeongseon Alpine Centre. The study

identified drivers, management, and impacts of stakeholder conflict within post-sport event legacy governance.

Lastly, an examination of the PyeongChang 2018 Legacy Foundation was completed to better understand how post-sport event legacies are governed by event stakeholders via a long-term legacy organization. Using the polity, policy, politics governance dimensions that are useful to explore the network mode of a governance system, it was determined that the PyeongChang legacy organization utilized a public-private governance mode. Based on the public-private governance system, the legacy organization served as a platform in which multiple public and private stakeholders collaborated to sustain legacies. This study also highlighted similarities and differences between the PyeongChang's legacy and legacy organizations associated with the Vancouver 2010 and Salt Lake City 2002 Winter Olympic Games.

Overall, this dissertation extended our knowledge of sport event management, and more specifically sport event legacy. As a result, a number of theoretical and practical implications about the governance of legacy are proposed.

INDEX WORDS: Olympic Games; case study; qualitative research; sport events; sport organizations; stakeholder management

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To my parents, parents-in-law,
and my wife, Saeyol

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CHAPTER 1

INTRODUCTION AND LITERATURE REVIEW

Background of Study

The concept of sport event legacy has been gaining increased attention from event stakeholders, such as organizing committees and host governments (Thomson et al., 2018). Sport event legacy is considered to be “planned and unplanned, positive and negative, tangible and intangible structures created for and by a sport event that remain longer than the event itself” (Preuss, 2007, p. 211). Given the rising importance of the concept within the sport event management domain, the notion of legacy has evolved quite significantly over time from a reactive effort following a sport event to something that organizing committees and local event hosts strive to achieve/leverage from hosting. Leopkey and Parent (2012a) suggested that over time the concept has become institutionalized within the Olympic Movement. Since the concept of legacy can help justify the use of public resources and highlight benefits that are derived from the hosting of an event (Gratton & Preuss, 2008; Leopkey & Parent, 2012b), leaving legacies has become an important area of consideration in sport event management, especially for mega-events like the Olympic Games (Cashman & Horne, 2013).

Researchers have highlighted the difficulty of generating and sustaining event legacies (Cashman & Horne, 2013). Byers et al. (2019) suggested that mega sport event legacy delivery is a wicked problem that involves diverse stakeholders, making legacy delivery difficult. Furthermore, there can be potential conflict among stakeholders in making legacy related decisions, which must be managed for sustainable legacies. Thus, event legacy planning can be

considered a governance issue that needs effective structures and processes to steer, control, manage the relationships of legacy stakeholders (Girginov, 2011). Therefore, a number of studies have investigated various aspects of legacy governance including processes and structures (e.g., Leopkey & Parent, 2015; Leopkey & Parent, 2016), stakeholder relationships (e.g., Brown, Cox, and Owens, 2012; Postlethwaite, Kohe, and Molnar, 2018), and partnerships (e.g., Bell & Gallimore, 2015; Harris & Houlihan, 2016; Nichols, Grix, Ferguson, and Griffiths, 2016). By doing so, previous research demonstrated the significance of building a governance system to help regulate, promote, and manage the collaboration among various stakeholders in relation to sport event legacy.

In particular, there can be a number of challenges in creating and sustaining sport event legacy in the post-event phase. In general, there is a reluctance to invest public funding to complete and sustain the planned sport event legacy objectives after the conclusion of the event, which tends to occur as a result of a lack of public support to continue investing more financial resources to the post-sport event legacy programs and policies (Gammon, 2015). In the case of the Olympic Games, this is often accredited to the disbanding of the Organizing Committee for the Olympic Games (OCOG) in the year following the event since it is mainly responsible for organizing the Olympic Games, including pre-Games legacy planning. As a result, legacy programs tend to be or become unsustainable. It has also been suggested that it can be easy to lose momentum in the provision and sustainability of event legacy as a result of organizational, political, and personnel change as well as instability which create challenges in the post-event phase (Bell & Gallimore, 2015). Leopkey and Parent (2016) noted that a lack of a formal legacy plan creates major problems especially in the transfer/transformation and post-Games legacy governance phases of the Olympic event.

Many anecdotal examples discussing the challenge of continuing post-sport event legacy development have been reported not only in the media but also in academic articles. For instance, post-Games use of large and underutilized Olympic venues can burden host communities economically, occurring mainly due to long-term maintenance and operation costs (Alm, Solberg, Storm, & Jakobsen, 2016; Davis, 2019). Environmental impacts related to the sustainability of Olympic venues have been problematic in the Olympic Movement (Chappelet, 2013; Ross & Leopkey, 2017). Therefore, debates and discussions regarding the post-Games use of Olympic sport infrastructure have been important topics considered by multiple event stakeholders given the economic, social, and environmental impacts of these facilities (Darcy & Taylor, 2013; Mangan, 2008).

Preuss (2015) argued that legacies increase only when opportunities created through hosting an event are optimized after the event. Additionally, because legacy is a dynamic concept that can change over time depending on environmental characteristics (e.g., stakeholders and sociocultural environment) (Preuss, 2019), continuous efforts to build and manage legacy programs and policies after the event are important. In line with this point, previous studies (e.g., Chalip, Green, Taks, & Misener, 2017) highlighted the importance of post-event commitment and leveraging to sustain policies (e.g., partnerships) for sport development legacy (e.g., increasing sport participation within a host country) that tend not to be sustainable (Grix, Brannagan, Wood & Wynne, 2017). Moreover, Nakamura and Suzuki (2017) identified the importance of continuous modification to the strategic plans and the need to reinterpret legacies over the long-term legacies from their research on the 1998 Nagano Olympics. Strategic planning for legacy in the pre-event/bid phase has also been emphasized in the sport event management literature (Preuss, 2015; Thomson et al., 2018; Thomson, Schlenker, &

Schulenkorf, 2013). However, limited attention has been paid to post-sport event legacies (Davies, 2012; Nakamura & Suzuki, 2017).

Problem Statement

Due to limited research on the post-sport event phase, little is known about what legacy governance issues and difficulties exist following the hosting of the event, who the key stakeholders are and how they interact, and what strategies should be implemented for successful legacy management and monitoring. This dissertation aims to help fill this gap in the literature by focusing on post-sport event legacy governance.

Particularly, creating and leaving positive legacies are important in the Olympic context because hosting the Games requires increased public funding (Chappelet, 2014; Leopkey & Parent, 2016). The Olympic Games are considered the most complex sport event in the world in which multiple stakeholder groups are involved (Parent & Smith-Swan, 2013). Given the importance of producing legacies from the hosting of the event in combination with the complexity of the event, examining post-Olympic Games legacy governance is of the upmost importance. The post-Games legacy governance system consists of a number of stakeholders from bid to the post-event phase, including representatives from the central and local host governments, national Olympic and Paralympic Committees, sport organizations (e.g., national sport federations), and community residents (Leopkey & Parent, 2017). Since stakeholders often have different needs and interests, building an effective legacy governance system is necessary to manage and facilitate collective actions among (Leopkey & Parent, 2015).

Systematic governance is “concerned with the competition, cooperation and mutual adjustment between organizations in business and/or policy systems” (Henry & Lee, 2004, p. 24). More specifically, governance in this dissertation, is understood as the “steering and co-

ordination of interdependent (usually collective) actors based on institutionalized rule systems” (Treib et al. 2007). As such post-sport event legacy governance is understood to be the system responsible for guiding and steering collective actions of a sport event’s legacy over the long-term based on institutionalized rule systems after the conclusion of the event.

Employing this specific definition focusing on collaborative actions among stakeholders was useful in exploring post-Games legacy governance where the goal of creating and sustaining legacies through promoting collaborative initiatives among stakeholders was at the core. Moreover, this definition includes three dimensions of governance: (1) polity (structure of governance, institutional actors/properties); (2) policy (process of governance, power relations between actors); and (3) politics (content of governance, policy goals and instruments).

However, limitations of this definitions should be understood as there might be some aspects of governance, not addressed by this understanding (e.g., perception gaps among stakeholders and stakeholder conflict). Thus, to gain a deeper understanding of different post-Games legacy governance issues, a number of theoretical approaches (e.g., issues management and conflict management literature) were utilized in each sub-study of this dissertation to help overcome potential pitfalls of this perspective.

Purpose of Study

The purpose of this dissertation was to examine post-sport event legacy governance. The specific research questions were as follows:

1. What post-sport event legacy governance issues are encountered by event stakeholders?
2. What strategies do event stakeholders employ to sustain and manage post-sport event legacies?

3. How and why does conflict emerge among event stakeholders in the post-sport event legacy governance phase and how is such conflict managed?
4. How is legacy governed by legacy organizations in the post-sport event phase?

Significance of Study

The significance of this dissertation lies in the exploration of legacy governance following the conclusion of an event, which has been a notable gap in previous research. This study aimed to contribute to the broader sport event management literature by identifying a number of practical and theoretical implications such as effective conflict management strategies and modes of post-sport event legacy governance. This study also contributes to our knowledge of sport event governance by examining the dynamics of stakeholder relationships and governance issues within the post-sport event context from a stakeholder, organization (i.e., issues management, resource-based view, and conflict theory) and governance theories (politics-polity-policy governance dimension analysis) perspectives.

Utilizing the 2018 PyeongChang Olympics as a case study for this dissertation provides a better understanding of Olympic legacy in the Asian Context. This is particularly useful given that several Asian cities will host the event (i.e., Tokyo 2020 and Beijing 2022 Olympic Games) in the future. Moreover, this study expands our knowledge of sport event legacy by examining multiple examples of legacy governance organizations from previous editions of the Olympic Games (i.e., the 2002 Salt Lake City, 2010 Vancouver, and 2018 PyeongChang). By comparing and contrasting PyeongChang's legacy organization (i.e., The PyeongChang 2018 Legacy Foundation) with other legacy organizations from different contexts, this study identifies important factors that influence post-sport event legacy governance.

To summarize, this study offers theoretical implications for researchers by examining various event governance issues from a variety of theoretical perspectives (e.g., issues management and conflict theory). Furthermore, this research project provides important practical implications for sport event stakeholders (e.g., organizing committee and local governments) by identifying and exploring the management of a number of governance issues helping to facilitate lasting sport event legacies for stakeholders following the conclusion of the event.

Review of Related Literature

In this section, a general review of relevant literature is presented in order to establish a foundation for this dissertation. The section begins with an overview of sport event legacy research, and is followed by governance more generally, sport governance, and the governance of sport event legacy. A section on stakeholder theory then provides an overview of the theoretical framework, which is the foundational theory of this dissertation research.

Sport Event Legacy

Even though sport event legacy has been widely discussed in the existing literature, defining the legacy concept remains difficult (Byers, Hayday, & Pappous, 2019; Thomson et al., 2013). Legacy often refers to the long-term outcomes that are associated with the hosting of an edition of a sport event, as opposed to any short-term impacts (Preuss, 2007; 2019). More specifically, Preuss (2007) argued that hosting a sport event results in soft and hard event related structural changes, which can be defined as “event-structures” (i.e., infrastructure, knowledge, emotions, image, culture, and networks). He suggested that structural changes that last longer than the sport event itself are fundamental because they provide lasting opportunities for a host community to improve its image and brand. A summary of event legacy definitions from the existing literature is provided in Table 1.1.

Table 1.1*Concepts of Sport Event Legacy*

Literature	Definitions
Preuss (2007, p. 211)	“planned and unplanned, positive and negative, tangible and intangible structures created for and by a sport event that remain longer than the event itself”
Chappelet (2012, p. 77)	“all that remains and may be considered as consequences of the event in its environment”
IOC (2018, p. 13)	“Olympic legacy is the result of a vision. It encompasses all the tangible and intangible long-term benefits initiated or accelerated by the hosting of the Olympic Games/sport events for people, cities/territories and the Olympic Movement.”
Preuss (2019, p. 106)	“any outcomes that affect people and/or space caused by structural changes that stem from the Olympic Games”

Considering the inconsistency with definitions of the concept, many studies have attempted to better explain sport event legacy. Gratton and Preuss (2008), for example, identified six forms of legacy: infrastructure, knowledge, image, emotions, networks, and culture. At the same time, they proposed the legacy cube explaining and identifying multiple legacy classifications, which suggests that legacy can be positive or negative, planned or unplanned, and tangible or intangible. Additionally, by mapping and contextualizing the evolution of the concept of legacy within the Olympic Movement, Leopkey and Parent (2012b) proposed a typology of legacies including not only tangible (e.g., sport facilities), but also intangible legacies (e.g., nostalgia). In particular, they highlighted changes in the legacy types emphasized over time. Thus, in conducting research on event legacy, it is important to understand the evolving nature of the concept. In that regard, this study also considered potential changes in terms of perception and interpretation of Olympic legacy in the Korean setting, which might be linked to their experience hosting the 1988 Summer Olympics and the 2018 PyeongChang Olympics.

Furthermore, Chappelet (2012) highlighted that legacy is a multifaceted concept, which can also be perceived as “territorial or personal, intentional or unintentional, global or local, short- or long-term, sport- or non-sport-related, and can also be seen from the various event stakeholders’ perspectives” (p. 76). Thus, the legacies created through the hosting of sporting events and in this case the Olympic Games have multiple dimensions (e.g., sport, environment, tourism, and the economy), resulting in varied perceptions regarding their impact (Preuss, 2015; Thomson et al., 2013).

The development of legacy is also difficult to accomplish (Coaffee, 2013). Thomson et al. (2013) highlighted that the limited consensus around its conceptualization “makes it difficult for event organizers, policy makers, and event stakeholders to work towards achieving meaningful legacy outcomes” (p. 119). Moreover, they alluded that “[r]esearch on mega sports event legacy has focused on establishing typologies of legacy, investigating outcomes, and consequences, with limited attention to legacy delivery” (p. 1). Furthermore, Thomson et al. (2018) pointed out that previous studies on event legacy focused mainly on positive or mixed legacy outcomes with limited attention on the negative aspects of legacies. Given this research project aimed to explore diverse aspects of post-sport event legacy governance, it was imperative to consider the multiple dimensions (e.g., negative/positive, planned/unplanned, and tangible/intangible) of sport event legacy.

Sport Governance

Through reforms of the public sector in the 1980s and 1990s when the shift from government to governance happened (Rhodes, 1996), the concept of governance, which refers to “a new process of governing; or a changed condition of ordered rule; or the new method by which society is governed” (Rhodes, 2007, p. 1246) emerged. Considering that understanding

governance can be confusing (Kjaer, 2004) and fuzzy (Colebatch, 2014), outlining the concept is important for conducting research on post-sport event legacy governance.

In essence, *governance* means the act of governing in the public and private sector. More specifically, Rhodes (2007) proposed that “governance is broader than government, covering non-state actors” (p. 1246) which include public, private, and voluntary sectors. In a similar vein, O’Leary, Bingham, and Gerard (2006, p.7) defined governance as a “means to steer the process that influences decisions and actions within the private, public, and civic sectors”. As the definitions imply, multiple actors and institutions from diverse backgrounds are involved in the governance process in order to achieve policy outcomes.

Grix and Phillpots (2011) noted that the sport sector deviates from the mainstream “governance narrative” due to asymmetrical power and resource dependent relationships among organizations. Governance in sport has been a vital area of study, and several definitions of governance have been employed within the sport context (Dowling, Leopkey, & Smith, 2018). Even though many studies on sport governance tend to focus on the role of boards in governing organizations, Dowling et al. (2018) argued for adopting a broader definition of sport governance in order to have a better understanding of what is occurring in the field. Dowling et al. (2018) identified a number of diverse areas of governance related research including sport policy, corporate social responsibility, organizational change, and partnerships to name a few. As such, it is important to understand that sport governance is not only about the steering of a sport organization but also about governance across a sport system (Shilbury, Ferkins, & Smythe, 2013).

Using a broader perspective of governance, this dissertation considers relationship among multiple stakeholders across public and private sectors within post-Games legacy governance.

More precisely, this dissertation is concerned with the network governance structures and processes to regulate, steer, and manage a variety of public and private legacy stakeholders (e.g., governments and community residents) in order to extend our knowledge of how to create positive network governance outcomes (i.e., sustainable post-Games legacies). Thus, this dissertation is aligned with the arguments of governance researchers in the public administration field, which highlights the importance of understanding power shifts from a centralized government to a decentralized governance system. However, at the same time, the researcher acknowledges the potential for different levels of power between government to governance across different nations (Kim, 2020) and fields (Grix & Phillpots, 2011). In the following section, several approaches to study sport governance are outlined.

Sport Governance Research Approaches

Winand and Anagnostopoulos (2019) briefly summarized different levels of sport governance analysis including international, national, and individual levels. At the international level, many studies examined good governance practices of international sport organizations related to issues such as doping and corruption (e.g., Miller, 2011). At the national level, studies explored challenges faced by sport organizations in employing governance principles within their organizational context (e.g., Winand, Dolles, & Minikin, 2015). Additionally, some studies have focused on a person-centered approach to sport governance at the individual level, for example the accountability of sport organizations (e.g., McNamee & Fleming, 2007).

Henry and Lee (2004) identified three interrelated approaches to sport governance research (i.e., systematic, organizational, and political). Sport governance involving sport organizations can be understood as a systemic governance terrain whereas organizational and political governance are key aspects based on the consideration of the extended network of, and

dependence on, diverse types of stakeholders. Systemic governance is associated with understanding the relationships among stakeholders (e.g., cooperation, competition, and mutual adjustment among organizations) within complex policy or business environments. That is, given that governance in the sport context can be related to granting power and managing organizations (O'Boyle & Bradbury, 2013), the sport governance literature has examined the relationship between sport organizations and their stakeholders. For instance, Finnegan, McArdle, Littlewood, and Richardson (2018) examined primary stakeholders' perspectives of governance in the context of Irish football. Their study showed that conflict existed among stakeholders and highlighted the importance of managing stakeholder relationships for effective strategic policy formation and implementation. Lindsey (2010) demonstrated how the local context may influence the formation as well as the operation of local partnerships. Several studies examining stakeholder relationships within a governance system also examined trust. For example, O'Boyle and Shilbury (2016) looked at Australian national and state sport organizations and found facilitating and inhibiting factors for the development of trust between boards and the local sport network (e.g., antagonism, prior histories of conflict, and low-level mutuality). Ferkins and Shilbury (2015) investigated how sport organizations develop governance capabilities while also noting the role of leadership in strengthening stakeholder engagement. In particular, they employed the concept of "stakeowners" suggested by Fassin (2009) and noted that future research should examine the importance of reciprocity and responsibilities of stakeholders involved in sport governance.

Another approach to sport governance is organizational governance, which is related to the framework of organizations to establish norms and standards to ensure ethical practices. In that regard, good governance principles suggested by central sporting institutions, such as the

International Olympic Committee (IOC) and UK Sport Code for Sport Governance and their impact on the governance of an organization were considered (Chappelet & Mrkonjic, 2013). Henry and Lee (2004) proposed seven key principles of good governance: (1) transparency, (2) accountability, (3) democracy, (4) responsibility, (5) equity, (6) effectiveness, and (7) efficiency. Along the same vein, Persson (2011) proposed that balancing stakeholder interests and building trust are crucial for good governance. Parent and Hoye (2018) investigated the impact of governance principles and guidelines on the governance performance of sport organizations. By doing so, they found a relationship between board structure and organizational performance, however there was no evidence illustrating a relationship between good governance principles and organizational performance.

Finally, political governance is related to the pressures placed on sport organizations by government regarding moral and financial operations. The focus of political governance related studies is to examine if such activities of governments are effective and legitimate (Henry & Lee, 2004). Phillpots, Grix, and Quarmby (2011) showed that the UK County Sport Partnerships were tightly regulated by government-imposed funding mechanisms despite the decentralized governance context. Sam and Macris (2014) studied the relationship between government and national sport organizations and found that performance management may also crowd out other principles and motivations (e.g., ethical and altruistic principles) that may be important in terms of overall performance. Likewise, Fahlén (2017) demonstrated how audits and a performance measurement system in sport can change the activities of sport clubs while at the same time create various challenges (e.g., homogenization of the clubs and mistrust between voluntary and public sectors). In terms of sport policy, previous studies examined governance dynamics based on several theoretical frameworks. For example, Dowling and Washington (2017) expanded our

knowledge of sport policy and governance by employing an epistemic communities approach. By doing so, they highlighted the role and importance of knowledge-based professional networks for sport policy development and how professionals can help (re)define policy-relevant issues and facilitate the updating of old and creation of new sport policies.

In relation to this research project, there have been a number of studies on sport event governance (Dowling et al., 2018). For example, Naraine, Schenk, and Parent (2016) compared domestic and international sport event stakeholder network governance structures in order to illustrate the powerful stakeholders who control the flow of information and resources. Parent (2016) illustrated five important themes related to the governance of the Olympic Games in Canada: “Canada-wide planned and coordinated stakeholder engagement, appropriate leadership, organizing committee structure flexibility, knowledge seeking and dissemination and a willingness to innovate” (p. 796). In terms of the scope of this dissertation research, a review of studies specific to sport event legacy governance (e.g., Girginov, 2011; Leopkey & Parent, 2012a) is provided in the following section.

The Governance of Sport Event Legacy

Essentially, managing diverse stakeholders such as organizing committees, sport organizations, governments, the local community, and non-governmental organizations is critical for successful event management (Parent & Smith-Swan, 2013). Notably, given that there can be potential conflict between stakeholders in making decisions regarding event legacy, its planning can be considered a governance issue (Girginov, 2011). Sharp and Finkel (2018) identified the importance of legacy planning and design and implementing appropriate governance structures in the early part of the event planning. Moreover, Christie and Gibb (2015) noted the importance of pre-Games partnerships and identified key aspects of a successful collaborative approach to

legacy governance (e.g., resource pooling, shared agendas, political leaderships, and trust).

Rogerson (2016) highlighted the importance of the local management and governance mechanisms/processes in terms of legacy creation and delivery. In addition to pre-event planning, Ziakas and Boukas (2013) emphasized the importance of post-sport event leverage for the production and maintenance of event legacy.

Furthermore, there have been studies that have investigated specific aspects of legacy governance. Leopkey and Parent (2015) analyzed the perception of stakeholders toward the governance of Olympic legacy and noted that event stakeholders saw good governance practices (i.e., accountability, participation, performance, and transparency) as paramount. Leopkey and Parent (2016) expanded on the topic by examining the governance system related to the production and sustainability of Olympic legacy which consisted of a number of governance actors and mechanisms involved from the bid to the post-Games phase. More specifically, the researchers identified four event legacy governance phases: conceptualization, planning and implementation, transfer/transformation, and post-Games governance. In particular, they highlighted the transfer/transformation phase where event assets are transferred to the appropriate authorities responsible for the legacy following the wrap-up of the event. The lack of a formal legacy plan and long-term funding were noted as major problems in the governance of Olympic legacy.

A number of studies have focused specifically on the London 2012 Games. For example, Girginov (2011) argued that a bottom-up approach is important to gain a better understanding of legacy and its related governance system. He also suggested that the governance of legacy can be understood as a form of politics. Girginov argued there are tensions between government and local communities in the governance of legacy in the process of organizing the Games. By doing

so, the study emphasized the importance of developing legacies that benefit local communities. Moreover, Brown, Cox, and Owens (2012) highlighted that building proper governance structures that include various stakeholders and having a clear vision and objectives as early as possible in the event planning phase is crucial.

Postlethwaite, Kohe, and Molnar (2018) examined the impact of educational programs (i.e., the Get Set programme of the London 2012 Olympics) on stakeholder relations during not only the preparation and delivery of the event but also post-event. They showed how tensions developed as a result of different understandings of the goal of the programs. Additionally, the authors highlighted the importance of translating the goal and vision of legacy programs to the local context for positive long-term impacts, which can be facilitated through agreements among stakeholders. Bell and Gallimore (2015) investigated the effectiveness of a multi-agency strategic partnership for leveraging the legacy of the London 2012 Olympics at the sub-regional level. By doing so, they proposed austere economic conditions, limited ability of partners, and extensive structural changes in the public sector as barriers prior to the Olympics. Following the conclusion of the 2012 event, there was a loss in momentum behind the creation, maintenance and sustainability of legacy due to organizational, political, and personnel change and instability.

With regards to community sport legacies, Harris and Houlihan (2016) demonstrated the challenges (e.g., conflicting values and beliefs among policy agents, problems of enforced partnerships, and a lack of discussion in relation to policy learning) associated with the implementation of community sport policy through partnerships. Nichols, Grix, Ferguson, and Griffiths (2016) discussed the negative impact of a 'top-down' governance structure on the London 2012 Olympic legacy program. They also pointed to the problem of a state-led

governance system and performance monitoring that restricted the autonomy of managers in delivering the legacy program at their local level.

Girginov (2011) investigated the legacy governance of the 2012 London Olympics three dimensions of governance (e.g., polity, policy, and politics) (Treib et al., 2007). By doing so, he mapped the nature, range, and dynamics of the actors, governance modes, and the instruments of policy associated with legacy governance. Similarly, Bogason and Musso (2006) also proposed that examining the structures and processes (what, when, who, where, why, and how/mechanisms) as well as, the institutional and procedural aspects (the rules, rights, resources, policy, and the actions of individuals engaged in) is important in governance research. In line with this suggestion, previous studies have investigated broad aspects of legacy governance, such as institutional dimensions (e.g., legal and policies), governance principles and practices (e.g., good governance), stakeholder relationships, and intra-organizational relationships (e.g., partnerships).

As a result, the scope of this paper involved exploring diverse dimensions of post-sport event legacy governance, including the processes, structure, stakeholders, and institutional dimensions of governance.

Stakeholder Theory

In order to achieve the purpose of this study, stakeholder theory was applied as the foundational theory of this dissertation. Stakeholders can be defined as “any group or individual who can affect or is affected by the achievement of the organization’s objectives” (Freeman, 1984, p. 46). The term stakeholder emerged in the 1960s from the work of the Stanford Research Institute. Later, stakeholder theory gained additional traction with the publication of Freeman’s seminal book ‘Strategic Management: A Stakeholder Approach’ (1984). This book proposed a

framework based on a stakeholder approach for a firm that was confronted with environmental turbulence. He highlighted that a firm must attempt to satisfy stakeholders by managing relationships and differing interests of the varied stakeholder groups. That is, “if organizations want to be effective, they will pay attention to all and only those relationships that can affect or be affected by the achievement of the organization’s purposes” (Freeman, 1999, p. 234).

There are many options for researchers in using stakeholder theory. Specifically, the focus of stakeholder research can be on (1) the focal organization; (2) the stakeholders; or (3) the relationship between the focal organization and its stakeholders. Donaldson and Preston (1995) alluded to three types of stakeholder theory research: descriptive/empirical, instrumental, and normative. The descriptive/empirical approach describes the organizations’ nature and interests. The instrumental approach examines relationships between stakeholder management practices and the outcomes of the focal organization’s governance goals. Lastly, the normative approach centers on the ethical considerations related to how the focal organization manages its stakeholders. This project employed both a descriptive/empirical as well as an instrumental stakeholder theory approach in order to explore the nature and interests of stakeholders in the post-sport event legacy governance phase. This also included an evaluation of the practices and outcomes of stakeholder management in relation to various aspects of governance (e.g., polity, politics, and policy) and other issues (e.g., conflict among stakeholders).

The essential purpose of stakeholder theory is to identify stakeholders and their different interests surrounding the focal organization. In doing so, researchers have suggested some typologies of stakeholders. Clarkson (1995) proposed two types of stakeholder groups: primary and secondary. A primary stakeholder is “one without whose continuing participation the corporation cannot survive as a going concern” (p. 106). In contrast, secondary stakeholders

were defined as “those who influence or affect, or are influenced or affected by, the corporation, but they are not engaged in transactions with the corporation and are not essential for its survival” (Clarkson, 1995, p. 107). That is, while primary stakeholders are those who have direct interest in an organization and are critical for its survival, secondary stakeholders are those who have an indirect connection to an organization and are less important for its survival.

Mitchell, Agle, and Wood (1997) provided a more sophisticated typology of stakeholders based on three stakeholder attributes (power, urgency, and legitimacy). Power is the ability of a stakeholder to influence the focal organization and get them to do something they would not otherwise do. Three types of power have been identified: coercive, utilitarian, and normative power (Etzioni, 1964). Mitchell et al. (1997) defined urgency as “the degree to which stakeholder claims call for immediate attention” (p. 867) while legitimacy is “a generalized perception or assumption that the actions of an entity are desirable, proper, or appropriate within some socially constructed system of norms, values, beliefs, and definitions” (Suchman, 1995, p. 574). Considering the attributes possessed by each stakeholder group, they proposed eight types of stakeholders. The more attributes, the more salience or “the degree to which managers give priority to competing stakeholder claims” (Mitchell et al., 1997, p. 854).

Parent and Smith-Swan (2013) identified a number of stakeholders (e.g., staff, volunteers, government, sport organizations, media, community, and sponsors) who could influence the organizing committee of a large-scale sporting event. This typology provided the starting point for stakeholder identification in this research, that is to say actors and organizations that were involved in the governance of an event’s legacy following its conclusion. Also, this research built upon previous studies examining various stakeholder groups involved in legacy governance. For instance, Girginov (2011) included public, voluntary, and private organizations in examining the

London Olympics at the national level. Additionally, Postlethwaite et al. (2018) included educational programs not only during the preparation and delivery of the event but also following the conclusion of the event. In doing so, they investigated several stakeholder groups involved in this research context (e.g., government, delivery agents, Olympic and Paralympic stakeholders, and sport policy actors). An additional noteworthy study (Leopkey & Parent, 2016) illustrated the role of a legacy organization/foundation (e.g., 2010 Legacies Now for the post-event legacy management after the Vancouver Olympics) in post-sport event legacy governance, which implies that there can be various stakeholders who play a vital role in managing and monitoring legacy in the post-event phase. Given that Freeman (1984) defined stakeholders as “any group or individual who can affect or is affected by the achievement of the organization’s objectives’ (p. 46), the key question regarding stakeholder identification was ‘who are the individuals or groups that affect or are affected in the post-sport event legacy governance?’. Throughout the dissertation research process, analyzing archival materials and interview data helped the researcher to identify key stakeholders in post-sport event legacy governance. In doing so, the researcher considered not only formal (i.e., involved in post-sport event legacy governance through official partnerships and contractual obligations) but also informal participation through unofficial and non-contractual network (e.g., local resident groups).

Given the abundance of money spent on hosting the event, legacy-related decisions can be very contentious leading to potential conflict among stakeholders (Girginov, 2011). Harris and Houlihan (2016) proposed conflicting values and beliefs among policy agents as a key challenge of implementing legacy related community sport policy through partnerships. In this regard, stakeholder theory may be useful “to explain the interest and influences that drive organizational action” (Babiak & Willem, 2017, p. 275). Thus, employing stakeholder theory as the

foundational theory of this dissertation facilitated an understanding of the key interests of the identified stakeholders and how they interact in the post-sport event legacy governance system.

More specifically, there are a number of reasons why the use of stakeholder theory was appropriate for this research. Leopkey and Parent (2015) proposed that: “the staging of a sport event involves a wide network of stakeholders and actors” (p. 528). Accordingly, a number of sport event management studies have employed stakeholder theory to identify and examine key stakeholders in the sport event hosting process. Thus, the application of stakeholder theory in this context was helpful in identifying key stakeholders and examining their relationships in the context of post-sport event legacy governance. Moreover, an important benefit of using stakeholder theory was its ability to function as a “handmaiden” (Rowley, 1997). Specifically, Rowley (1997) noted that stakeholder theory is commonly used in order “to support the elaboration of other theories” (p. 888). As a result, a variety of organizational theories (e.g., issues management, network theory, and institutional theory) have been combined with stakeholder theory in sport event management research (e.g., Parent, Rouillard, & Leopkey, 2011; Parent, Rouillard, & Naraine, 2017). Likewise, by drawing on the flexibility of stakeholder theory, this study employed a number of additional organizational (e.g., issues management, resource-based view, conflict management) theories and governance (e.g., polity-politics-policy governance dimensions) frameworks to address the research questions of this dissertation. These theories and frameworks are presented and overviewed in the relevant chapters of this dissertation.

Methodology

This section outlines the general methodological approach employed in this study. Specifically, this section provides information on the research paradigm and case study design.

Furthermore, the section includes information regarding the methods of this dissertation, such as data collection and analysis approach, ethical considerations, and strategies to strengthen the quality of research (e.g., triangulation). As suggested by Grix (2016), the researcher presents how those key components of this dissertation's methodology (e.g., research paradigm, design, and methods) are linked to each other in a logical manner.

Research Paradigm

Paradigms can be defined as “deeply ingrained assumptions and generalizations that influence how people see the world or behave” (Senge, 1990, p. 8). Thus, a research paradigm is linked with the ontological (what is the nature of reality; what constitutes reality) and epistemological assumptions (what can be known) of researchers (Lincoln & Guba, 2013). A research paradigm represents researchers' views and beliefs about the world and influences how researchers see their research topic (Schwandt, 2001). Because particular research paradigms may affect the overall research process (Kivunja & Kuyini, 2017), specific details about this research project are discussed below.

This dissertation is based in constructivist paradigm. Ontologically, the constructivist paradigm considers multiple realities (Guba & Lincoln, 1989). Thus, constructivism highlights that “the world consists of multiple individual realities influenced by context” (J. Mills, Bonner, & Francis, 2006, p. 2). Epistemologically, constructivist researchers are concerned with the interaction process among individuals because “humans generate knowledge and meaning from an interaction between their experiences and their ideas” (Mogashoa, 2014, p. 52).

In that regard, Byers et al. (2019) proposed that “legacy delivery is inclusive of deep social structures which underpin different stakeholders' interpretations and interactions, which produce or limit legacy delivery” (p. 1). Additionally, Homma and Masumoto (2013) suggested

that examining sport event legacy from a constructivist perspective is useful in understanding the process of policy development related to event legacy. Therefore, the researcher assumes that various stakeholders construct multiple realities of post-sport event legacy governance, which is influenced by the research context (e.g., culture and history). Social constructivism emphasizes the significance of context in understanding a social phenomenon (Kim, 2011) and focuses on the analysis of the social process and the construction of reality by considering multiple meanings generated by different individuals who are involved in a specific social context (Berger & Luckmann, 1966).

Thus, employing constructivism assisted the researcher to explore stakeholder interactions related to legacy in the post-event phase by enabling to recognize the existence of multiple realities about legacies constructed by different groups and individuals (i.e., stakeholders). Given the importance of the social context when researching a phenomenon this study employs a case study approach as research design, which is useful to examine “a contemporary phenomenon (the “case”) in its real-world context” (Yin, 2014, p. 2).

Research Design: Case Study Approach

Case studies are used to understand complex problems or issues by examining single or multiple cases (Cresswell, 2013). A case can be a concrete entity such as an individual, organization, event, or a partnership (Yin, 2014). A number of previous studies employed a case study approach to examine governance in the sport context (Dowling et al., 2018; Parent & Hoye, 2018). However, it is important to provide more justification for employing a case study approach in this research.

Essentially, Yin (2014) proposed three situations in which case study research would be appropriate: “(1) the main research questions are “how” or “why”; (2) a researcher has little or

no control over the events; and (3) the focus of study is a contemporary (as opposed to entirely historical) phenomenon.” (p. 2). This research sought to understand how and why diverse issues emerge in post-sport event legacy governance, which meet the first tenet. Also, this dissertation examined post-sport event legacy governance of the PyeongChang 2018 case (i.e., a contemporary event), and the researcher had no control over the phenomenon, which is related to the second and third tenet. Therefore, using a case study approach was considered appropriate for this research.

A case study can be helpful to capture “the emergent and immanent properties of life in organizations and the ebb and flow of organizational activity, especially where it is changing very fast” (Noor, 2008, p. 1603). Given that legacy is a dynamic concept that changes over time depending on environmental characteristics (e.g., sociocultural environment and stakeholders in legacy governance) (Preuss, 2019), using a case study approach helped understand dynamic changes within this research context.

Additionally, as Hyett et al. (2014) pointed out “Case study research has a level of flexibility that is not readily offered by other qualitative approaches such as grounded theory or phenomenology” (p. 1), and flexibility in the overall research process of this research was an advantage of employing a case study approach.

In terms of data collection, a case study approach emphasizes gathering and analyzing various types of data. By doing so, a case study enables researchers to obtain a holistic perspective of a certain phenomenon (Noor, 2008). Therefore, using a case study approach was beneficial for examining the case from a broader perspective and facilitated the employment of multiple sources of data. Furthermore, by conducting a case study, researchers attempt to provide lessons learned from the case, or ‘assertions’ (Stake, 1995) and by constructing ‘patterns’ (Yin,

2014). Moreover, researchers explore “what is common and what is particular about the case”, which involves “careful and in-depth consideration of the nature of the case, historical background, physical setting, and other institutional and political contextual factors” (Hyett, Kenny, & Dickson-Swift, 2014, p. 2). Thus, this research sought to provide valuable insights and implications for sport event stakeholders that may need to address similar issues and situations examined in this research.

In order to develop a rigorous case study, determination of the case/unit of analysis is vital because if a case study examines a topic that is too broad, the overall research process of the case study might not be handled effectively (Baxter & Jack, 2008). Clarifying definition, time, place, and context of the case is significant for a successful case study. Thus, in applying a case study approach to this research, it was imperative to define what the case examined in this research. This is discussed in the following section.

Research Context

Essentially, this research employed a single-case study design consisting of multiple embedded units of analysis. The case under review in this research was the 2018 PyeongChang Winter Olympics. In this section, the research context of the PyeongChang 2018 Olympics is briefly outlined, followed by an explanation of the single-case embedded design.

PyeongChang 2018 Olympics

In recent decades, South Korea has hosted several mega sporting events including the Seoul 1988 Olympic Games and the 2002 *Fédération Internationale de Football Association* (FIFA) World Cup in order to showcase advancements in sport development as well as its progress as a nation (e.g., economic development). Thirty years after the Seoul Olympics, South Korea hosted the 2018 Winter Olympic and Paralympic Games from February 9 to March 18 in

PyeongChang, Gangwon Province. There were two main venue zones for the Games: PyeongChang Mountain cluster where skiing and sledding events were held, and Gangneung Olympic Park where ice events were contested. Additionally, a neighboring county, hosted the alpine speed events at the Jeongseon Alpine center as a part of the PyeongChang Mountain cluster.

Given that legacy plan proposals were required by the IOC in the bidding stage of the 2018 event, South Korea planned and implemented a number of legacy programs in hopes of leaving a lasting Olympic legacy not only for the nation at large, but also the Asian continent. As indicated in the final report of the event:

The vision, ‘New Horizons’, represents PyeongChang’s commitment to discovering new possibilities for younger people on the new stage of Asia and to opening new horizons for the Olympic Winter Games. The PyeongChang 2018 Olympic and Paralympic Winter Games aspire to promote the Olympic Movement and winter sports across Asia, and encourage development in the region. PyeongChang has compiled knowledge and experience from its two previous bids and accumulated the necessary resources of winter sports venues and transport infrastructure, higher brand value, vibrant investment from the private sector, and the balanced growth of winter sports. PyeongChang will continue to create new legacies in delivering successful Olympic Winter Games and creating a sustainable city (IOC, 2019, p. 50)

Specifically, by promoting the ‘New Horizons’ vision from early on in the bid phase, the PyeongChang Organizing Committee for the 2018 Olympic and Paralympic Winter Games (POCOG) aimed to develop winter sports in Asia and tourism at the local level in Gangwon province (IOC, 2014). In addition to the sport and tourism legacies, POCOG promoted peace as a

key legacy initiative, which was partially realized through the participation of the North Korean delegation in the Games.

In selecting a case for a single case study, five rationales (critical, unusual, common, revelatory, or longitudinal case) can be used (Yin, 2014). A case should be critical to “represent a significant contribution to knowledge and theory building by confirming, challenging, or extending the theory” (Yin, 2014, p. 51). There are a number of reasons why the 2018 PyeongChang Olympic Games provided a good context for this research. First, there continued to be debates among event stakeholders about the event’s legacy following the conclusion of the event. For example, key discussions around post event venue usage (e.g., the Gangneung Hockey Centre, the Gangneung Oval, the Jeongseon Alpine Centre, and the Olympic Sliding Centre) created conflict among stakeholders (e.g., Korean government, local government, and local community groups) (Palmer, 2019). Thus, it was evident there were many issues in the post-sport event legacy governance phase in this case. Moreover, it was also obvious that stakeholders within the legacy governance system sought to resolve some of these issues. Furthermore, the South Korean government paid continuous attention to Olympic legacy from pre- to post-event (IOC, 2019). For example, after the event, they established the PyeongChang 2018 Legacy Foundation (PCLF) to sustain and monitor Olympic legacy during the post-event phase. In particular, the PyeongChang Olympics left a number of opportunities to create long-term event legacies including political (temporally improved relations between South and North Korea), urban development (the construction of high-speed railway), and sport development (the construction of winter sport stadiums) in the nation.

Furthermore, most previous research on Olympic legacies tend to focus on Western cases, such as Sydney 2000, Vancouver 2010, and London 2012. Preuss (2015) pointed out that

different legacies might occur for different spaces. Thus, considering there is little attention paid to Olympic legacies within the Eastern context, focusing on the case of the PyeongChang 2018 Games could shed new light on this area of research. For example, given the impact of contextual factors (e.g., social, cultural, and political systems of host countries) in hosting sport events, there might be unique and diverse event legacy governance structures and processes in the Korean context. Examining the PyeongChang case can extend our knowledge of post-Games legacy governance by highlighting how the governance of legacy is built within the Eastern context. Therefore, the case of the PyeongChang 2018 Olympics was considered critical in contributing to our expanded knowledge and understanding of post-sport event legacy governance.

Single-Case Embedded Design

This research examined the PyeongChang 2018 Olympic Games case which involved various aspects of post-sport event legacy governance. These are the embedded units in the case (see Figure 1-1). Employing multiple units of analysis in a single case study helped the researcher to understand various aspects of post-sport event legacy.

Figure 1-1

The Single-Case Embedded Design of This Research



The first embedded unit of analysis for this research was the post-sport event legacy governance of the PyeongChang 2018 Olympics. The focus of this aspect of the research was to

address the first and second research questions about issues and strategies in post-sport event legacy governance. A broad range of stakeholders who involved in the PyeongChang sport event legacy governance system after the Games were included in the analysis. The second unit of analysis looked at conflict among stakeholders in relation to the Jeongseon Alpine Center where alpine skiing events occurred during the Games. The scope of the second unit of analysis included stakeholders who were involved in the conflict surrounding the Olympic venue. Lastly, the third unit of analysis of this single case study was the PyeongChang 2018 Legacy Foundation responsible for managing Olympic legacy after the event.

Research Methods

Research methods can be understood as the techniques or “procedures and activities for selecting, collecting, organizing and analysing data” (Blaikie, 2009, p. 8). In this section, data collection and analysis approaches taken by the researcher are presented.

Data Collection

A case study approach emphasizes gathering and analyzing various types of data (Yin, 2014). By doing so, a holistic perspective of a certain phenomenon can be obtained by researchers (Noor, 2008). Two main sources of data were gathered and analyzed for this project: 1) archival materials and 2) semi-structured interviews. Gathering data from more than one source resulted in richer data, as well as, stronger and more trustworthy findings (Yin, 2014).

Archival Materials. Archival materials, which can be reviewed repeatedly and offer broad coverage, can be a useful source of evidence (Yin, 2014). They are also useful for corroborating evidence from other data sources (e.g., interviews) when they are carefully used in case study (Yin, 2014). Archival materials were used to facilitate our understanding of pre-event legacy planning, historical details of legacy governance issues in the Korean context, and

stakeholders' strategic directions in the legacy governance process. Many different types of public documents related to the topic were gathered and examined. These included, but were not limited to policy documents, event bid and organizing committee documents, final reports, web site content and newspaper clippings. Yin (2014) pointed out that documents are "written for some specific purpose and some specific audience other than those of the case study being done" (p. 108). Thus, the researcher carefully identified specific purposes of gathered archival materials in using them as data sources. Additionally, related event stakeholder documents were included in this study. The documents helped analyze the strategic direction and related discussions of each stakeholder. Some of the internal documents were not included in the findings of this research to ensure confidentiality. However, they were utilized to gain a deeper understanding of stakeholders' internal discussions about event legacy and were useful for verification of the project's findings. Data collection for this dissertation research began on August 2016 (about two years before the Olympics) and continued until the completion of this dissertation research in order to cover as much as possible of the post-event phase.

Semi-Structured Interviews. The researcher strived to locate appropriate interviewees to provide rich information for this research project. Interviews with key informants offered significant insight into issues in the post-sport event legacy governance phase. In collecting and analyzing interview data, the researcher considered challenges and limitations of using the data for this research (e.g., interviewees' bias due to different perspectives and potential inaccurate information because of poor recall) (Yin, 2014). Data were collected until saturation was achieved, that is to say no new emergent themes or information appear (Guest, Bunce, & Johnson, 2006).

Purposive sampling was employed to select research participants with firsthand knowledge in order to elevate the credibility of the results (Rubin & Rubin, 2011). Interviewees were identified via archival data collection. The researcher also utilized their personal social network in Korea to connect with other additional participants. By contacting gatekeepers who could introduce potential participants, the researcher identified interviewees who could give valuable information to the researcher. The interviewees who were responsible for Olympic legacy in their organizations and groups were invited to participate in the study. Interviewees included representatives from the central, provincial, and municipal governments, officials from the IOC and international and national sport federations, the Korea Sport & Olympic Committee (KSOC), and the Korea Paralympic Committee (KPC), officials from post-event legacy organizations, and local community representatives. Additionally, the researcher employed a snowball sampling technique when conducting interviews to ensure coverage of the topic (Creswell, 2013). More specifically, the researcher sought to recruit proper interviewees for each study who could help achieve the goal of each study. More detailed information about the interviewees is offered in their respective sections.

For interviews, the researcher visited South Korea in order to meet research participants in person. Before heading to Korea, potential interviewees were contacted via phone or email to get their initial consent. During the in-person meeting, the research goal and overall procedures were explained by the researcher. Then, the interviewees were provided with a consent form approved by the UGA's Institutional Review Board (IRB) (see Appendix A). Interviews were conducted in a convenient place and time selected by the participants. When follow-up interviews were required, or when participants were not be available for a face-to-face interview other online formats were utilized such as Zoom. Essentially, face to face interviews were

preferred due to potential disadvantages of interviews via phone and Zoom (e.g., difficulty of engaging conversation and building rapport and trust between the researcher) (Deakin & Wakefield, 2014). However, due to the COVID-19 pandemic, some of the interviews were completed via Zoom to ensure the safety of both the researcher and interviewees. In order to mitigate the potential drawbacks of phone or Zoom interviews, interview questions were sent to participants prior to the session, which helped them to prepare the interview. Furthermore, interviews were transcribed verbatim and then translated from Korean to English (when needed) by the researcher who has proficiency in both languages.

Data Analysis

The data analysis portion of this dissertation research was modified for each study and related to the goal of each study. In this section, general processes of data analysis that were taken by the researcher is outlined (More specific details about each study is presented in their respective sections).

For this dissertation research, content analysis using qualitative data analysis software (i.e., ATLAS.ti) was conducted as it facilitated coding and retrieval of the data. Specifically, open coding, or first cycle coding, was the first step in the data analysis process and allowed the researcher to label key concepts with codes (Miles, Huberman, & Saldaña, 2014). The archival materials were analyzed first followed by interviews. This order of data analysis helped the researcher to identify important issues within the post-sport event legacy governance of the PyeongChang 2018 Olympics and to develop the chronology of the case. Based on insights from the archival material analysis, data analysis of interviews was facilitated. However, as the research proceeded, the researcher analyzed the collected interview and archival materials

concurrently in order to compare and contrast information from the sources, which was helpful to corroborate evidence from each data source.

In the analysis process, initial codes were developed from a combination of inductive coding and deductive coding according to guidelines suggested by Miles et al. (2014). Specifically, based on relevant literature on the topic, a coding directory was created for deductive coding before data analysis. Deductive codes were related to theoretical concepts employed in this dissertation, such as types of event legacy (e.g., sport development, political legacy, and social legacy), stakeholder theory (e.g., power and legitimacy), and governance (politics, policy, and polity). Emergent codes were included in the initial version of the coding directory. Additionally, deductive codes were continuously revised based on insight and experience gained throughout data collection and analysis process.

The second cycle coding, also known as axial coding, was conducted in order to group initial codes into categories based on the consideration of relational aspects between and among the open codes. This led to the generation of the higher-order themes (Miles et al, 2014). If further data analysis was needed, the researcher reevaluated the codes during a third cycle of coding (e.g., pattern/selective coding). By doing so, the researcher sought to identify relationships among codes and categories that were developed in the second cycle coding.

Ethical Consideration

Before data collection, the approval of the University of Georgia Institutional Review Board was gained. Prior to interviews, an informed consent form was provided to research participants who had the right to withdraw from the research at any time. Collected data were securely managed in order to protect them throughout the research process and were not shared with other people. The privacy of research participants was protected using pseudonyms to

maintain confidentiality throughout the research process (during data collection and analysis and reporting the findings of the research). Strict anonymity and confidentiality are especially crucial in conflict research, and as such the researcher paid extra attention to protecting the privacy of the interviewees for the third study of this dissertation which focused on conflict management among legacy stakeholders.

Researcher Subjectivities

Understanding of one's subjectivity is imperative in doing qualitative research (Given, 2008). The researcher subjectivities may "filter, skew, shape, block, transform, construe, and misconstrue what transpires from the outset of a research project to its culmination in a written statement" (Peshkin, 1988, p. 17). Thus, identifying and acknowledging subjectivities can allow researchers to be aware of potential bias and prejudice throughout the research process (Preissle & deMarrais, 2015).

One of the main potential subjectivities was the nationality of the researcher. Given the fact the PyeongChang Olympics were hosted in Korea, the home country of the researcher, a number of researcher advantages were identified (e.g., language and accessibility). However, at the same time, a number of barriers or potential issues were also reflected upon. For example, researcher bias could have influenced the overall research process. More specifically, even though researchers may observe negative aspects in the case, they might focus on the presentation of positive aspects of cases. This is because they might be reluctant to report findings that may harm the reputation their native country. A balanced viewpoint in conducting a qualitative research is crucial. As such, the researcher was concerned with the potential issues that might be caused by the researcher's nationality throughout this study.

Clarifying the roles of a researcher is imperative in qualitative research (Creswell, 2013). In this dissertation, the researcher took both insider and outsider positions. This is considered beneficial when trying to understand the complexity and richness of a research topic (Dwyer & Buckle, 2009). The insider perspective as a Korean provided better opportunities to obtain high quality research data and understand and interpret the collected data. However, at the same time, the researcher tried to maintain an outsider position throughout the research process to help ensure an analytical view on the topic and to remain unbiased.

Furthermore, an identity linked to being a PhD candidate in the United States might also create researcher subjectivity. Moreover, the researcher might have limited experience in the sport event management industry thereby limiting understanding of the case. Consequently, based on the consideration of the researcher's subjectivities described above, the researcher attempted to maintain a balanced view of the research topic.

Quality of Research

Trustworthiness was considered throughout the dissertation. The researcher considered various criteria of trustworthiness (i.e., credibility, transferability, dependability, and confirmability) as suggested by Guba (1981).

Credibility means the ability to create believable research findings. In order to ensure credibility, various ways of achieving triangulation were used (cf. Carter, Bryant-Lukosius, DiCenso, Blythe, & Neville, 2014). First, using multiple sources of evidence (interviews and archival materials) was beneficial for creating a more robust case (i.e., data triangulation). In addition, comparing each data source (i.e., methodological triangulation) helped corroborate evidence across data sources. Also, multiple theories (e.g., issues management, resource-based

view, and conflict theory) were utilized, and this theory triangulation, helped the researcher to support and refute the findings from differing theoretical perspectives (Denzin, 2017).

Transferability refers to the extent of which the findings of this dissertation can be transferred to other contexts. One of the common misunderstandings about qualitative case studies is that empirical findings of the studies are not generalizable (Smith, 2018). However, there are different types of generalization including statistical generalization and analytical generalization (Yin, 2014). Although statistical generalization seeks to generalize research findings to a population, analytical generalization aims to present the findings' transferability by conducting a theoretical analysis of key factors creating outcomes and the impacts on the context. The primary goal of examining a single case (i.e., the PyeongChang case) was to analytically contribute to our knowledge of post-event legacy governance (Yin, 2014). To accomplish this the researcher employed a variety of theoretical approaches to address the four research questions of this dissertation. This approach enhanced the transferability of the findings by enabling the theoretical analysis of important factors within the governance system. As a result, rich descriptions of the research findings using theoretical terms help readers (e.g., legacy practitioners of future hosts) judge the transferability of the findings. Moreover, the potential and limitation of transferring the findings of the research were thoroughly discussed when drawing conclusions.

The dependability of the research, which relates to the extent of which the findings of the research can be regenerated by different researchers based on same data, was achieved through peer debriefing. A huge advantage of this study was that the dissertation's research committee members provided valuable insights and diverse perspectives regarding data analysis and interpretation of the case. Lastly, confirmability in qualitative research refers to the degree of

which the findings of the research are based not on the biases of the researcher but on the words and narratives of the research participants. The preliminary findings of this research project were presented at international sport management conferences, where additional peer debriefing occurred in order to obtain external perspectives on the findings. This also helped ensure the confirmability of the findings.

Dissertation Outline

The research questions of this dissertation were addressed in four separate articles and based on various theoretical approaches as seen in Figure 1-2. More precisely, each sub-study established and addressed specific sub-research questions for a thorough investigation of each topic (see Table 1.2. for more information about the sub-research questions within each research).

In this section, the four studies are briefly outlined. At the time of writing, the first article has been published in *Sustainability*, and the second and third articles have received revise and resubmits at leading sport management journals (e.g., *Sport in Society* and *Sport Management Review*). The fourth and final article will be submitted for publication during the summer of 2021.

The first article, *Exploring Issues within Post-Olympic Games Legacy Governance: The Case of the 2018 PyeongChang Winter Olympic Games*, was accepted for publication in April 2020 in *Sustainability*. The goal of the paper was to explore issues in post-Olympic Games legacy governance by examining the case of the 2018 PyeongChang Winter Olympics (the first research question of this dissertation).

The unit of analysis for the article was the post-sport event legacy governance of the PyeongChang 2018 Games. Using the polity, politics, and policy governance dimensions in

combination with the issues management literature, a case study focusing on post-sport event legacy governance issues of the 2018 Games was completed. The results highlighted 10 issues across the three governance dimensions after the conclusion of the event (i.e., legal, accountability, context, funding, conflicting values or interests, venue, coordination, participation, pre-event planning, and policy momentum). Furthermore, the relationships between the issues and perceived gaps among event stakeholders were also identified. Finally, a model of post-sport event legacy governance illustrating the multidimensionality of the governance arrangement was developed.

The second study, *A Resource-Based View of Post-Sport Event Legacy Strategy: The Case of the 2018 PyeongChang Olympic Games*, was completed to address the second research question of this dissertation: To explore strategies that are employed by stakeholders to sustain post-sport event legacies. This article has been submitted to *Sport in Society* and has received a revise and resubmit recommendation. Initially, this second research question was also going to be addressed by the first study. However, in conducting the first study on issues in post-sport event legacy governance, the researcher found out the need for a deeper investigation into post-sport event legacy strategies. As a result, with the permission of the committee members, the researcher conducted a separate study on post-sport event legacy strategies using a Resource-Based View perspective in order to better understand the topic. This theoretical approach was employed to help better understand the responses from the interviewees in the first study since they frequently discussed the importance of effective utilization of resources created from hosting the Olympics. The Resource Based View approach enabled the researcher to investigate how legacy strategies were developed by the PyeongChang's legacy stakeholders through strategic resource management after the conclusion of the event.

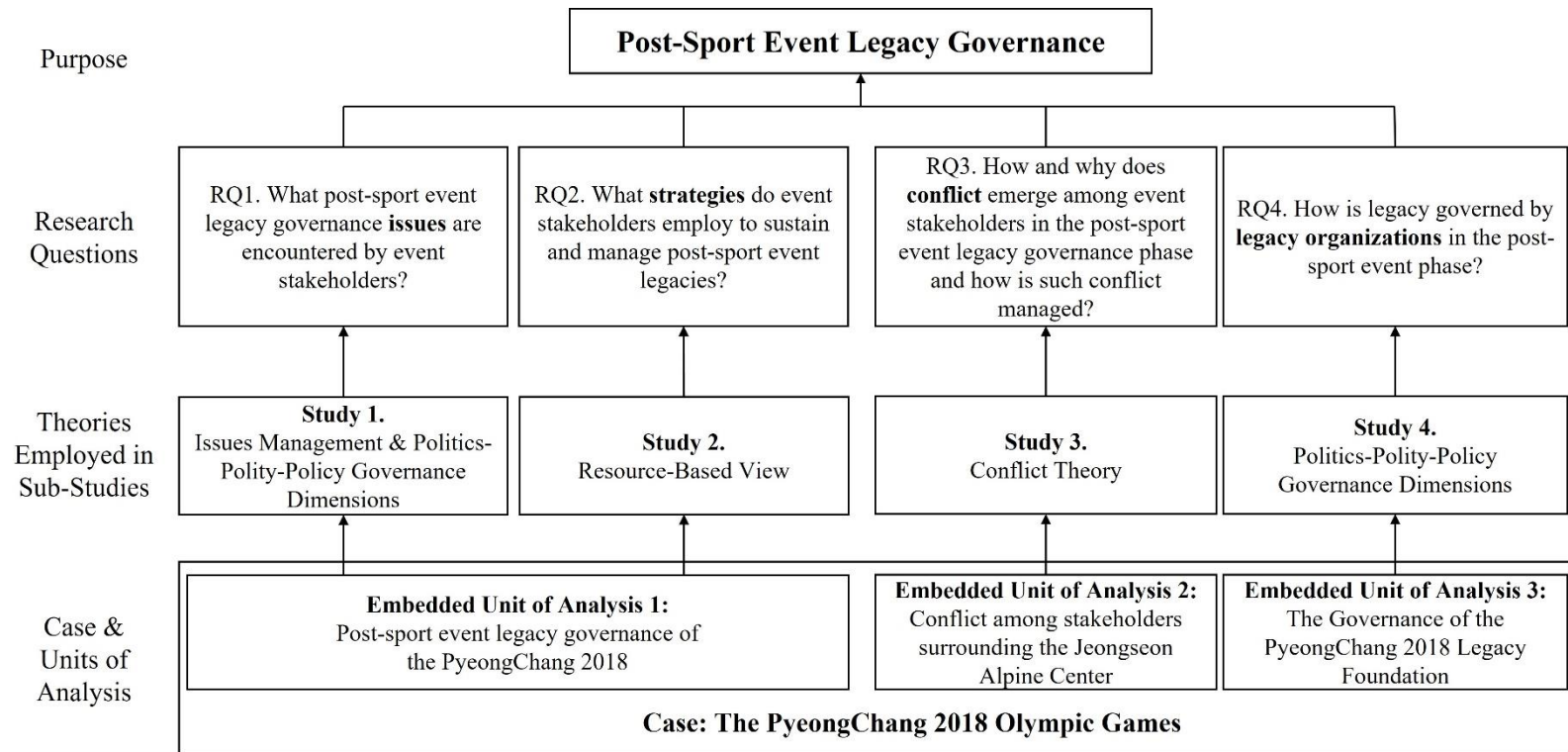
Figure 1-2*Outline of Four Articles of the Dissertation*

Table 1.2*Research Questions of Sub-Studies*

Sub-Studies	Research Questions of this Dissertation	Sub-Research Questions
Study 1	What post-sport event legacy governance issues are encountered by event stakeholders?	<ol style="list-style-type: none"> (1) What legacy issues do event stakeholders encounter post-Games in relation to the polity, politics, and policy governance dimensions? (2) How are these issues interrelated? (3) Are there differences between stakeholders' perceptions of these issues?
Study 2	What strategies do event stakeholders employ to sustain and manage post-sport event legacies?	<ol style="list-style-type: none"> (1) What are the types and attributes of post-sport event legacy resources? (2) How are the post-sport event legacy resources managed by the stakeholders? (3) What strategies do the stakeholders develop and implement to sustain Olympic legacies in the post-event phase by using the resources?
Study 3	How and why does conflict emerge among event stakeholders in the post-sport event legacy governance phase and how is such conflict managed?	<ol style="list-style-type: none"> (1) What drivers caused and escalated conflict among Olympic legacy stakeholders? (2) How were the various conflict-related issues managed? (3) What were the effects of the emergent conflicts on the governance of Olympic legacy?
Study 4	How is legacy governed by legacy organizations in the post-sport event phase?	<ol style="list-style-type: none"> (1) How are the relationships among stakeholders in the governance of post-Games legacy organizations structured, coordinated, and managed? (2) How is the institutional structure of the governance of post-Games legacy organizations constructed? (3) What policy content and instruments are employed in the governance of post-Games legacy organizations? (4) What are the modes of governance of post-Games legacy organizations?

Like the first article, the unit of analysis for the paper was the post-sport event legacy governance of the PyeongChang 2018, with a specific focus on post-sport event legacy sustainability strategies. The Resource-Based View was utilized to expand our knowledge of the strategic management of event legacies in the post-sport event phase.

As a result of the analysis, findings revealed four post-sport event legacy resources: physical, reputational, intellectual, and human. The valuable, rare, and inimitable attributes of these resources were discussed. Systems and processes employed by event stakeholders to assist with the management of the post-sport event legacy resources were also presented and discussed. Finally, this article revealed strategies for increasing the sustainability of post-sport event legacy.

The third article, *Exploring Conflict among Stakeholders in the Governance of Olympic Legacy*, addressed the third research question of this dissertation: How and why does conflict emerge among event stakeholders in the post-sport event legacy governance phase and how is such conflict managed? This article has been submitted to *Sport Management Review* and has received a major revision decision. Additionally, this article was selected as the best paper of the 2020 North American Society for Sport Management Conference student research competition.

Specifically, this article examined emergent conflict among stakeholders associated with the Jeongseon Alpine Centre, one of the venues for the 2018 PyeongChang Olympics. The findings revealed that differing values among stakeholders triggered conflict, which escalated because of a number of drivers including varied interpretations of information and regulations and limited communication among stakeholders throughout the pre- and post-event phases. It was evident that various conflict-management strategies (e.g., negotiation, communication, and mediation) were utilized in the PyeongChang case. Finally, the article explored the functional and dysfunctional impacts of the conflict in the legacy governance system. The findings of the

article identified the meaningful theoretical and practical implications for stakeholder management in the governance of sport event legacy, such as the importance of early resolution of conflict to help decrease negative impacts on the legacy governance process.

The fourth article, *A Comparative Study of the Governance of Post-Olympic Games Legacy Organizations*, addressed the fourth research question of this dissertation: How is legacy governed by legacy organizations in the post-sport event phase? The unit of analysis for this paper was the governance of PCLF. This article compared and contrasted the governance structures and processes of PCLF with those of three other legacy organizations (i.e., Salt Lake City 2002 and Vancouver 2010). The cross-case comparison enabled the researcher to gain a deeper understanding of the PCLF's multiple governance dimensions. This study was financially supported by the IOC Olympic Studies Centre's 2021 PhD Students and Early Career Academics Research Grant Programme.

Using the governance framework developed by Driessen et al. (2012), this article analyzed the politics (stakeholder relationships), polity (institutional structures), and policy (the policy goals and instruments) dimensions of legacy governance along with the modes or forms of collective action that were taken by the respective organizations. As a result, varying network governance modes of post-Games legacy organizations (i.e., public-private, interactive, and self-governance) were identified and discussed.

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CHAPTER 2

STUDY 1: EXPLORING ISSUES WITHIN POST-OLYMPIC GAMES LEGACY GOVERNANCE: THE CASE OF THE 2018 PYEONGCHANG WINTER OLYMPIC GAMES¹

Introduction

Sport event legacy is considered to be “planned and unplanned, positive and negative, tangible and intangible structures created for and by a sport event that remain longer than the event itself” (Preuss, 2007, p. 211). The concept of Olympic legacy has become institutionalized in order to demonstrate sustainable positive long-term impacts of hosting the Olympic Games and justifying the usage of public monies for the event (Leopkey & Parent, 2012). However, it can be easy to lose momentum in the provision and sustainability of event legacy as a result of organizational, political, and personnel instability, which create challenges in the post-event phase (Bell & Gallimore, 2015). In the case of the Olympic Games, this is often accredited to the Organizing Committee for the Olympic Games (OCOG) disbanding in the year following the event, and thus legacy programs tend to be or become unsustainable (Chalip, 2014). Moreover, there is a reluctance to invest public funding to sustain the planned sport event legacy objectives after the event, because the public tends to be less supportive about investing additional financial resources at this time (Gammon, 2015).

Preuss (2015) argued that legacies increase only when opportunities created through hosting an event are optimized after the event. Additionally, because legacy is a dynamic concept

¹ Byun, J. and Leopkey, B. 2020. *Sustainability*.
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that can change over time depending on environmental characteristics (e.g., stakeholders and sociocultural environment), continuous efforts to build and manage legacy programs and policies after the event are important. In line with this point, previous studies (e.g., Chalip, Green, Taks, & Misener, 2017) highlighted the importance of post-Games commitment and leveraging to sustain policies (e.g., partnerships) for sport development legacy. Moreover, Nakamura and Suzuki (2017) suggested the importance of continuous modification of strategic planning and reinterpreting legacies for long-term impacts.

There can also be potential conflict among event stakeholders, that is to say any individual and/or group who can affect or is affected by the event (cf. Freeman, 1984). This is especially true when making legacy-related decisions, making legacy planning a governance issue (Girginov, 2011). Existing research demonstrated the significance of building a governance system (i.e., the combination of controls and processes that drive the network towards consensus while satisfying stakeholders' needs) to regulate, promote, and manage collaboration among stakeholders in relation to the provision of sport event legacy.

Although strategic planning for legacy and its governance in the pre-event or bid phase has been explored (Thomson et al., 2018), a limited amount of attention has been paid to the post-event phase. As such, little is known about what legacy governance issues exist following the hosting of the event or the key stakeholders involved in the process. This research gap is surprising since researchers (e.g., Parent, 2008) have emphasized that legacy management is a key task throughout the entirety of the event's life cycle. Thus, a deeper understanding and more robust knowledge regarding post-event legacy governance are required in order to facilitate sustainable event legacies. Given the large potential for many issues to emerge post-Games, limited focus on this governance phase is problematic.

The purpose of this study is therefore to explore issues in post-Games legacy governance from the perspective of event stakeholders. Specifically, issues associated with three dimensions of governance: (1) polity (institutional structure of governance); (2) politics (relationships between stakeholders); and (3) policy (policy formulation and implementation) (Treib, Bähr, & Falkner, 2007) are examined. Using this comprehensive analytical lens can facilitate a broader understanding of governance in the post-event phase. The issues management literature is also employed in this paper to further the exploration and discussion of issues identified in this case (Leopkey & Parent, 2009; Parent, Rouillard, & Leopkey, 2011). The following research questions will be addressed: (1) What legacy issues do event stakeholders encounter post-Games in relation to the polity, politics, and policy governance dimensions; (2) how are these issues interrelated; and (3) are there differences between stakeholders' perceptions of these issues?

In doing so, we examine the 2018 PyeongChang Olympic Winter Games. Creating and leaving positive legacies has become an important component of hosting the Games due to the increased public funding needed to host the event (Chappelet, 2014; Leopkey & Parent, 2017). This study highlights emergent issues in post-event legacy governance by exploring the multi-dimensionality of governance (i.e., polity, politics and policy). By further exploring the perceived issue differences between event stakeholders, this study also touches on conflicting stakeholder interests in the governance of legacy (Byers, Hayday, & Pappous, 2019). Findings from this study will help practitioners and event stakeholders (e.g., host governments and sport organizations) by identifying potential issues within the post-Games phase as well as their impact on event stakeholders. By doing so, this study expands our understanding of how to ensure positive event legacies by building a sustainable post-Games legacy governance system.

Literature Review and Conceptual Framework

Polity, Politics, and Policy in Event Legacy Governance

The examination of both structures and processes (what, when, who, where, why, and how mechanisms) as well as institutional and procedural aspects (the rules, rights, resources, policy, and the actions of individuals) is central to governance research (Bogason & Musso, 2006; Dowling, Leopkey, & Smith, 2018). In order to explore various aspects of the post-Games phase, this study employs a multi-dimensional governance approach focusing on polity, politics, and policy dimensions. The three dimensions of governance cover “all the different facets that are associated with the notion of ‘governance’” (Lange, Driessen, Sauer, Bornemann, & Burger, 2013, p. 409).

Specifically, polity refers to the governance structures and norms that shape how the institutional actors or properties interact. Politics reflects the process of power relations between stakeholders and their constellations as well as the interdependence or resource exchange among them. Finally, policy is related to policy formulation and implementation (Treib et al., 2007). It is important to understand the interlinkages between these governance dimensions such as how polity guides political and policy processes (Van Leeuwen & Van Tatenhove, 2010). More specifically, the polity–policy relationship characterizes the institutional condition of policy making while the polity–politics connection establishes “the political playing field” (Van Leeuwen & Van Tatenhove, 2010, p. 592). Institutional rules can determine which stakeholders are involved in the political process as well as their access to resources in the governance system. On the other hand, changes in the political dimension (e.g., stakeholders leaving or entering the political process) may result in modifications to the polity dimension. Lastly, the interplay

between politics–policy relates to the impact of stakeholder relationships or interactions on policy formation and implementation.

Girginov (2011) investigated the governance of legacy at the 2012 London Olympic Games by exploring the three dimensions mentioned above. By doing so, he mapped the nature, range, and dynamics of the actors, governance modes, and the policy instruments associated with the event’s legacy governance system. In a similar vein, this study will also focus on these three governance dimensions to ensure a broad coverage of post-Olympic Games legacy issues. Based on the three dimensions of governance, a review of related sport event legacy governance research is provided.

Polity

Researchers have discussed the importance of appropriate legacy governance structures (e.g., bottom-up approach) and principles (e.g., good governance) when considering the influence of legal and sociocultural conditions (e.g., austere economic conditions). Brown, Cox, and Owens (2012), for example, highlighted that proper governance structures should include various stakeholders and have clear a vision as early as possible in the event planning phase. Stuart and Scassa (2011) identified a lack of legal guarantees regarding legacy planning and delivery, which may make Olympic legacy unsustainable. As such, they identified a need for the International Olympic Committee (IOC) and its related governing bodies to implement laws that require legacies to be maintained over the long-term. Girginov (2011) argued that a bottom-up approach is more effective for gaining a better understanding of legacy and its related governance system. Likewise, Nichols, Grix, Ferguson, and Griffiths (2016) discussed the negative impact of a ‘top-down’ governance structure on the London 2012 Olympic legacy program. They argued that a state-led governance system and performance monitoring restricted

the autonomy of managers responsible for delivering legacy programming at the local level. Furthermore, Leopkey and Parent (2015) analyzed stakeholders' perceptions toward the governance of Olympic legacy and noted that good governance practices (i.e., accountability, participation, performance, and transparency) were paramount. Finally, several studies have highlighted the impact of sociocultural environments on the governance of the legacy. Bell and Gallimore (2015) for example, proposed that austere economic conditions negatively influenced the creation of London's Olympic legacy.

Politics

The political dimension is associated with power relations between stakeholders involved in the governance of legacy (Thomson et al., 2018). Girginov (2011) noted tensions between government and local communities regarding the London 2012 edition of the Games and in doing so emphasized the importance of developing legacies that benefit local communities. Moreover, Postlethwaite, Kohe, and Molnar (2019) examined the impact of educational programs (i.e., the Get Set program) on stakeholder relations during not only the preparation and delivery of the 2012 event but also post-event. Specifically, they discussed how diverging understandings of the programs' goals created strains on the existing relationships. The paper also highlighted the importance of localized goals and formalized stakeholder agreements in helping to facilitate positive long-term impacts.

Policy

Several studies (e.g., Bell & Gallimore, 2015; Harris & Houlihan, 2016) have examined aspects of the policy dimension of legacy governance by focusing on the practical strategies used to leverage and secure event legacy and interactions among stakeholders (e.g., partnerships). Bell and Gallimore (2015) investigated the effectiveness of a multi-agency strategic partnership for

leveraging the legacy of the London 2012 Games at the sub-regional level. By doing so, they proposed limited ability of the partners and extensive structural changes in the public sector as barriers prior to the event. They also noted that following the conclusion of the 2012 Games there was a loss in momentum behind the creation, maintenance, and sustainability of legacy due to organizational, political, and personnel change. Harris and Houlihan (2016) demonstrated the challenges (e.g., conflicting values and beliefs among policy agents, problems of enforced partnerships, and a lack of discussion in relation to policy learning) associated with the implementation of community sport policy through partnerships.

In sum, the three dimensions have been important foci of event legacy research (Thomson et al., 2018). Notably, Lange et al. (2013) argued that this approach is amenable to being paired with a wide range of theoretical concepts because it is not based on a specific theoretical view. Thus, this study also utilized the issues management literature to facilitate identification and analysis of emergent legacy governance issues in the post-Games phase.

Issues Management

Contentious issues (e.g., environmental and corporate governance) can put pressure on organizations in a wide range of industrial fields (Litrico & David, 2017). In light of this, an issues management perspective was developed by researchers to help managers better understand and cope (Wartick & Heugens, 2003).

Wartick and Mahon (1994) proposed three important themes related to defining issues: impact, controversy, and expectation gap. A change or trend can be considered an issue when it has an impact on the organization (Wartick & Mahon, 1994). Additionally, issues are also linked to “conflict between two or more identifiable stakeholder groups” (Wartick & Mahon, 1994, p. 297) and as such the concept of controversy is also a key to understanding issues. Finally,

expectation gaps among stakeholders about the firm's performance also play an important role in understanding issues. Given that issues can be developed and defined by various stakeholders' interactions, there can also be varied interpretations among them (Litrico & David, 2017; Mahon & Waddock, 1992). As such, issue identification and interpretation are interrelated, and understanding stakeholder perspectives is important for identifying concerns and understanding how stakeholders respond to them.

In the sport management field, Friedman, Parent, and Mason (2004) proposed a framework to help sport managers analyze their organizations' issues by integrating stakeholder theory and the issues management literature. Specifically, they highlighted that it is imperative to consider stakeholders' perceptions, roles, and attributes (e.g., power, legitimacy, and urgency) (cf. Mitchell, Agle, & Wood, 1997) in order to understand the impact of the relevant issues. Parent (2008) identified issues that event-organizing committees and their related stakeholders deal with (e.g., politics, financial, visibility) when organizing large-scale sporting events. Leopkey and Parent (2009) investigated risk management issues at large-scale sporting events (e.g., financial, media, political, visibility, threats) and highlighted the heterogeneity of issues depending on stakeholders and event types. Furthermore, Parent et al. (2011) investigated issues and strategies related to the coordination of Canadian governments for the 2010 Winter Olympic Games in Vancouver. In doing so, they identified five contextual-based issues (e.g., time, funding, the political situation) and other types of issues, including authority or accountability, operational, planning, power, social issues, legal, and structure. From the findings the researchers proposed eight case-specific strategies ranging from formalized agreements to stakeholder engagement that were utilized to help manage the emergent issues.

Previous research highlighted that managing different expectations, needs, and values of key stakeholders is important when developing and implementing long-term plans for event legacy (Thomson et al., 2018). Using an issues management approach, this study explores post-Games legacy governance issues and how they are perceived by event stakeholders. In the following section, the methodology of this study is outlined.

Methodology

A qualitative single case study approach was employed in this paper to facilitate our understanding of a complex problem and to present an in-depth understanding of the case (Yin, 2014). Homma and Masumoto (2013) suggested that examining sport event legacy from a constructivist perspective is useful in understanding the process of policy development related to event legacy. As such, this study examines the 2018 PyeongChang Olympic Games and specifically focuses on the post-Games legacy governance phase from a constructivist lens in order to understand the multiple perspectives of those who were involved in the research context (Creswell & Poth, 2016).

Research Context

South Korea hosted the 2018 Winter Olympic and Paralympic Games from February 9 to March 18 in PyeongChang, Gangwon Province. Given that legacy plan proposals were required by the International Olympic Committee (IOC) in the bidding stage of the 2018 event, the PyeongChang Organizing Committee for the 2018 Olympic and Paralympic Winter Games (POCOG) set a goal to develop winter sports in Asia and economic and urban development at the local level early on in the bidding and hosting process (IOC, 2014). It is suggested that the event left a number of event legacies including political (temporally improved relations between South

and North Korea), urban development (the construction of a high-speed railway), and sport development (new winter sport facilities) in the nation (IOC, 2019).

However, debates continue among event stakeholders regarding the event's legacy following the conclusion of the event. For example, key discussions around post-event venue usage created conflict among the Korean government, local government, and community groups (Palmer, 2019). Thus, it is evident that there were many issues in the post-Games legacy governance phase in the Korean case. At the same time, stakeholders within the legacy governance system have tried to resolve some of these issues. For instance, there have been continuous discussions regarding Olympic legacy from the early planning phases to post-event (IOC, 2019). After the Games were over, the Korean government established the PyeongChang 2018 Legacy Foundation (PCLF) to sustain and monitor Olympic legacy. Given the challenges and opportunities in the post-Games phase, it is evident that analyzing the PyeongChang 2018 Olympic Games case is critical to our understanding of post-sport event legacy governance.

Data Collection

In conducting a case study, gathering and analyzing various types of data enables researchers to obtain a holistic perspective of a certain phenomenon (Yin, 2014). In line with this, many sources were utilized for this case study, including archival materials and semi-structured interviews.

Archival materials, such as newspaper articles, bid and organizing committee documents, policy documents, and website information were collected. Because it was important to understand pre-event planning and issues in order to examine post-Games legacy governance, the data collection started in August 2016 (about two years before the Olympics) and continued until February 2020 (two years after the event). Consequently, a total of 164 documents,

approximately 4294 pages, were analyzed. The collected archival materials helped to contextualize pre-event legacy planning, historical development of the legacy governance system, and stakeholders' policy orientation regarding legacy management.

A review of collected archival materials facilitated the identification of key stakeholder groups and potential participants for the semi-structured interviews (see Table 2.1). Then, individuals who were responsible for Olympic legacy in their organizations were invited to participate in the study through purposeful and snowball sampling, which helped select individuals with firsthand knowledge and experience regarding the topic (Rubin & Rubin, 2011). After receiving approval from the University's ethics committee, 19 semi-structured interviews were conducted and ranged from 35 to 80 minutes (average 61 minutes) in length. An interview guide was developed and used to help probe for post-Games legacy issues related to the three dimensions of governance (i.e., polity, policy, and politics) (see Appendix A for a copy of the interview guide). Interviews were conducted between June and December 2019. Immediately after each interview, descriptive and analytical field notes were written to gain a clear understanding of the contextual information gained from each interview. The interviews were conducted in Korean and transcribed verbatim. After the analysis, selected excerpts were translated from Korean to English by the lead researcher, who has proficiency in both languages, as representative examples of the data.

Table 2.1.*List of Interviewees*

Stakeholder Group	Interviewees	Code	Interview Method (Duration)
Central	Ministry of Culture, Sports and Tourism	#1	In-person (45 mins)
Provincial	Gangwon Provincial Government	#2	In-person (72 mins)
		#3	In-person (72 mins)
		#4	In-person (73 mins)
Municipal	PyeongChang County Government	#5	In-person (80 mins)
		Gangneung City Government	#6
	Jeongseon County Government	#7	In-person (49 mins)
		#8	In-person (49 mins)
Local resident groups	PyeongChang County	#9	In-person (60 mins)
		Jeongseon County	#10
			#11
Sport organizations	Korean Sport & Olympic Committee (KSOC)	#12	In-person (43 mins)
	Korean Paralympic Committee (KPC)	#13	In-person (46 mins)
	Korea Ski Association	#14	In-person (60 mins)
		#15	In-person (48 mins)
	Korea Bobsleigh and Skeleton Federation	#16	In-person (43 mins)
	Korea Luge Federation	#17	In-person (52 mins)
Post-Games legacy organization	PyeongChang 2018 Legacy Foundation	#18	In-person (57 mins)
		#19	In-person (54 mins)

Note: interviews with Participants #2, #3, #7, and #8 were conducted in groups of two at the request of the participants.

Data Analysis

The qualitative data analysis software ATLAS.ti 8 assisted with the content analysis of the data. Specifically, this study employed the grounded theory coding approach, which emphasizes a systematic data analysis process to facilitate the identification and categorization of post-Games legacy governance issues (Charmaz, 2008). Open coding, the first step in the data analysis process, allowed researchers to label the key concepts with codes regarding the

emergent legacy governance issues (see Table 2.2). The initial codes were created mainly through inductive coding. By doing so, the researcher attempted to dig into the collected data from the perspective of the participants rather than preconceived concepts (Charmaz, 2008).

Next, axial coding was conducted in order to group initial codes into categories based on the consideration of relational aspects between and among them. This step resulted in the generation of higher-order themes related to legacy governance issues following the event. A combination of inductive and deductive coding was utilized in this process following guidelines suggested by Miles, Huberman, and Saldaña (2013) and based on the existing event legacy (e.g., Leopkey & Parent, 2012; Preuss, 2007) and issue management (e.g., Parent, 2008) literatures. This resulted in the emergence of 10 legacy governance issues themes (see Table 2.2). The identified themes were then analyzed based on the three dimensions of governance (i.e., polity, politics, and policy) (Lange et al., 2013).

Finally, selective coding was conducted to better understand the relationships among the categories. Based on previous studies (e.g., Parent et al., 2011) the issue–issue links were identified when data represented an identified issue and connected it (talked about, presented, described an impact upon) to another issue (cf. Parent et al., 2011). The issue–stakeholder links were established when a stakeholder group related to an identified issue. Employing a constant comparative technique (Glaser & Strauss, 1967) allowed the researchers to refine codes, categories, and patterns, and helped ensure the quality of data analysis. Additionally, in order to guarantee trustworthiness, peer-debriefing was performed throughout the data analysis process. Specifically, the authors regularly discussed emergent codes and findings.

Findings

Post-Games Legacy Governance Issues

In this study, 10 post-event legacy governance issues emerged and were categorized based on the three dimensions of governance: polity (legal, accountability, context), politics (funding, venues, conflicting values or interests, coordination, participation), and policy (pre-event planning, policy momentum). Table 2.2 provides an overview of the emergent issue categories. Additionally, the issue–issue link analysis enabled us to understand how the issues were interrelated with each other (see Table 2.3). Based on this analysis, the interplay between the issues and the three dimensions of post-Games legacy governance are also presented in this section.

Polity

Three issues relating to the institutional structure of the post-Games legacy governance system were identified: legal, accountability, and context. Moreover, it was evident that the three issues related to the polity dimension were interrelated and influenced other issues in the polity and policy dimensions.

Legal. A lack of legal guarantee formalizing legacy management plans in the post-Games phase was perceived as a key issue. In 2017, the Korean Government enacted the *Special Act on Support for the PyeongChang 2018 Olympic and Paralympic Games* to facilitate the event organizing process. However, after the conclusion of the Games, there was no legislation that supported post-Games legacy policy and programs. Data indicated that a lack of legal guarantee influenced several aspects of the event’s legacy, including stakeholder accountability, funding, venues, and policy momentum (see Table 2.3). For instance, because the post-Games legacy organization for the PyeongChang Olympics (i.e., PCLF) had a weak legal guarantee, it was

difficult to gain and exercise authority and to secure financial resources from the Korean government. These barriers caused the legacy-related policies to lose momentum during the post-Games phase. A PCLF official discussed this issue: “While there is no such law for the foundation to be established, a state subsidy for operating expenses can only be obtained through a foundation created under the law” (Participant #19).

Accountability. Stakeholders also discussed the problem of accountability in the post-Games phase. Accountability, which can be linked to problems of unclear authority and roles in the legacy governance system, made it harder to manage venues and fostered conflicting values or interests at this time. This also impacted policy momentum because in the first year after the Games there was no organization responsible for legacy management. Although POCOG existed until March 31, 2019 they were focused on wrapping up the Games and as a result had a limited role in planning and managing the event’s legacy. This lack of a central organization for managing and monitoring Olympic legacy in the transition phase undoubtedly created much uncertainty: “Since no organization offered to take responsibility for venue operations, the Olympic legacy plans were never initiated” (Participant #16).

Table 2.2*Description of Issue Categories in Post-Games Legacy Governance*

Governance Dimension	Issue Category (Axial Codes)	Description	Specific Issues (Open Codes)
Polity	Legal	Lack of legal guarantees for event legacy in post-Games phase	<ul style="list-style-type: none"> - Lack of legal guarantees for funding venues and legacy programs - Lack of legislation determining responsibilities of stakeholders - Lack of legal guarantees supporting post-Games legacy organization
	Accountability	Uncertainty of roles, responsibility, and authority regarding the management of legacy in post-Games phase	<ul style="list-style-type: none"> - Unclear stakeholder roles - Delayed establishment of a post-Games legacy organization - Determining role and authority of stakeholders in transition phase
	Context	The impact of Korean governance context	<ul style="list-style-type: none"> - Locally driven event hosting - Limited role of the central government - Power of the central government - Decentralized governance
Politics	Funding	Lack of funding to sustain legacy programs and organization	<ul style="list-style-type: none"> - Lack of government funding - Lack of private funding - Fairness issues in supporting the host community
	Venues	Lack of agreement among stakeholders on post-Games use of the venues	<ul style="list-style-type: none"> - Deconstruction of Olympic venues or facilities - Difficulty of operating and using the venues - Winter Olympic venues' sustainability issues - Tension among stakeholders surrounding post-Games usage of the venues
	Conflicting values or interests	Value or interest differences among stakeholders regarding Olympic legacy	<ul style="list-style-type: none"> - Conflicting values and interests regarding legacy programs and policies - Differences in setting legacy program goals

Governance Dimension	Issue Category (Axial Codes)	Description	Specific Issues (Open Codes)
Policy	Coordination	Coordination of stakeholder relationships in post-Games legacy governance	<ul style="list-style-type: none"> - Different perspectives toward the usage of the Olympic venues - Power and politics - Conflict among stakeholders regarding Olympic legacy - Tensions between local governments regarding resources for Olympic legacy
	Participation	Limited participation of non-public sector stakeholders in post-Games legacy governance	<ul style="list-style-type: none"> - Limited participation opportunity for local residents and national federations - Perceived unfairness due to limited participation opportunities
	Pre-event planning	Lack of pre-event planning and agreement for managing event legacy in post-Games phase	<ul style="list-style-type: none"> - Unclear legacy plans before the Olympics - Lack of agreement among stakeholders regarding legacy plans - Unclear venue and post-Games legacy organization plans
	Policy momentum	Loss of policy momentum for legacy programs in the post-Games phase	<ul style="list-style-type: none"> - Loss of political or financial support for legacy programs and policies - Missed window of opportunity for sustaining the momentum of the Olympic Games

Table 2.3*Links Between Issues*

Governance Dimensions		Issue Impacted									
		Polity			Politics				Policy		
	Issue Category	Leg.	Acc.	Kor.	Fun.	Ven.	Conf.	Co.	Part.	Pre.	Pol.
Polity	Leg.		X		X	X					X
	Acc.					X	X				X
	Cont.	X	X		X						
Politics	Fun.					X					X
	Ven.				X		X				X
	Conf.					X		X			
	Co.						X				
	Part.						X	X			
Policy	Pre.		X		X	X	X				X
	Pol.				X						

Note: Leg. = legal; Acc. = accountability; Cont. = context; Fun. = funding; Ven. = venue; Conf. = conflicting values or interests; Co. = coordination; Part. = participation; Pre. = pre-event planning; Pol. = policy momentum.

Context. Finally, many stakeholders discussed the impact of the unique Korean governance context. Particularly, the locally-driven nature of the event and the limited role of central government in the legacy governance system were discussed. Moreover, participants frequently commented on the differences between the sociocultural environments that surrounded the Seoul 1988 and the PyeongChang 2018 Olympic Games. Korean society has been democratized for the past three decades, resulting in the decentralization of power and authority to local governments (Bae & Kim, 2013). The Seoul 1988 Olympics were driven by the Korean government under the guise of nation branding; however the PyeongChang 2018 Olympic Games were supported by local governments (e.g., Gangwon province and PyeongChang county) (Merkel & Kim, 2011).

More specifically, following the Seoul 1988 Olympics, the Korean government enacted legislation that supported post-Games legacy and resulted in the establishment of the Seoul Olympic Sports Promotion Foundation, which has played an important role in developing sport in the nation by generating and providing funding via the national sport development policy. By contrast, no legislation for the 2018 Olympic Games legacy has been instituted at a national level because the Games were considered a locally driven sport event. This also resulted in limited funding from the central government. A provincial government official reflected on this:

The 1988 Olympics were led by the central government from the bid and the central government managed the legacies, whereas the 2018 PyeongChang Olympics were mainly led by the three local governments (...) I think the central government has paid less attention to post-Games legacy [of the PyeongChang event] than before [the 1988 Seoul Olympic legacy] (Participant #2).

Politics

With regards to the political dimension, five issues emerged from the data analysis: funding, venues, conflicting values or interests, coordination, and participation. The issues are interrelated with each other and influence the policy dimension of governance (i.e., legacy policy momentum) (see Table 2.3).

Funding. Funding was perceived as a key issue that caused confrontation between stakeholders in the post-Games phase. Stakeholders at the local level (e.g., provincial or municipal governments and community resident groups) perceived the central government's financial support as imperative for successful legacy planning and management because of the large expenses associated with venue maintenance. In particular, the funding issues caused tension between the Korean government and local stakeholders (funding–venues link) about post-Games venues use. One local government official discussed this issue: “Essentially, the problem arises from operational costs because the national government does not financially support the local governments” (Participant #3).

In order to reduce the economic burden associated with venue maintenance, local politicians and community leaders continuously asked the central government to provide additional funding. However, given the small size of Gangwon province's representation at the National Assembly, they had limited political power to help secure financial support for the legacy programs. This is demonstrative of the role that power and politics play in securing funding and support for hosting sporting events in the country. Consequently, the lack of additional funds also decreased the impact of the legacy policy and programs in the post-event phase: “Compared to other provinces in South Korea, Gangwon Province has only eight congressmen. Thus, most investments go towards provinces with more population and more

congressmen, so the smaller provinces are neglected” (Participant #9). In December 2019, as a result of lobbying efforts by local politicians, part of the national budget was allocated for the 2018 legacy programs by Korea’s National Assembly. This provision of financial resources enabled the host communities to initiate legacy policies (e.g., the construction of the PyeongChang Peace Theme Park) after the event, reinforcing the impact of funding on legacy policy momentum in the post-Games phase.

Venues and Conflicting Values/Interests. In addition to the financial challenges, this study identified venues and conflicting values or interests as issues that were closely linked. Thus, the two issues are presented together in this section. Deciding the fate (i.e., deconstruction or maintenance) of four Olympic venues (i.e., the Olympic Sliding Center, the Jeongseon Alpine Center, the Gangneung Oval, and the Gangneung Hockey Center) was a central concern identified in the post-Games phase. Debates between stakeholders concerning the Olympic venues were heightened because of these conflicting values and interests regarding post-Games venue use. Local governments, sport organizations, and local community groups fought to maintain the venues in order to increase economic legacy through tourism and sport development, whereas the South Korean government was more concerned about the economic and environmental sustainability of the venues.

Particularly, stakeholders involved in the Jeongseon Alpine Center experienced intense conflict regarding the post-Games use of the facility. Some stakeholder groups (e.g., the Korean government and environmental activists) underlined the value of environmentalism and returning the land to its original purpose while other groups (e.g., Jeongseon local government, residents, and the Korea Ski Association) insisted on maintaining the venue for future sport development and competition use. This issue is reflected in the following quote: “A common issue between

national and local governments is whether the venues should be preserved or not. Specifically, the national government prefers to demolish the venue and restore the land, but Gangwon Province and Jeongseon County argue that the facilities should be maintained to help stimulate the local economy” (Participant #7).

Furthermore, concerns about venue usage were apparent. For example, the elite sport-oriented venues (e.g., the Olympic Sliding Center) were not going to be used for other purposes such a mass sport development, thereby diminishing the rationale behind requests to the central government for additional funding (venues–funding link). Ongoing debates continued following the wrap-up of the event about how to use and fund the remaining venues. An official from a National Federation (NF) discussed this challenge: “[Alpensia Sliding Center] is the only training facility for bobsleigh, skeleton, and luge, but if the training facility is not retained, then the training accessibility for the specific sports will disappear” (Participant #16).

Coordination. The development of conflicts among stakeholders resulted in the need for coordination of the relationships among them within the post-Games phase. At the local level, the Gangwon provincial government had to manage the needs of the host communities:

PyeongChang, Gangneung, and Jeongseon are all located within the Gangwon Province, and although the three counties are working together to create and maintain Olympic legacies, there exist invisible conflicts between the three regions. Thus, the tension is preventing Gangwon Province from coordinating the necessary needs to initiate Olympic Legacy projects (Participant #3).

Participation. Limited opportunity for stakeholders to participate in the post-Games legacy governance system was identified as one of the issues connected to the political governance dimension. Findings highlighted the link between participation and conflicting

values or interests and coordination issues. Specifically, stakeholders discussed the lack of consideration of local interests in developing the legacy programs. This was connected to the exclusion of local residents from the governance process, which negatively influenced the full understanding of stakeholders' needs and the ultimate collaboration among them. Participant #9 said: "Our greatest concern is the people managing the Olympic Legacy. These people have great qualifications but are unfamiliar with the region [PyeongChang]".

Policy

The policy dimension of governance may include policy goals and the process of policy development and implementation (Driessen, Dieperink, van Laerhoven, Runhaar, & Vermeulen, 2012). Two issues related to the policy dimension were highlighted in this case: pre-event planning and policy momentum.

Pre-Event Planning. Stakeholders in this case commonly discussed the limited pre-event planning for Olympic legacy, which impacted various issues (i.e., accountability, funding, venues, conflicting values or interests, policy momentum). Specifically, due to time pressures placed on the organization to plan and implement the Olympic Games, little attention was paid to developing post-Games legacy programs and policies in the pre-event phase. For example, the lack of agreement on and plans for how to use Olympic venues resulted in conflict among stakeholders. A sport organization official discussed the legacy programs as follows: "Personally, I think Olympic legacy projects should be planned well ahead of time. Even the IOC admits that there should be a comprehensive plan on how to utilize the venues post-Olympics, but without any strategies, conflicts may occur" (Participant #12).

Policy Momentum. In the Korean case, clear plans for establishing an organization for managing and monitoring Olympic legacy during the post-Games phase did not exist.

Consequently, uncertainty during the early parts of the post-Games phase increased and caused a decline in the legacy policy momentum after the event. Event stakeholders were concerned about the decreasing investment and attention to the Olympic legacy policy due to the series of Olympic Games in Asia following the 2018 event (i.e., Tokyo 2020 and Beijing 2022) as indicated in the following quotation:

If money is not allocated to help maintain the Olympic legacy, the 2018 PyeongChang Olympics will be forgotten since the 2020 Summer Olympics will be held in Japan, a neighboring country. At that point, the national government will reduce the amount of money for legacy programs (Participant #9).

However, because there were no clear plans for the Olympic legacy, discussion among stakeholders only started after the conclusion of the event. For instance, PCLF was established a year after the end of the event on March 25, 2019. Thus, specific legacy programs could not be developed and implemented immediately following the Games, which made it difficult to maintain policy momentum. Particularly, this seemed to decrease the opportunity to gain funding from various sources such as government and sponsors: “In Korean corporate culture companies will sponsor us if there are sport events. But when it [the Olympics] is over, long term sponsorships for the legacy foundation is highly unlikely” (Participant #2).

Issue Categories by Stakeholder

Following the analysis of post-Games legacy governance issues, data were reviewed for differences between stakeholders’ perceptions of the emergent issues. In line with the aim of this study, issues perceived by stakeholders who form PCLF’s board of directors (i.e., central government, Gangwon provincial and PyeongChang, Gangneung, Jeongseon government, and sport organizations) were explored. Additionally, issues perceived by host community residents

were also identified, given that they are major stakeholders that are directly impacted by event legacy on a daily basis (Guala & Turco, 2009). It was evident that all stakeholders were concerned with funding, venues, and conflicting values or interests, albeit to varying degrees in the post-Games phase. However, differences existed between stakeholders' perceptions with regards to the other emergent issues, such as legal, accountability, and participation (see Table 2.4 for a breakdown).

Central Government

The Korean government was concerned with issues related to structuring a legacy governance system that facilitated stakeholder relationships (i.e., accountability and coordination). A central government official said: "Establishing the foundation and the process itself has been the main focus, and we believed that if there exists a foundation, then we could easily build the legacy projects" (Participant #1). The impact of the Korean governance context was also a principal concern of the central government because they were not involved in the policy development process. However, because the central government was perceived by other stakeholders as a key financial resource provider for the post-Games use of Olympic venues, funding and venues were also considered relevant.

Local Government

Findings illustrated that local governments were interested in a number of legacy governance issues. In order to more deeply explore differences within this stakeholder group we analyzed the legacy governance issues at two levels: provincial and municipal. By doing so, intra-stakeholder differences and similarities between local governments are highlighted.

Homogeneous issues for local government centered on legal issues and accountability. Additionally, local governments were responsible for communicating with stakeholders in each

local area as well as managing the relevant stakeholder relationships. With the exception of coordination and participation issues, the political dimension was considered significant. Moreover, compared to the central government, local government officials discussed issues associated with the policy dimension of the governance (i.e., pre-event planning and losing legacy policy momentum).

Differences between the local government stakeholders also emerged; interviewees from the Gangwon provincial government and the local government in PyeongChang highlighted the impact of the Korean governance context (e.g., locally driven) whereas interviewees from Gangneung and Jeongseon governments who had smaller roles in the hosting of the 2018 event seemed less concerned. In terms of accountability, Jeongseon county, the host of the alpine skiing events, said that it had limited authority in the legacy governance process due to its small role during the event. An interviewee from the Jeongseon local government discussed this difficulty:

We have requested approval for using the five rings sculptures as legacies, but I think they [the IOC] are considering approving only for two regions despite there being three host cities (...) If they approve, only PyeongChang and Gangneung will get the approval. If we don't get approval and the stadium is demolished, there would be nothing left (Participant #7).

On the other hand, Gangwon province, PyeongChang county, and Gangneung city were concerned about accountability. More specifically, tension emerged between PyeongChang (where most of the snow sport events were held) and Gangneung city (where all ice sport events were held) because of several legacy-related initiatives including the 1st anniversary celebration and Olympic Memorial Hall. While PyeongChang was branded as the official host city of the

2018 Olympic Games, Gangneung was responsible for the indoor Olympic venues (e.g., Gangneung Ice Arena) and was determined to be the better location for post-Games legacy events. Moreover, the Gangwon provincial government was responsible for coordinating the relationship between the local governments involved in the Games. Thus, officials from the provincial government discussed coordination as a key issue for them: “At the time, the deputy was in charge of easing the tensions between the three regions but this was deemed very difficult. Even the Gangwon Province governor intervened to alleviate the high conflicts between the three regions” (Participant 2).

Post-Games Legacy Organization

The PCLF was established on March 25th, 2019 to manage and promote the post-Games Olympic legacy. The establishment of this organization was supported by a financial contribution from the IOC of about USD 55 million (IOC, 2018). Given that the organization was expected to play a key role in the post-Games legacy governance system, it was impacted by the greatest number of issues (9 out of 10) across the governance dimensions. A PCLF official stated: “The host cities, Gangwon Province, and the Ministry of Culture, Sport, and Tourism were all concerned about the legacy including the facilities after the Olympics, so the foundation was established and has been asked to manage basic tasks to maintain the legacy” (Participant #19). That is, PCLF was considered the central organization within the post-Games legacy governance system and it was responsible for accountability, coordination, and venue issues.

Table 2.4*Issue Categories by Stakeholder Group*

Stakeholder group	Stakeholders	Issue Categories									
		Leg.	Polity		Fun.	Ven.	Politics	Co.	Part.	Policy	
			Acc.	Cont.			Conf.			Pre.	Pol.
Government group	Central Government	X	X	X	X	X	X	X	X		
	Gangwon province	X	X	X	X	X	X	X	X	X	X
	PyeongChang	X	X	X	X	X	X	X		X	X
	Gangneung	X	X		X	X	X			X	X
	Jeongseon	X	X		X	X	X			X	X
Post-Games legacy organization	Legacy Foundation	X	X		X	X	X	X	X	X	X
Sport organizations	Korean Sport & Olympic Committee				X	X	X			X	X
	Korean Palypmic Committee	X			X	X	X			X	X
	National Federations		X		X	X	X		X	X	X
Community	Residents				X	X	X		X		X

Note: Leg. = legal; Acc. = accountability; Cont. = context; Fun. = funding; Ven. = venue; Conf. = conflicting values or interests; Co. = coordination; Part. = participation; Pre. = pre-event planning; Pol. = policy momentum.

Additionally, PCLF attempted to manage different values and interests between stakeholders. PCLF's board of directors was formed by a number of stakeholders, including representatives from central government, local government, and sport organizations (MCST, 2019). However, its organizational structure provided limited opportunities for other stakeholders to be involved in the legacy decision-making process. This role also gave the organization authority and responsibility in the decision-making process concerning the direction and content of post-Games legacy policy. The lack of legal and funding guarantees was also perceived as constraints by PCLF officials to continuing legacy programs into the future: "Currently, the most desirable situation is that this foundation becomes legalized like that of the Seoul Olympic Sports Promotion Foundation, so that the foundation can receive a portion of the funds for the project [from the Korean government]" (Participant #18).

Finally, PCLF was continuously asked to include local community groups into its decision-making process, as indicated by the following newspaper article: "Since the legacy foundation must create and develop the Olympic legacy and conduct various projects related to the region, key figures of the foundation must be able to understand and be familiar with the region (...)" (Gangwon Daily, 2019). Consequently, compared to the central and local governments, it is evident that PCLF was concerned with participation.

Sport Organizations

Sport organizations were concerned with various issues related to the three dimensions of legacy governance (e.g., accountability, funding, conflicting values or interests, venues, coordination, pre-event planning, and policy momentum). Intra-stakeholder differences and similarities between sport organizations are highlighted below.

Similar key concerns were recognized by sport organization representatives including funding, conflicting values, and venues. When compared to other stakeholder groups, interviewees from the sport field discussed the problem of underused human resources developed through hosting the Olympics. For example, although many people who worked at POCOG gained experience in the management of major sport events, this intangible resource was not managed after the Olympics:

We had hosted the Olympics in 1988 with little knowledge. Then 30 years later, we did in 2018 again, right? Everyone who worked 30 years ago is retired. So, young people who majored in sport were trained for seven years although they didn't know about administration and the Olympics. But if they experience career disruption, it would be a great national loss (Participant #13).

Differences in perceiving legacy governance issues also existed between the sport organization stakeholder representatives. The lack of venue management organizations was perceived as the main issue by NFs, as represented in the following quote: “I hope an organization will be established where people can work collaboratively. If a pre-existing organization is ordered to take responsibility for the Olympic legacy, the organization will most likely work passively regarding that area. Thus, the Olympic legacy operation will not be as effective” (Participant #16).

However, when compared to the KSOC, the KPC, and board members of PCLF, NFs had limited opportunity to participate in the legacy decision-making post-Games. A NF official stated: “Functionally, the Jeongseon Alpine Center is a ski resort, but the opinions of the people who actually use the facility [officials, athletes, and citizens] were disregarded” (Participant #15). Lastly, a KPC official discussed opportunities to sustain and create legacy after the

Olympics through the enactment of legislation guaranteeing construction of 150 Bandabi community parasport centers in Korea by 2025. Participant #13 discussed:

South Korea won bronze in ice hockey and a gold in biathlon, so the programs were considered successful. The national government decided to fund the construction of 150 parasport centers. Making the operation the largest legacy project of the PyeongChang Olympics and it is called the Bandabi project.

Community

The local community group discussed the economic legacy of the Games with hopes of increased tourism. However, community members did not feel involved in the decision-making process related to Olympic legacy policy. A local community leader discussed: “When establishing the PCLF, people who are familiar with the region and understand the Olympics should be recommended to become members of the board, but consequently it did not happen” (Participant #9). Furthermore, diverse issues (i.e., funding, conflicting values or interest, and venues) were perceived by the local resident groups, resulting in a loss to legacy policy momentum.

Discussions and Implications

In this section, the findings of this study are discussed. First, a model is offered to present the dynamics of post-Games legacy governance. A discussion of the findings related to each governance dimension follows.

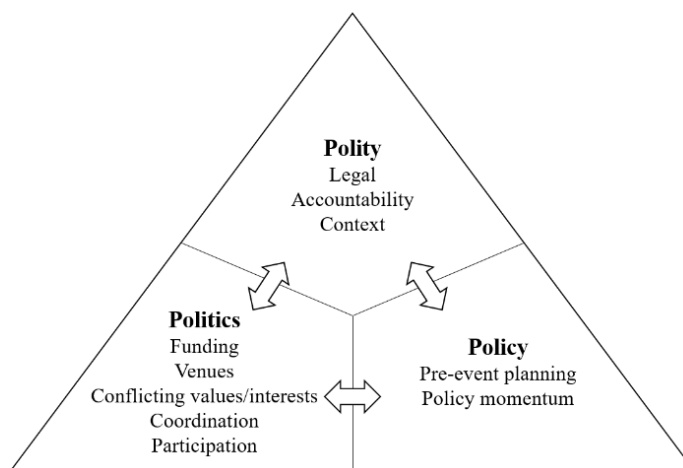
The Post-Event Legacy Governance Model

Constructing and managing a post-event legacy governance system is important to ensure long-lasting sport event legacy (Leopkey & Parent, 2017). However, despite potential challenges in sustaining sport event legacy after an event (Bell & Gallimore, 2015) little attention has been

paid to the post-event phase. In order to fill this gap, this study explored various issues related to post-Games legacy governance by examining the PyeongChang 2018 case. Based on the findings of this study and the related governance literature (e.g., Lange et al., 2013; Van Leeuwen & Van Tatenhove, 2010) a model of post-sport event legacy governance (see Figure 2-1) is provided. The model consists of the polity, politics, and policy dimensions of governance, which are interconnected to each other. The dimension of polity is placed at the top of the model since this governance dimension is responsible for the institutional rules of the political and policy processes in post-Games legacy governance (Van Leeuwen & Van Tatenhove, 2010).

Figure 2-1

Post-Sport Event Legacy Governance Model



More precisely, this study identified 10 issues in post-Games legacy governance across three governance dimensions. As Wartick and Mahon (1994) argued, issues have an impact on stakeholders and their relationships and similar findings were noted in this context. Additionally, through the examination of issue–issue links, this study presented how the three governance dimensions are interrelated. In order to build sustainable event legacy governance, event stakeholders and hosts should consider all dimensions of governance since a change in one of the

dimensions may lead to modifications in the other two (Lange et al., 2013). For instance, enacting laws (a change in the polity dimension) to ensure appropriate financial investment for post-Games venue usage may decrease tensions among stakeholders with regards to funding and venues (issues in the political dimension). Furthermore, changes in the polity and political dimensions may influence the policy dimension. Specifically, the strengthened collaboration among stakeholders based on the financial support ensured by the enactment of the legislation may lead to sustainable legacy policy momentum. Given the interconnection between the three governance dimensions, future research should further investigate not only each dimension of post-Games legacy governance but also the interplay between the dimensions in order to extend our knowledge on the topic. Finally, the identification of issue–stakeholder links enabled us to further explore perceived gaps among the stakeholders.

In the following section, a discussion of the results is offered based on the sport event legacy, governance, and issues management literatures. By doing so, future research directions and practical implications of this study are highlighted.

Polity

This study identified three issues related to the polity dimension of governance: legal, accountability, and context. This reinforces the importance of considering institutional structures for successful legacy management. Given that polity shapes stakeholders' actions, policy formulation and implementation processes (Driessen et al., 2012), event stakeholders should consider the potential impact of the polity-related issues on the other two dimensions of the post-event legacy governance system.

Despite the fact that Stuart and Scassa (2011) discussed the importance of legal guarantees for event legacy, little is still known about their impact on event legacy. In the

PyeongChang case, an absence of legal guarantees resulted in a lack of financial support as well as creating unclear roles for stakeholders in the governance system, which hindered legacy policies and program development in the post-event phase. On the other hand, positive impacts from legislation enacted after the Olympics resulted in the construction of parasport centers and helped ensure long-term Paralympic legacies. Given that there is the potential to lose legacy momentum after the event (Bell & Gallimore, 2015) future hosts should consider event legacy legislation as early in the event organizing phase as possible to ensure a continuity of resources (e.g., funding) and better clarity of stakeholder roles and responsibilities in the legacy governance system.

Moreover, this study demonstrated the impact of the Korean context on various governance issues (i.e., legal, accountability, and funding), which reinforces the importance of understanding the host country's sociopolitical context with regards to legacy delivery (Bell & Gallimore, 2015). Since the PyeongChang Olympics were a locally driven project, local authorities were mainly responsible for the post-Games legacy management. Specifically, the Korean government tended to focus on coordinating stakeholders, while local authorities and non-public stakeholders managed and organized legacy programs and policies. This finding echoes previous research (e.g., Girginov, 2011; Kooiman, 2003) that highlighted the shifting role of state governments and their increased focus on facilitating governance networks.

In the PyeongChang case, stakeholders discussed the expectation of increased roles and responsibility of the central government, especially regarding financial support for addressing legacy-related challenges (e.g., venues and accountability). This finding indicates that it may be difficult to sustain post-Games legacy governance without the involvement of the state depending on hosts' governance context. In that regard, there may exist different governing

approaches across the recent and future Games (e.g., the 2014 Sochi, 2018 PyeongChang, the 2020 Tokyo, and the 2022 Beijing). This implies potential differences in how each national state controls the event and its related legacy (Müller, 2011). Additionally, local governments and non-public stakeholders may not have enough political and financial capacity for continuing legacy programs by themselves. Despite varying governance conditions among hosts, if post-Games legacy governance is entirely controlled by the state, the autonomy of local authorities and non-public stakeholders may be hampered (Börzel & Risse, 2010). As such, for effective legacy governance, it is imperative to balance the extent of the state government's involvement against the level of autonomy of local stakeholders in post-Games legacy governance.

Politics

Five issues (i.e., funding, venues, conflicting values or interests, coordination, and participation) were identified in the politics governance dimension. These issues represent stakeholder relationships in post-Games legacy governance. At the beginning, event stakeholders competed and confronted each other over key resources (i.e., funding and venues) in the legacy governance system. Previous research (e.g., Parnell, May, Widdop, Cope, & Bailey, 2019) indicates that the lack of financial resources and high resource dependence on other organizations may decrease a sport organizations' performance. For sustainable legacy management, future hosts may need to not only ensure funding for legacy projects and programs in the post-event phase, but also decrease their resource dependence on other organizations. In this regard, resource dependence theory (cf. Pfeffer & Salancik, 1978) could provide a framework for the development of future research that could examine not only challenges arising due to limited resources in post-event legacy governance but also strategies to handle the challenges.

An interesting finding of this study is related to the role of the IOC. While the IOC donated its full share of the surplus from the 2018 Olympics towards the creation and support of legacies in Korea, they did not maintain a central position in the post-Games legacy governance system. The funds resulted in the establishment of PCLF, which enabled various event stakeholders (e.g., local governments, sport organizations) to become engaged in the post-Games legacy governance process (IOC, 2018). Börzel and Risse (2010) suggested that international organizations could commit to the establishment of good governance by facilitating the participation of non-public stakeholders. In a similar vein, the PyeongChang case illustrated how the IOC can play a key role in facilitating stakeholder engagement and collaboration even after the conclusion of the Games.

Moreover, the venues constructed for the Olympics were discussed as a key legacy governance issue following the event. More precisely, as many previous studies (e.g., Davis, 2019) noted, the cost of maintaining post-Games use of the Olympic venues created challenges in the PyeongChang case (i.e., the venues–funding link). However, this study also showed that post-Games venue usage may also affect and is influenced by conflicting values and interests among stakeholders. That is, stakeholders with different values related to post-Games venue usage (e.g., economic development, environmentalism, and sport development) confronted each other, resulting in increasing conflict among them. This finding suggests that future hosts should consider how to manage stakeholders' venue needs and interests in the post-event phase so as to decrease negative incidents that may occur in post-Games venue management.

Coordination was also one of the important issues in the politics dimension. In the PyeongChang case, non-public stakeholders (i.e., PCLF, NFs, and residents) discussed their limited opportunity to participate in the governance of legacy-confirming existing research

(MacRury & Poynter, 2017). However, public stakeholders had less awareness of the participation issue than the non-public stakeholders did. This perception gap may be problematic because public stakeholders who have authority and power to coordinate various stakeholders in the post-Games legacy governance system may not make enough of an effort to ensure equal participation opportunity for other stakeholders in the decision-making process. In this vein, this study demonstrated that participation issues may influence the coordination of event stakeholders. Given that limited opportunities for non-public stakeholders who have stakes in Games legacies may exist (Ziakas, 2015), it would be vital to provide non-public stakeholders with opportunities to participate. In this regard, PCLF officials perceived the importance of coordination as well as participation issues and their organization's role regarding the issues. This finding implies that a post-Games legacy organization may be a platform to coordinate stakeholders and ensure the participation of public and nonpublic stakeholders in post-Games legacy governance. As such, further research is needed to examine the role of a post-event legacy organization in stakeholder management in the post-Games legacy governance system.

Furthermore, coordinating tensions between host cities (i.e., PyeongChang and Gangneung) was a key challenge perceived by Gangwon province. The importance of effective coordination among governments in hosting sport events has been highlighted in previous studies (Parent et al., 2011). However, little discussion regarding the issue of coordination in terms of event legacies has emerged. This underlines the significance of understanding the causes of tension among host regions regarding event legacy. In particular, the IOC has allowed multiple cities to cohost the Olympics with the adoption of Agenda 2020, specifically the 2026 Winter Olympics being cohosted by two Italian cities (Milano–Cortina) for the first time in Olympic history. Within the new Olympic hosting system, more coordination related issues, including

event legacy between the two official cohosts, may occur (Schnitzer & Haizinger, 2019). Thus, future hosts will need to consider potential challenges regarding coordinating and managing the relationship between host regions. In this regard, given that the tensions among host communities in the Korean case occurred due to perceived unfairness of allocating legacy-related projects and resources, ensuring fair distributions of legacy opportunities to each host community would be critical in multi-city hosting arrangements.

Policy

Policy-related issues in the legacy governance system included pre-event planning and policy momentum. Essentially, this study presented how unclear pre-event legacy plans may impact various issues across the three dimensions of post-Games legacy governance. In the PyeongChang case, a lack of a clear plan increased uncertainty regarding accountability, funding and venues, which in turn led to different interests and values among stakeholders regarding post-Games legacy. Given that those uncertainties decreased legacy policy momentum during the post-event phase, future event hosts should develop event legacy plans and policies in the pre-event phase to reduce uncertainty in the governance system.

Furthermore, this study identified how the loss of policy momentum occurred due to several legacy governance issues (i.e., legal, accountability, funding, venues, and pre-event planning). This is supported by previous studies (e.g., Bell & Gallimore, 2015; Gammon, 2015), which highlighted that a loss of momentum for sustaining event legacy after the conclusion of a sport event was a result of organizational and financial instability. Additionally, compared to other stakeholders, sport organizations perceived the problem of underused human resources developed through hosting the event, which was discussed as a key legacy type for them. Thus,

future research could explore how developed human resources should be managed and used for sport development in the post-Games phase.

Lastly, the delayed establishment of PCLF created problems in the first year following the event, thereby contributing to the decrease in legacy policy momentum. This finding is in line with previous studies that emphasized the significance of building and maintaining a separate legacy delivery organization during the transition phase following the end of the event (Leopkey & Parent, 2017; Liu, 2018). In the PyeongChang case, PCLF was associated with the greatest variety of issues (9 out of 10) across the governance dimensions, which reinforces the importance of its role in the governance system. This study illustrated how a weak legal basis and financial stability of PCLF limited its effectiveness in the post-Games legacy governance. Given its importance in post-Games legacy governance, future research should investigate what challenges are faced by a post-Games legacy organization and how the organization should manage the governance of legacy and relevant stakeholders.

Implications for Sustainable Environmental Legacy

Mitigating negative environmental impacts has been a major concern of sport event managers for several decades (Mallen, Stevens, Adams, & McRoberts, 2010). This is particularly true for the Olympic Games, since the environmental impact of the event has increased significantly due to its size (Gold & Gold, 2013). The importance of the environment was cemented in the Olympic Movement by its inclusion as the third pillar of Olympism (Karamichas, 2013), while at the same time the practice of leaving a positive sustainable environmental legacy has become institutionalized (Ross & Leopkey, 2017). In particular, the ability to deliver sustainable environmental legacies has been important in hosting the Winter Olympics. Compared to the Summer edition, there can be greater environmental influences from

the construction and operation of Winter Olympic venues due to their locations and the use of chemicals (e.g., ammonia for artificial freezing) to maintain their functionality (Essex & Chalkley, 2004). The PyeongChang case, in which most events were hosted in small rural areas in Korea, was not an exception.

In this last section, we discuss the practical implications of the findings on the provision of sustainable environmental legacies during the post-Games phase. By doing so, the importance of understanding issues across the three governance dimensions is highlighted.

First, continuous debates regarding environmental issues at the Jeongseon Alpine Center during the post-Games phase emerged. Through the issue–issue link analysis (see Table 2.3), this study indicates that venue issues may be influenced by other issues across the three governance dimensions, such as legal, funding, conflicting values or interests, and pre-event planning. This reinforces the need to consider the impacts of all governance dimensions on the potential environmental impacts of the venues. From the policy dimension perspective, unclear pre-event legacy planning for post-Games venue operation resulted in the underusage of the venue and a lack of continued maintenance. Thus, there is a need for clear long-term legacy plans to help reduce and avoid negative environmental legacies.

Furthermore, as conflict among stakeholders surrounding venues in the post-Games phase increased, critical decisions were delayed. Thus, early participative decision-making about post-Games venue usage is key. Moreover, this study demonstrated a lack of legal guarantees might decrease post-Games utilization of the Olympic venues because financial investments may be limited without legal support. As the PyeongChang case indicates, when appropriate maintenance of venues in the post-Games phase is not implemented, negative impacts (e.g., environmental) of the venues may increase. As such, future hosts should consider enacting laws

to mandate environmentally responsible venue management practices following the conclusion of the event.

In addition to venue-related issues, hosting an event like the Olympic Games may also result in a plethora of other environmental issues, such as air pollution and waste management (Li, Wang, Yin, & Li, 2019). These effects may not be limited to the pre-event phase but extend post-event (Parkes, Lettieri, & Bogle, 2016). Therefore, the IOC's bidding and event organizing requirements to mandate environmental practices and policies to future host cities should be expanded to focus on the post-event phase. In the PyeongChang case, while the IOC's financial support inspired the establishment of the PyeongChang's post-event legacy organization, they must also take additional oversight on the potential environmental impacts after the Games. Moreover, it is important to note that at the policy level, the environmental issues listed above are not limited to sport policy but also extend to other fields (e.g., construction, tourism, and transport). Therefore it is imperative to develop and implement environmental legacy policy based on collaboration among stakeholders and experts across diverse policy areas. The inclusion of residents who may be directly impacted by environmental issues is also vital (Konstantaki & Wickens, 2010). In this regard, this study highlighted the problem of limited opportunity for residents in the post-Games legacy governance phase, making it imperative for future hosts to provide residents with opportunities to participate in decisions related to environmental legacy.

In sum, the discussion in this section suggests how negative environmental legacy can be potentially mitigated in the post-Games phase. Future event managers and stakeholders can also develop their policy and strategies to sustain other legacy types based on the analysis of the three governance dimensions.

Conclusion

Based on the polity, politics, and policy governance dimensions and the issues management approach, this study identified 10 post-Games legacy governance issues, their interconnections, and how stakeholders perceived these issues by examining the PyeongChang 2018 Olympic Games. This study provides several important theoretical and practical contributions that expand our knowledge about post-Games legacy governance. First, by proposing a model of post-sport event legacy governance, this study demonstrated the multi-dimensional characteristics of post-event legacy governance. Additionally, through the issue–issue links analysis, this study highlighted the interconnection among the three dimensions of legacy governance. This finding underscores the significance of considering diverse governance dimensions and their interplay to build and coordinate sustainable legacy governance. From a managerial perspective, the issues identified through the examination of the PyeongChang case can help future event hosts more effectively manage post-event legacy governance. Furthermore, perceived issue gaps among stakeholders presented in this study outline the potential for conflict among stakeholders in post-Games legacy governance, which should be regulated and harmonized by future event stakeholders and hosts.

Despite its contribution, this study has some limitations that should be addressed in future research. This study used a single case study design, which may limit the finding’s transferability to other event contexts. In this vein, although we attempted to cover as many legacy governance issues as possible by using multiple data sources, our data from a single case may not present all issues and links between the issues. For instance, our data did not present the impact of issues related to politics dimensions on the polity dimension, which may be evident in other cases. Future research should investigate various events and contexts to confirm and expand the

findings of this study. Additionally, even though some stakeholder groups (e.g., media, local sponsors) were not involved in PyeongChang's post-Games legacy governance system, these stakeholder groups may be important in other Olympic contexts. Moreover, the timeframe of this study was limited to two years following the conclusion of the PyeongChang Games, which was beneficial to present the dynamics of post-Games legacy governance in constructing and rearranging the governance system. However, given that there may be continuous change in this phase, future research may need to examine post-Games legacy governance by employing a longitudinal study approach. Finally, because the primary focus of this study was to explore the issues in post-Games legacy governance, strategies employed by event stakeholders to handle the issues were not examined. Future studies could explore the development of strategies in post-Games legacy governance and their impact on the governance system.

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CHAPTER 3

STUDY 2: A RESOURCE-BASED VIEW OF POST-SPORT EVENT LEGACY STRATEGIES: THE CASE OF THE 2018 PYEONGCHANG OLYMPIC GAMES

Introduction

Sport event legacy is considered to be, “planned and unplanned, positive and negative, tangible and intangible structures created for and by a sport event that remain longer than the event itself” (Preuss, 2007, p. 211). Since the concept of legacy can justify the use of public resources by highlighting benefits that are derived from hosting the Olympics, leaving sustainable legacies has become an important area of consideration in the Olympic Movement (Leopkey & Parent, 2012). Accordingly, Olympic organizing committees and local event stakeholders strive to promote and create beneficial legacies, and the study of Olympic legacy has become an important area of research (Thomson et al., 2018).

However, creating and sustaining Olympic legacy is considered difficult, especially after the event. For instance, large and underutilized venues can burden host communities with long-term maintenance and operation costs (Davis, 2019). Public support for post-event investment in legacy structures is also frequently lacking (Gammon, 2015). Moreover, organizational, political, and personnel instability (e.g., organizing committees that disband quickly after the event) also create challenges (Bell & Gallimore, 2015); consequently, legacy programs can become unsustainable after the Olympics. Since financial, political, and administrative supports that are provided to event stakeholders in organizing the event may drastically decrease after the Games,

the stakeholders are required to develop strategies to sustain the Games' momentum and legacies in the post-event phase.

Byers, Hayday, and Pappous (2019, p. 1) alluded that “[r]esearch on mega sports event legacy has focused on establishing typologies of legacy, investigating outcomes, and consequences, with limited attention to legacy delivery.” To fill the gap, increasing attention has been placed on how legacy stakeholders (e.g., the organizing committee, sport organizations) strategically create and sustain legacies. Researchers have examined diverse aspects of strategic legacy management, such as the governance of legacy stakeholder network (e.g., Leopkey and Parent 2015), the legacy strategy development and implementation process (e.g., Weed, 2014), and stakeholder collaboration through partnerships (e.g., Bell & Gallimore 2015). Despite potential challenges in the post-event phase, little is known about the strategies that are employed by stakeholders to sustain legacies after the Games (Nakamura & Suzuki, 2017). Thus, more robust knowledge regarding strategic management of post-sport event legacy is required to decrease negative legacies as well as to increase positive ones.

This study utilizes the Resource-Based View (RBV) as a lens to provide insights into the strategic management of post-Olympic Games legacies. The RBV helps organizations to enhance organizational performance within uncertain environmental conditions through strategic resource management (Grant, 1991). Similarly, the post-event phase is a period of high environmental instability (Bell & Gallimore, 2015), so the RBV can offer insights into how stakeholders sustain legacies through strategic management of resources in the post-event phase.

The RBV emphasizes that valuable, rare, and inimitable resources enable organizations to develop strategies that will increase their performance (Barney, 1991). Therefore, the RBV literature has examined the identification of resource types/attributes and how these resources are

related to the strategies of organizations (Johnson, Whittington, Scholes, Angwin, & Regnér, 2016). Also, organizations should develop organizational process and systems to support exploiting the resources (Johnson et al., 2016). This paper, therefore, addresses the following research questions: (1) What are the types and attributes of post-sport event legacy resources?; (2) How are the post-sport event legacy resources managed by the stakeholders?; and (3) What strategies do the stakeholders develop and implement to sustain Olympic legacies in the post-event phase by using the resources? Researchers have used several terms to describe resources left after hosting the Games, such as event-structures (Preuss, 2007) or post-Olympic assets (Ziakas & Boukas, 2013). We employ the term *post-sport event legacy resources*, defined here as any tangible or intangible resources that can be used for creating and sustaining post-sport event legacies. *Post-event* refers to the phase in which resources should be effectively managed and used by stakeholders to sustain legacy after an event (Gammon, 2015). *Legacy* underscores our focus on resources that may be useful for developing long-term legacy.

This research examines the 2018 PyeongChang Winter Olympics. South Korea promoted its *New Horizons* vision from early on in the bid phase to leave various legacies of the 2018 Olympics at the intentional and local levels (IOC, 2014). Some examples of the planned legacies include urban improvements and political image (the peaceful Olympics) (POCOG, 2019). However, as previous research (e.g., Lee, 2019a) discussed, South Korea has faced several challenges with sustaining legacies in the post-event phase, such as the Olympic venues' environmental damage and usage. Local stakeholders have struggled with handling the challenges to sustain the long-term positive legacies. Due to these challenges and efforts, examining the PyeongChang case can provide implications for sustaining post-sport event legacies.

Previous legacy research has focused on Western countries (Thomson et al., 2018). Utilizing the 2018 case for this research can provide a better understanding of Olympic legacy in the Asian context. Specifically, this research can provide implications for future Asian Olympic hosts (i.e. Tokyo 2020 and Beijing 2022 Olympics) for legacy management. Moreover, employing an established theoretical lens can facilitate the creation of transferable implications for practitioners who reside in different socio-cultural contexts by highlighting key variables that relate to legacy management (Thomson et al., 2018). To our knowledge, no study has employed the RBV to examine event legacy. By employing a novel theoretical approach, we hope to offer new insights into event legacy.

Literature Review and Theoretical Framework

Strategic Management of Sport Event Legacy

Strategic management is the process of developing and implementing strategies to guide organizational directions and operations and enables organizations to achieve their goals (Schendel & Hofer 1979). Several definitions of strategy have been proposed (e.g., Chandler 1962; Porter, 1996); for this study, we adopt that of Johnson, Scholes, and Whittington (2008, p. 3): “the direction and scope of an organization over the long term, which achieves advantage in a changing environment through its configuration of resources and competencies with the aim of fulfilling stakeholder expectations.” As the definition implies, legacy strategies are to create and sustain long-term benefits from the hosting of events (Preuss, 2019). Since sustaining legacies requires the involvement of many stakeholders (Leopkey & Parent, 2017), the definition allows us to reflect on the importance of resources in strategy development as well as the relationship between strategy and legacy stakeholders.

From a strategic management perspective, hosting sport events can be considered opportunities to develop initiatives that can lead to legacies for relevant stakeholders (Smith, 2014). Thus, strategic management research of sport event legacy focuses on the legacy creation process to generate a better understanding of how to assure positive legacies (Thomson et al., 2018). In the pre-Games phase, legacy plans and appropriate governance structures must be developed (Sharp & Finkel, 2018). Engaged stakeholders and collaborative practices are also critical in sustaining event legacy (Leopkey & Parent, 2017).

Preuss (2007, p. 208) argues that hosting a sport event results in two types of structural changes, or ‘event-structures’: soft (e.g., knowledge) and hard (e.g., venues). In his view, structural changes that last longer than the event itself are fundamental because they provide lasting opportunities for a host community to improve its image and brand. Although Preuss notes that legacies increase only when those opportunities are optimized following the conclusion of the event, a limited amount of attention has been paid to the post-sport event legacy phase. Through the examination of the 2004 Athens Olympics, Ziakas and Boukas (2013) emphasize the need for a strategic approach in creating and magnifying legacies in the post-event phase and the significance of cross-leveraging assets (e.g., tourism, culture) for sustaining post-event benefits. By investigating the 1998 Nagano Olympics, Nakamura and Suzuki (2017) illustrate the importance of ongoing modifications to strategic plans and the need to reinterpret legacies over time. They suggested that effective use of soft infrastructural legacies (e.g., knowledge) is critical for enhancing hard infrastructural legacies (e.g., venues).

While researchers noted the optimal use of resources that are generated by the event for strategic legacy creation in the post-event phase, effective resource management in the post-event phase has rarely been studied directly.

Resource-Based View

Since the 1980s, the RBV has been one of the most popular strategic management frameworks. The RBV considers resources as the basic units of analysis and has outlined conceptual basics for understanding how an organization can formulate strategies to enhance its performance by identifying and managing resources (Grant, 1991).

Barney (1991, p. 101) argues that “firm resources include all assets, capabilities, organizational processes, firm attributes, information, knowledge, etc., controlled by a firm that enable the firm to conceive of and implement strategies that improve efficiency and effectiveness”. Generally, resources can be categorized as tangible (e.g., buildings) or intangible (e.g., reputation). The RBV emphasizes that an organization’s resources should be valuable, rare, and inimitable to be useful in developing strategies to enhance organizational effectiveness (Barney, 1991). A resource is considered valuable when it can “exploit opportunities or neutralize threats in a firm’s environment” (Barney, 1991, p. 106). Moreover, resources must be rare to be useful in increasing organizational performance. Furthermore, when a resource is imperfectly imitable by other organizations, the resource can be useful for an organization to increase organizational effectiveness. For example, an organizational resource cannot be imitable when the resource is related to the unique history of the organization that depends on their particular place in space and time (Barney, 1991). These three resource attributes have been used as criteria to determine what resources are useful for organizations in the RBV research.

To take advantage of resources, organizations need to develop management systems and processes to facilitate the exploitation of the resources (Johnson et al., 2016). Building effective managerial teams is essential when using resources as a base for strategy formulation (Barney, 1991). Besides, recent research (Lavie, 2006) has emphasized the importance of extending the

focus of the RBV analysis from intraorganizational resource management to inter-organizational relationships. The formation of inter-organizational relationships may be beneficial for organizations to develop strategies by sharing resources (e.g., knowledge) with their partners (Lavie, 2006). Given that collaboration among stakeholders is crucial for sustainable Olympic legacy, this research explores internal resource management of stakeholders as well as external resource sharing among the stakeholders for sustaining legacies in the post-sport event phase.

Strategic Event Management Research from the RBV

Several studies have employed the RBV to examine strategic event management, which explored types, uses, and management of resources in diverse sport event contexts. Maltese (2009) investigated the role of assets managers in the context of French professional tennis events and highlighted the significance of building a system of resource management for successful events. Maltese and Veran (2010) examined three French international tennis tournaments and identified four types of resources: partnerships, social capital, event reputation, and physical resources. They also conducted a comparative analysis of the three events' business models and noted that the three event organizers having the same pool of resources developed different business models due to their specific environments. Pianese (2020) highlighted the significance of developing organizational knowledge, relational resources (e.g., partnerships), and event reputation to achieve long-term success at professional sport events.

Despite the contributions of these studies, we are not aware of any research to date that uses the RBV to examine the strategic management of sustainable legacies. By adopting the RBV approach, this research investigates the types/attributes of post-sport event legacy resources and how stakeholders manage these resources. Moreover, we explore strategies that stakeholders develop using the resources to sustain the legacies after the Games.

Methodology

A single holistic qualitative case study of the 2018 Winter Olympics was completed. Due to the ongoing nature of the post-event phase, a case study, which is useful in investigating a contemporary phenomenon, is well-suited for this research (Yin, 2014).

Research Context

In 2018, South Korea hosted the Winter Olympic Games in PyeongChang, Gangwon Province. There were two main venue zones for the Games: PyeongChang Mountain cluster where skiing and sledding events were held, and Gangneung Olympic Park where ice events were contested. Additionally, alpine speed events were hosted at the Jeongseon Alpine center as a part of the PyeongChang Mountain Cluster.

Given that legacy plans were required by the IOC, South Korea planned and implemented legacy programs in hopes of leaving a lasting Olympic legacy not only for the nation at large, but also for the Asian continent. The PyeongChang Organizing Committee for the 2018 Olympic and Paralympic Winter Games (POCOG) aimed to develop winter sports in Asia and tourism at the local level in Gangwon province (IOC, 2014). Additionally, POCOG promoted peace as a critical legacy initiative, which was partially realized through the participation of the North Korean delegation in the Games.

Since the wrap-up of the event, there has been continuous discussion on how to sustain the short-term impact of hosting the Games to ensure long-term positive legacies. In 2019, the Korean government created the PyeongChang 2018 Legacy Foundation (PCLF) to develop and implement programs to sustain legacies. This group involved essential stakeholders, such as the central and local governments, and relevant sport organizations (e.g., the Korean Sport & Olympic Committee (KSOC)). Given the post-event effort to sustain legacies, the PyeongChang

case was considered a valuable setting to examine how stakeholders can develop strategies to sustain legacies.

Data Collection

Multiple types of data were collected to facilitate an understanding of the phenomenon (Yin, 2014). First, archival materials, including bid and organizing committee reports and legacy-related policy documents, were amassed. Via online searches, a total of 6,251 pages (i.e., 38 documents) were collected and examined. Website information was also gathered to gain a better understanding of stakeholders' strategic directions (e.g., vision), goals, and organizational structures (e.g., legacy teams). Newspaper articles were collected using BigKinds (a Korean news database), with publication dates ranging from July 2011 (when PyeongChang won the bid) to December 2020. A total of 4,442 online newspaper articles were initially identified using three keywords in Korean: 평창 (PyeongChang), 올림픽 (Olympics), and 유산 (legacy). A total of 208 articles directly related to the research focus were selected and analyzed for information on post-sport event legacy resources and strategies.

Additionally, interviews with key stakeholders responsible for post-sport event legacy management were conducted. Via a review of the archival materials, the researchers identified individuals who were involved with stakeholder groups in the PyeongChang case, including the PCLF, the central and local governments, and sport organizations (e.g., National Federations (NFs)). Using both purposive and snowball sampling strategies, the researchers recruited and interviewed 17 participants between June 2019 to August 2020 (see Table 3.1 for more information on participants).

During the interviews, various topics were discussed, including but not limited to, post-sport event legacy resources obtained from hosting the event, the management of these

resources, and strategies to sustain legacies in post-event phase. Interview questions were semi-structured, allowing participants leeway to discuss ideas they felt relevant to the research topic. Additionally, prompt questions were used to elicit detailed information about the attributes of resources discussed. Most interviews were held in person; some were conducted via phone per the interviewees' request. The interviews ranged from 23 to 80 minutes. Interview data collection ended when data saturation was reached. All interviews were conducted in Korean and transcribed verbatim. After data analysis, chosen quotations were translated from Korean to English, as representative examples of the data.

Data Analysis

Data analysis using both inductive and deductive content analysis was conducted using ATLAS.ti 8. The first step in the data analysis was open coding. A provisional start list (Miles, Huberman, & Saldaña 2014) of initial codes was developed based on existing literature (e.g., the RBV, event legacy). Key concepts (e.g., types of resources) discussed in the literature were identified in the data. Inductive coding was used to capture novel aspects appearing from the PyeongChang and event legacy context (e.g., the peaceful Olympics) (see Figure 3-1).

Pattern coding facilitated the identification of patterns and relationships between and among the open codes. Post-sport event legacy resources were categorized into physical, reputational, intellectual, and human resources based on the RBV literature. Once the types of the resources were identified, their attributes were further examined (see Table 3-2). Moreover, open codes related to the systems and processes of managing post-sport event legacy resources were identified. Finally, by integrating relevant open codes, strategies to sustain post-sport event legacies emerged.

Table 3.1*List of Interviewees*

Stakeholder Groups	Specific Stakeholders	Codes
Central Government	Ministry of Culture, Sports, and Tourism	MCST 1
Provincial Government	Gangwon Provincial Government	Gangwon 1*
		Gangwon 2*
		Gangwon 3
Municipal Government	PyeongChang County Government	PyeongChang 1
	Gangneung City Government	Gangneung 1
	Jeongseon County Government	Jeongseon 1*
		Jeongseon 2*
National Olympic Committee	Korean Sport & Olympic Committee	KSOC 1
National Paralympic Committee	Korean Paralympic Committee	KPC 1
National Sport Federations	Korea Bobsleigh and Skeleton Federation	NF 1
	Korea Luge Federation	NF 2
	Korea Ski Association	NF 3
	Korea Curling Federation	NF 4
	Korea Ice Hockey Association	NF 5
Post-Games Legacy Organization	PyeongChang 2018 Legacy Foundation	PCLF 1
		PCLF 2

* Interviews with Gangwon 1, 2 as well as Jeongseon 1, 2 were conducted in groups of two at their request.

Figure 3-1*Coding Structure and Process*

Open Codes	Pattern Codes	Research Foci
<ul style="list-style-type: none"> • Infrastructural resources (e.g., hotels, roads and high-speed railways) • Olympic constructions (e.g., venues, facilities, and sites) 	Physical resource	Post-Event Legacy Resource
<ul style="list-style-type: none"> • Image as Olympic Cities • Peace Olympics • Outstanding sport performance during the Olympics 	Reputational resource	
<ul style="list-style-type: none"> • Olympic symbols, emblem, mascots 	Intellectual resource	
<ul style="list-style-type: none"> • Event management knowledge • Stakeholder management and collaboration skills • Understanding and motivation for sustaining Olympic legacy 	Human resource	
<ul style="list-style-type: none"> • Enacting local legislations 	Strengthening institutional support	Post-Event Legacy Resource Management Systems and Processes
<ul style="list-style-type: none"> • Maintaining Olympic legacy teams in central and local governments • Establishing Global Sport Experts Association • Retaining former POCOG staff in the PyeongChang 2018 Legacy Foundation 	Developing human resource management platforms	
<ul style="list-style-type: none"> • Working with international sport organizations • Forming networks with stakeholders in Korea 	Building networks	
<ul style="list-style-type: none"> • Building a platform where legacy stakeholders pool financial resources • Creating networks with other stakeholders across fields 	Establishing a post-event legacy organization	
<ul style="list-style-type: none"> • Sustaining the momentum from hosting the Games • Clarifying post-event identity and direction • Resources used: reputational resources 	Developing post-Games legacy visions	Post-Event Legacy Sustainability Strategies
<ul style="list-style-type: none"> • International and domestic sport events • Sustaining sport and tourism legacies • Resources used: financial, physical, reputational, and human resources 	Hosting sport events	
<ul style="list-style-type: none"> • Developing new forums • Sustaining sport and tourism legacies • Resources used: physical and reputational resources 	Developing MICE tourism	
<ul style="list-style-type: none"> • The demolition of the PyeongChang Olympic Stadium • To strengthen the symbolism of the Olympic sites • Resources used: reputational and intellectual resources 	Redeveloping symbolic Olympic sites	
<ul style="list-style-type: none"> • To develop elite and mass winter sport in Korea and Asia • Resources used: physical, reputation, human, and intellectual resources 	Developing winter sport programs	

Figure 3-1 provides an illustrative overview of the coding process. To enhance the trustworthiness of the research, the project team communicated throughout the data analysis process to discuss codes and themes. Comparisons between archival materials and interviews triangulated the data (Miles et al., 2014).

Findings

Findings revealed the types and attributes of post-sport event legacy resources as well as systems and processes to manage these resources. This study also identified post-sport event legacy sustainability strategies that were developed using the resources. Figure 3-2 illustrates the overall findings of this study.

Post-Sport Event Legacy Resources

Findings suggest that hosting the Olympics created various post-sport event legacy resources that stakeholders can utilize. Four major types of resources emerged: physical, reputational, intellectual, and human. Our findings also suggest these resources are valuable, rare, and inimitable, which are characteristics that facilitate the creation of strategies to sustain event legacies (see Table 3.2).

Table 3.2

Attributes of Post-Sport Event Legacy Resources

	Valuable	Rare	Inimitable
Physical resource	X	X	
Reputational resource	X	X	X
Intellectual resource	X	X	X
Human resource	X	X	

Physical Resources

Several physical resources (e.g., venues) were created through the Olympics, and perceived as valuable and rare by legacy stakeholders. First, local governments gained infrastructural resources (e.g., roads and hotels). In the PyeongChang case, infrastructural resources were considered valuable for sustaining legacies in that they help host regions overcome geographical constraints as well as develop tourism. As with most Winter Olympics, PyeongChang's events were hosted in mountainous areas. Thus, construction of the high-speed railway (i.e., the Korea Train Express [KTX]) between Seoul and the host regions significantly improved accessibility. A Gangneung official reflected: "The most important legacy for Gangneung City is the construction of the KTX, which was more important than venues (...). Now, it takes less than two hours [from Seoul to Gangnueng]." (Gangneung 1).

Additionally, interviewees identified Olympic venues, facilities (e.g., POCOG office buildings), and sites (e.g., Olympic Parks) as valuable resources for creating and enhancing sport and tourism legacies. However, it should be noted that opportunities and risks coexisted. Given the small number of winter sport participants in Korea and Asia, it could be onerous to create demand for some of the Olympic venues (e.g., Gangneung Oval, Jeongseon Alpine Centre). However, stakeholders who were responsible for developing strategies for increasing the venues' sustainable usage tended to focus on the rarity of, and potential demands for, the venues.

Figure 3-2

The 2018 PyeongChang's Strategic Post-Sport Event Legacy Resource Management for Sustainable Legacies

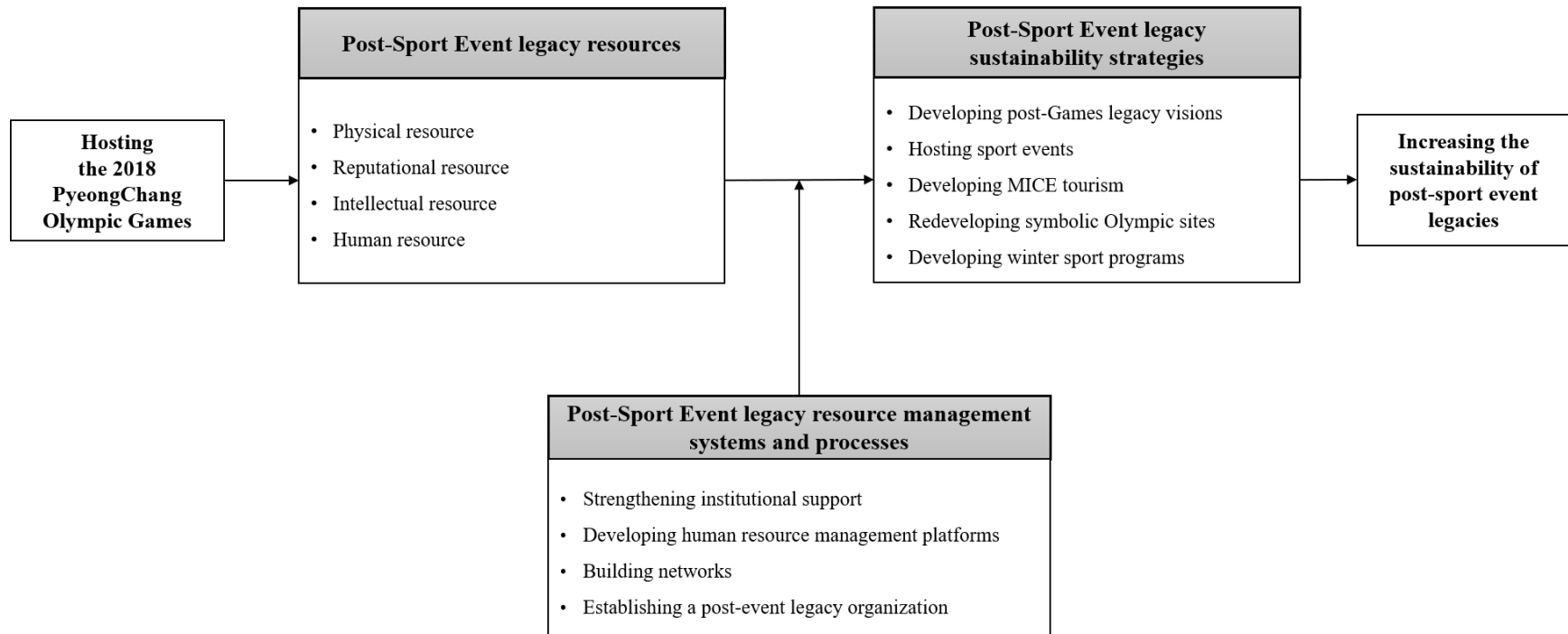


Figure 2. The 2018 PyeongChang's strategic post-sport event legacy resource management for sustainable legacies

For example, at the time of writing, the Olympic Sliding Centre was the only world-class sliding sport venue in Asia. Thus, stakeholders worked to develop the venue as an Asian winter sport hub: “[In Asia] there are no sliding tracks. So, we’re going to host the World Cup next year and use [the Alpensia Sliding Centre] (...) I’m sure the demand for the venue will increase in Asia” (NF 1). Similarly, a Gangwon Province official said: “The [sliding center] is rare and valuable to sport organizations. If we have the venue, athletes can train in Korea, and the venue may be used for preparing athletes for the Beijing Olympics” (Gangwon 3).

Reputational Resources

For stakeholders, one of the most important post-sport event resources gained via hosting the Olympics was enhanced reputation. PyeongChang and Gangneung were cemented as Olympic cities by operating Olympic Parks and hosting sport competitions. For PyeongChang, it was essential to exploit the association with ‘peace’ that emerged from the collaboration between the two Koreas (e.g., a unified women’s ice hockey team and joint entrance of athletes at the opening ceremony). The reputational resources were valuable for the local governments in developing branding strategies. Furthermore, they were considered rare and inimitable because they arose from the story of the PyeongChang Games, which helped stakeholders to differentiate post-sport event legacy strategies from that of previous hosts. One PyeongChang official described how the county used this connection to help it stand out: “Our focus is currently on peace, to differentiate us from other [Olympic] cities” (PyeongChang 1).

Gangneung attempted to brand itself as an ice sports city by hosting ice sport events at newly built venues (e.g., Gangneung Ice Arena). The Korean public reflected positively on NFs that won medals and had other high-ranking performances during the Games. According to a survey conducted by the Olympic Research Center of the Korea National Sport University,

curling and skeleton created two of the most memorable moments from the event for locals (Kim, 2019a). An official from the Korea Curling Federation stated, “Everyone knows curling now, which is an important change. After the Olympics, winning the medal positively enhanced our image” (NF 4).

Intellectual Resources

Several Olympic related intellectual properties (e.g., Olympic symbols) were also identified as valuable resources in the promotion of legacy programs. The Olympic and Paralympic mascots (i.e., Soohorang and Bandabi), were discussed as: “a useful tool for triggering relevant memories (...) We consider [using the mascots] as the most effective way to inform people of the legacy programs” (PCLF 2). Furthermore, these intellectual resources were perceived as rare and inimitable because their usage requires permission: “The IOC’s permission is required [to use the mascots and other marks], it makes them rare” (PCLF 1). PyeongChang County understood the importance of using rare and inimitable resources early in the planning process and gained permission to do so: “We wanted to leave several Olympic symbols in PyeongChang and got the approval of the IOC in the legacy planning process” (PyeongChang 1).

Human Resources

Interviewees revealed that hosting the Olympics provided a vital opportunity to develop human resources with skills that would be useful for creating and maintaining legacy projects. This included event management knowledge, stakeholder management and collaboration skills, and an understanding of, and motivation for, sustaining legacy.

Specifically, through the Olympics, sport organizations developed human resources for the operation of winter sport events and venues. An NF official said, “What I tried to do with the organizing committee was to leave a human legacy by helping Korean people learn skills from

foreign technical executives” (NF 4). Operating the venues and hosting competitions throughout the event organizing process was valuable in preparing for sport events after the Olympics. “We learned a lot, gained know-how, and strengthened individual capabilities (...) Now, our staff doesn’t get nervous in preparing other events because they organized the Olympics” (NF 1). Moreover, the experience of working with many stakeholders at both the domestic and international levels developed collaborative skills: “Through managing the venue and organizing the Olympics, our association has gained a lot of know-how on communicating with stakeholders, such as international diplomats, international federations (...) and the Gangwon Province” (NF 1).

Particularly, personnel who worked at POCOG were perceived as key human resources in this context because they had additional motivation for sustaining Olympic legacy and understood its value: “Since legacy projects are about growing and spreading memories and values of the Olympics, these guys [former POCOG staff] are more important than anyone else [for legacy projects]” (PCLF 2). Also, the human resources were perceived as rare, so the importance of managing the resources had been highlighted. This point is well indicated in the following quotation from the 2020 Global Sport Human Legacy Forum where challenges and strategies for managing the human resources created through the Olympics were discussed: “The know-hows [of winter sport professionals] are valuable. (...) Most of the high-quality and rare human resources and know-how that we created through the Olympics have been lost” (GSEA 2020).

Post-Sport Event Legacy Resource Management Systems and Processes

In the PyeongChang case, stakeholders employed various post-sport event legacy resource management systems (e.g., platforms for human resources management) and processes

(e.g., networks). Those systems and processes supported the use of the resources, which enabled the development of strategies to sustain the legacies (see Figure 3-2).

Strengthening Institutional Support

Local governments attempted to reinforce institutional support for legacy by enacting legislations, which facilitated the use of legacy resources. In November 2019, PyeongChang County established *The PyeongChang Olympic Commemoration and Legacy Project Promotion Ordinance*. The ordinance stated that the county mayor should develop strategies by exploiting the reputational resources (i.e., the peaceful Olympics) and physical resources (e.g., Olympic venues, sites, and facilities) from the Games. This local-level law mandating the effective use of legacy resources was critical in sustaining legacy because similar laws on the provincial and national levels were slow in coming, as reflected in the following quote: “The enactment of the ordinance was aimed at pre-emptively responding to the fact that the national government and Gangwon Province have delayed enacting a law to support post-Games venue use and securing state funds” (Kim, 2019b). Later, in 2020, Gangwon province enacted *The Gangwon Province Ordinance for the Support of the PyeongChang 2018 Legacy Foundation*. This ordinance allowed Gangwon Province to delegate public officials with professional experience to the PCLF. Accordingly, the provincial law also supported the use of human resources that were created through the Olympics for sustaining legacy.

Developing Human Resource Management Platforms

To facilitate the exploitation of human resources, legacy stakeholders created platforms in public and private areas where professionals would contribute to the development of post-sport event legacy strategies.

In the public sector, the central and local governments maintained legacy teams to assist with the development of legacy strategies. Specifically, the MCST established the Sport Legacy Division under the Sports Bureau to support post-sport event legacy projects (e.g., 2024 Winter Youth Olympics) (MCST, 2020). Similarly, local governments transformed teams that were responsible for preparing the Games into legacy teams. Gangwon province established the Olympic Progress Division and the Olympic Facility Division, which had a combined total of 29 employees in December 2020: “The legacy team is responsible for wrapping up the Olympics and continuing Olympic legacy projects, after the Olympic Department, which supported the organizing of the Olympics, was disbanded” (Gangwon 1). Similarly, PyeongChang County transformed existing event management teams into the Olympic Legacy Division (PyeongChang County Government 2020). The legacy teams were critical in maintaining momentum and engagement, which could increase the use of legacy resources: “To sustain Olympic legacy, there should be a specialized team. Without such a team, the Olympics might have been just a 15-day carnival. The legacy division plays a role in creating new values by using legacy resources left after the Olympics.” (PyeongChang 1).

Although maintaining legacy teams in government was effective in retaining valuable human resources in the public sector, many POCOG staff members who were not involved in public organizations had to find new jobs after the event. As noted in a newspaper article: “only 46.2 percent, 219 of the 474 people who left the downsized organizing committee are employed, (...) The valuable Olympic experience of experts is on the verge of being lost” (Song, 2019). To help manage the human resources who went back to the private sector, former POCOG officials established a non-profit organization (i.e., the Global Sport Experts Association (GSEA)) (Sung, 2020). The PCLF also recruited former POCOG staff to provide the professionals with

opportunities to continuously use their knowledge and skills: “We hired three full-time employees last year, and then we have six short-term contract workers, most of whom are from the organizing committee.” (PCLF 2).

Building Networks

Legacy stakeholders sought to strengthen networks with multiple organizations to facilitate the use of legacy resources in developing legacy strategies. PyeongChang County Government formed international networks to exploit the use of its reputation as an Olympic city and the peaceful Olympics. PyeongChang worked with the IOC and the World Union of Olympic Cities (WUOC) to strengthen its reputation: “We are branding PyeongChang as a city of peace. (...) We will share our legacy projects with the IOC and the WUOC” (PyeongChang 1). Gangneung signed an MOU with the IOC for the construction of the Gangneung Olympic Museum, which sought to facilitate the use of its reputational resource as an Olympic host city: “Based on the MOU, the two organizations will collaborate to spread the spirit of the Olympics and to promote sports, consult on creating the Gangneung Olympic Museum, and create a network for cooperation in creating the museum” (Seo, 2018).

At the domestic level, stakeholders formed networks with each other to share legacy resources. The PyeongChang County Government and the KSOC collaborated through an MOU for the establishment of a National Training Center for Winter Sports at POCOG’s main office. The collaboration enabled both stakeholders to develop a sport legacy project by using both Olympic facilities and human resources.

Establishing a Post-Sport Event Legacy Organization

The creation of a post-sport event legacy organization (i.e., the PCLF) was necessary for effective legacy resource use. Essentially, the formation of the PCLF built a governance system

to sustain discussion about post-event legacy planning by involving the key legacy stakeholders. A PCLF official stated: “The foundation itself started out as a governance organization. The central and local governments and sports organizations are involved in this organization” (PCLF 1). Notably, the PCLF served as a platform through which legacy stakeholders could share resources. For instance, the host governments agreed to pool financial resources to support the PCLF to ensure its financial stability. Additionally, the PCLF played an important role in creating networks in developing legacy strategies among stakeholders across several fields: education, culture, and sports. For instance, the PCLF attempted to create and manage knowledge that can be useful for legacy projects with Kangwon National University via an MOU: “They will share Olympic legacy-related academic, technical, and creative ideas, and form a business consultative body involving representatives for effective communication” (Park, 2019).

Post-Sport Event Legacy Sustainability Strategies

Based on the post-sport event resource management systems and processes, stakeholders developed strategies that were specific to legacy programs and initiatives by using legacy resources (see Figure 3-2). In this section, we present five post-sport event legacy sustainability strategies that were developed by legacy stakeholders.

Developing Post-Games Legacy Visions

Stakeholders established post-Games visions to keep the momentum from hosting the Games and link it to the creation of legacies. Developing visions that were specific to the post-event phase was considered essential for stakeholders as the visions would clarify their post-event identity and direction. Particularly, reputational resources (e.g., peace) were used to develop the post-Games visions.

A PCLF official discussed that the host governments commonly included the term peace in post-event strategic directions: “[peace] is the most prominent part of the PyeongChang Olympics, so we’re going to keep using it (...) PyeongChang has established its city brand related to peace, and Gangwon Province as well” (PCLF 1). Gangwon Province made ‘Gangwon Province Peace and Prosperity Era’ the top policy vision for 2020 (Gangwon Province, 2020), while PyeongChang County’s post-event vision was ‘The Beginning of Peace, the New PyeongChang!’ A PyeongChang County official explained this slogan: “‘The Beginning of Peace’ refers to the new peaceful relations [between the two Koreas] that started at the PyeongChang Olympics. We developed the slogan to reflect our goal to build on the PyeongChang momentum and deepen our commitment to peace.” (PyeongChang 1). This quote shows that developing an organizational vision was central to a post-event legacy.

Developing winter sports in Asia and Korea was a key legacy theme of the PyeongChang Olympics. Gangneung constructed new ice sport venues for the Olympics, allowing it to rebrand itself as an ‘ice sports city’ (Uh, 2018). NFs also formed new post-event visions regarding their sports development. One NF official said, “We made a vision statement after the Olympics: ‘Not the End, But the Start’. That is, the post-event phase is a beginning, not an end. We have developed a lot through the Olympics, but the post-Games stage is more important” (NF 5).

Hosting Sport Events

To sustain sport and tourism legacies, stakeholders hosted domestic and international sport events by using physical, reputational, and human resources.

Notably, Gangwon Province won the bid for the 2024 Winter Youth Olympics based on the existing Olympic venues, infrastructure, and event management skills that were gained from the 2018 Games. The IOC positively evaluated the proposal: “By capitalising on the existing

world-class venues and hosting experience of PyeongChang 2018, the proposal builds on the legacy of those Games and creates additional long-term benefits for the future” (IOC, 2020, p. 24). Similarly, the Korea Ice Hockey Association hosted the Legacy Cup and Ice Hockey U20 World Championship Division II by utilizing Olympic venues and event management skills:

We have hosted the events because we have obtained many resources through the Olympics. Before the Olympics, we did not have enough human resources and facilities. (...) Now we understand international standards, and when something goes wrong, we can quickly fix the problems (NF 5).

Gangneung used its new image as an ice sports city to develop the Sportnomics (a combination of “sport” and “economics”) project. The project includes plans to host international and domestic ice sport events (i.e. Gangneung Ice Sport Festival) by using its Olympic venues (e.g. Gangneung Ice Arena) to sustain sport and tourism legacies (Uh, 2019).

Developing MICE Tourism

One method of developing regional tourism is to host business events for large groups, such as meetings, incentive travel, conventions, and exhibitions, otherwise known as the MICE sector of tourism (Getz & Page, 2016). All three local host governments of the Games developed a MICE tourism strategy by leveraging their improved reputation, enhanced transportation system, and new hotels and Olympic venues/facilities. PyeongChang county conducted the “PyeongChang Leisure Sport Expo Feasibility Study” and developed plans for the development of leisure sports using various tourism resources and Olympic facilities (Lee, 2018). In May 2019, Gangneung enacted *The Gangneung City Ordinance on Promotion of MICE Industry*. Similarly, JeongSeon Forum 2020 was held to promote MICE tourism. The PCLF also created

an internal MICE Tourism Team and organized several forums (e.g., the 2nd PyeongChang Global Peace Forum).

The newly built facilities and hotels provided the local governments with opportunities to develop the MICE tourism. A leader of the PCLF's MICE Tourism Team stated:

We have gained venues through the Olympics, and many accommodations have been built in PyeongChang and Gangneung. [For MICE Tourism] The main building of the conference and accommodations are needed, and both regions meet the conditions. That's why they are interested in this [MICE] industry, which can help sustain Olympic legacies. (PCLF 2)

Particularly, reputational resources that were considered rare and inimitable were used to develop the local host governments' unique MICE tourism brand. A PyeongChang County official discussed: "There are many forums in Korea. Some forums in Jeju Island have included the topic of peace in part, but our forum [PyeongChang Peace Forum], which mainly focuses on peace through sport, is differentiated from the forums."

Redeveloping Symbolic Olympic Sites

After the Olympics, PyeongChang and Gangneung redeveloped the sites where Olympic Parks existed during the Games. To redevelop the physical resources, the two host cities utilized their reputational (e.g., Olympic cities) and intellectual (e.g., the PyeongChang Olympics' emblem) resources. For PyeongChang, redeveloping these sites was essential because the Opening and Closing ceremonies were held in a temporary facility and only a few reminders (e.g., the Olympic Cauldron) were left behind in the PyeongChang Olympic Plaza. The county constructed the PyeongChang Olympic Memorial Hall to display symbols of the PyeongChang Olympics. Construction of the PyeongChang Peace Park, a public outdoor space that

commemorates the Olympics, is scheduled to begin in 2021. Olympic memorabilia were used to strengthen the symbolism of the sites: “The emblem [for the PyeongChang Olympics] is a symbol representing the story of the Olympics (...) It will be used for the Peace Park. Also, it can be used to decorate the Olympic Memorial Hall and other places” (PyeongChang 1).

Developing Winter Sport Programs

Given the original vision of the Games was to develop winter sport in Korea and make the country an Asian winter sport hub, stakeholders also focused on developing winter sport programs by using physical, reputational, human and intellectual resources.

To promote elite sport in Korea, the KSOC collaborated with PyeongChang to remodel the POCOG headquarters into the National Training Center for Winter Sports. Moreover, the PCLF started a training program for sliding athletes from Southeast Asia in cooperation with the NFs and the MCST. The legacy project aimed to spear head the development of winter sport in Asia by using the sliding venue and the nation’s increased knowledge in the sport. Additionally, the PCLF provided opportunities to share ice venue management knowledge with the staff members of the 2022 Beijing organising committee:

The legacy foundation invited foreign experts recommended by IBSF [International Bobsleigh & Skeleton Federation] not only to educate Korean ice makers who are a human legacy of the 2018 PyeongChang Olympics but also to transfer key skills to the staff of the Beijing Winter Olympics (Han, 2019).

Moreover, stakeholders continued mass sport development in Korea, particularly by using intellectual resources. The popularity of the Olympic and Paralympic mascots made them obvious choices for naming the mass sport legacy programs. The PCLF created the Soohorang and Bandabi Sport Camps to spread Olympic values and sport education. The MCST branded

their Paralympic legacy projects (i.e., the construction of parasport centers in the nation) as the Bandabi Sport Center project: “The sports authority determined that Bandabi was an ideal name since it provided a sense of familiarity and friendliness to the people” (Lee, 2019b).

Discussion

By employing the RBV, we outlined the types and attributes of post-sport event legacy resources as well as the resource management systems and processes. The post-sport event legacy sustainability strategies that were developed using the resources were also presented. In this section, we discuss the theoretical and practical implications of our findings.

First, this study presented several valuable and rare physical resources that were available for legacy stakeholders after the Olympics, such as infrastructure and Olympic venues. Barney (1991) argues that resources can be considered valuable when they enable organizations to exploit environmental opportunities and mitigate threats. Transportation resources were useful for sustaining legacies in the PyeongChang case because they help the host regions overcome geographical constraints as well as provide opportunities to develop MICE tourism. Future hosts should anticipate that investment in transportation infrastructure before the event will catalyze tourism after the event. Also, such development should be integrated with other legacy resources to maximize opportunities created through the improved transportation.

In the PyeongChang case, the world-class winter sport venues seemed to be a double-edged sword, which might result in either positive or negative long-term legacies. The legacy stakeholders noted value of the venues because of their rarity in Asia. The acquisition of rare winter sport venues allowed Korea to develop winter sport events and programs to help brand it as an Asian winter sports hub. This finding exemplifies how event hosts can gain opportunities to create sport and tourism legacies through the construction of rare sport venues in hosting events

that are not frequently held in the region. However, it should be noted that focusing on the rarity of venues in developing legacy plans may result in several limitations regarding sustainable use. As the PyeongChang case illustrates, the venues may be easily underused due to low accessibility and winter sport participation, which may hinder their sustainable post-Games use (Lee, 2020). Moreover, the advantage of rare venues may quickly decrease if neighboring countries construct similar ones. For example, China will host the 2022 Winter Olympics, which may reduce PyeongChang's draw as an Asian winter sports destination, which in turn can be an environmental threat regarding sustainable use of the PyeongChang's venues. Therefore, to mitigate the potential risk of building and using rare sport venues, sport event organizers should have a clear understanding of potential environmental opportunities and threats in relation to venue utilization.

Another issue related to physical resources was uneven distributions of a chance to use the venues across the local host governments. Notably, Jeongseon County had fewer opportunities to establish a brand connection to the 2018 event when compared to PyeongChang and Gangneung because the only Olympic venue in the region (i.e., the Jeongseon Alpine Centre) could not be used after the Games. Future hosts, especially cohosts (e.g., Milano-Cortina for the 2026 Olympics), must consider the uneven distributions of legacy resources and therefore need to develop their unique resources for long-term benefits of event hosting. Furthermore, in the PyeongChang case, the main Olympic stadium was built as a temporary structure to help mitigate post-event operational costs. Using temporary facilities helped reduce negative economic and environmental impacts, but the loss of this key tangible resource hindered PyeongChang's legacy momentum. This finding suggests the potential for negative effects of losing a physical resource (e.g., the removal of symbolic facilities) on the sustainability of event

legacies. PyeongChang worked to reshape remaining Olympic sites using its key reputational resource: peace. Future hosts may consider addressing challenges related to losing legacy resources by using other resources.

In the PyeongChang case, intangible post-Games legacy resources (i.e., reputational, intellectual, and human resources) were useful in developing legacy strategies, especially due to their rarity and inimitability. Reputation is related to an organization's visibility and evaluation, and entities can use reputation to differentiate themselves from competitors (Boyd, Bergh, and Ketchen Jr, 2010). The association of the 2018 Games with 'peace' arose from Korea's unique history; this inimitability lent itself well to legacy projects. This finding suggests that future hosts should capitalize on their unique stories to sustain long-term legacies. Given that three East Asian countries will host a series of editions of the Olympics, it would be interesting to examine further how the three countries could differentiate their legacy programs from each other based on different reputational resources. Due to the COVID-19 pandemic, the Tokyo 2020 Olympics were postponed to 2021. Future research may explore how Japan builds its Olympic image and reputation related to the pandemic crisis and its impact on legacy projects.

Unfortunately, for PyeongChang's stakeholders, reescalation of political tension between North and South Korea has limited the impact of their strategies using the image of peace Olympics and might cause the stakeholders to modify their strategies. The value of resources may differ depending on the managing organization's position in time and place (Helfat & Peteraf, 2003). Thus, stakeholders should monitor legacy resources' value over time and adjust their strategies accordingly. This finding echoes the study of Nakamura and Suzuki (2017), which emphasized the importance of ongoing modifications to strategic plans and reinterpreting of legacies over time. The 2024 Winter Youth Olympics will be hosted at the PyeongChang's

venues, which was identified as a key legacy program in this study. Future research may investigate the impact of hosting the Youth Olympics on the legacies of the PyeongChang 2018.

Hosting the Olympics provided stakeholders with organizational learning opportunities that generated human resources with necessary skills for developing and delivering post-sport event legacy strategies. Personnel who experienced the Games played an essential role in laying foundations for post-sport event legacy projects because they not only had valuable and rare knowledge to develop legacy strategies but were also motivated to preserve legacies. Thus, future hosts should strive to create human resources using strategic approaches. For instance, forming partnerships with legacy organizations from previous Games can help with acquiring knowledge about sustaining legacy. As we presented, the PyeongChang's post-Games legacy organization played a role in sharing its knowledge to manage winter sport venues with the Beijing organizing committee staff. The legacy organizations of the PyeongChang and Beijing events should closely collaborate to facilitate the share of valuable knowledge for sustaining legacies.

One important contribution of this study is the identification of legacy resource management systems and processes, which are crucial to realize the potential of legacy resources. For the management of intangible resource, the local governments enacted ordinances to facilitate the use of reputational, human, and physical resources; such legal guarantees are vital to sustaining legacies (Stuart & Scassa, 2011). For future hosts, identifying the most valuable legacy resources and enacting legislation to stimulate their use may be important to sustaining legacies.

Since human resources are highly mobile (Wright, McMahan, & McWilliams, 1994), event hosts should employ strategies to retain individuals that could play essential roles in

sustaining event legacy locally. Hall and Williams (2019) propose labor mobility as a knowledge transfer channel through the physical movement of workers within an organization or across organizations. In the PyeongChang case, the post-sport event legacy teams consisted of individuals who had experienced the Games. Nonaka (1994) suggests that creating a team or group can be beneficial for knowledge creation because individuals can amplify and develop new knowledge through interaction in communities. The legacy teams and organizations can be considered knowledge communities wherein human resources with valuable knowledge interact, thereby creating knowledge for sustaining legacies. Future hosts would be wise to build post-sport event legacy knowledge communities (e.g., establishing post-sport event legacy organizations).

Finally, forming networks may be beneficial for organizations to gain access to additional resources owned by others (Das & Teng, 2000). Korean legacy stakeholders created networks at international and national levels to share resources with stakeholders across diverse fields, which facilitated the development of legacy programs. Forming networks among the three East Asian Olympic host countries may be beneficial to maximize their use of legacy resources through the development of collaborative legacy projects. Especially, the collaboration among the countries regarding sport development may create new momentum to sustain sport development legacies in East Asia by increasing the use of winter sport venues and professionals.

Conclusion

This research offered novel insight into the strategic management of post-sport event legacy by employing the RBV. This study supports previous studies (Preuss 2007; Boukas, Ziakas, and Boustras, 2013) by highlighting the importance of post-event commitment for sustainable Olympic legacies and using resources left after the event. We identified the types and

attributes of post-sport event legacy resources as well as outlined legacy sustainability strategies created from hosting the event. By doing so, this study indicates how various types of valuable, rare, and inimitable resources can help stakeholders to develop strategies to sustain legacies after the event. Moreover, systems and processes to manage the resources were presented. Because the RBV is not a one-size-fits-all perspective, we should not assume that the identified post-sport event legacy resources can always make positive impacts on sustainable legacies. Rather, as we discussed, researchers and practitioners should consider various factors that may impact the value of post-sport event legacy resources. Further research is needed to expand our knowledge of post-sport event legacy resources and how they can be used to sustain legacies in different event contexts, which can refine the findings of this study.

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CHAPTER 4
STUDY 3: EXPLORING CONFLICT AMONG STAKEHOLDERS IN THE GOVERNANCE
OF OLYMPIC LEGACY

Introduction

Sporting event “legacy” can be conceptualized in terms of the structures (intangible/tangible, positive/negative, planned/unplanned) that remain over the long term after the hosting of a sporting event (Preuss, 2007). Various forms of legacy may be created through the hosting of sporting events, such as sport development, enhanced tourism, and environmental advancements (Thomson et al., 2018). As the concept of Olympic legacy has become institutionalized within the Olympic Movement (Leopkey & Parent, 2012), leaving a positive legacy has become a vital concern for stakeholders, defined here as “any group or individual who can affect or is affected by the achievement of the organization’s objectives” (Freeman, 1984, p. 46). Particularly, the creation of Olympic legacies has been considered a governance issue because of the potential for conflict to emerge among stakeholders who prioritize different values and interests when making legacy-related decisions (Girginov, 2011). Thus, there has been continued attention paid to the event legacy process (e.g., planning, implementation) (Thomson et al., 2018). Building an inclusive, transparent, and accountable governance system is also considered important for steering stakeholders’ collective action toward creating and sustaining an event’s legacy (Leopkey & Parent, 2015).

While meeting stakeholders’ needs is critical in the creation and maintenance of a positive Olympic legacy, “there are always conflicts of interests, a positive legacy for one

stakeholder can be negative for another one” (Scheu, Preuß, & Könecke, 2019, p. 5). Conflict, a process that “begins when one party perceives that another has frustrated, or is about to frustrate, some concern of his” (Thomas, 1992, p. 265), can be both an important enabler and significant constrainer in governance. Thus, it may have a negative influence on stakeholder groups if it is not managed appropriately (Lumineau, Eckerd, & Handley, 2015). Literature from various fields (e.g., project management, organization studies) has emphasized the importance of understanding the assorted dimensions of conflict, such as drivers, impacts, and conflict-management strategies (Moore, 2014). Given that effective resolution of conflict among stakeholders is crucial for effective decision making in organizing sporting events (Parent, 2010), conflict among stakeholders needs to be managed for the effective and efficient delivery of Olympic legacy.

Emergent conflict in the Olympic context has been common around issues including infrastructure development, social inclusion, and bidding for the Games (Andranovich, Burbank, & Heying, 2001). However, Thomson et al. (2018) argued that “there is little indication how conflicting stakeholder needs are resolved and to whose satisfaction” (p. 4) in relation to sporting event legacy. Although scholars (e.g., Postlethwaite, Kohe, & Molnar, 2019) demonstrated how tensions among stakeholders can develop as a result of different expectations of legacy programs and policies, no study to date has examined drivers, impacts, and management of conflict in the governance of legacy. Thus, little is known about the development and management of conflict among stakeholders regarding the creation of event legacy and how emergent conflict may affect the legacy governance system and relevant stakeholders.

This study examines conflict among stakeholders in the governance of legacy at an edition of the Olympic Games. Inspired by the conflict-management literature (i.e., Moore, 2003,

2014; Wall & Callister, 1995) that informs key conflict dimensions (i.e., drivers, impacts, and management strategies), this study addresses the following research questions: (1) What drivers caused and escalated conflict among Olympic legacy stakeholders; (2) How were the various conflict-related issues managed; (3) What were the effects of the emergent conflicts on the governance of Olympic legacy?

This paper focuses on conflict surrounding the Jeongseon Alpine Centre, one of the venues of the PyeongChang 2018 Olympics. In this case, as creating positive legacy had been required from the bidding process of the Olympics, debates had ensued among stakeholders regarding the legacy of the venue, which led to a number of conflicts. This research extends our understanding of Olympic legacy governance by framing it within conflict-management. By examining the drivers and impact of conflict and conflict-management in this case, we provide a better understanding of how conflict should be managed to mitigate its dysfunctional effects on the governance of sporting event legacy.

Literature Review and Conceptual Framework

Conflict in the Olympic Games

Creating positive legacies from hosting the Olympics has gained increased attention from cities around the world. However, this process can be complicated due to the various stakeholders that are involved in the bidding and hosting process (Andranovich et al., 2001). Previous studies highlighted how an event-led development approach taken by local elites had negative impacts (e.g., cost overruns, displacement) on residents (Flyvbjerg & Stewart, 2012; Watt, 2013) and how anti-Olympic bid protests have increased tension among stakeholders surrounding the issue of hosting the Olympics (Lauermann, 2016).

Olympic venues have been a central issue of concern for stakeholders given their potential for negative economic, environmental, and social legacies (Davis, 2020). Venue risks are of heightened concern for the winter Games due to their proximity to natural environments (e.g., mountains), creating opposition from environmental groups (Chappelet, 2008). However, in contrast, some host communities continue to view hosting as an opportunity to boost urban development and local tourism (Gaudette, Roult, & Lefebvre, 2017).

The emergent conflict associated with the Jeongseon Alpine venue (the case used in this paper), has heralded some attention. Kim and Chung (2018) examined the environmental discourses of stakeholders surrounding the venue elucidating how civic organizations challenged government actions that prioritized economic development. Yoon (2020) studied Jeongseon resident groups' opinions about the construction of the Alpine site noting their variance given their relationship with the area (e.g., geographical proximity). Findings revealed that residents had little power to oppose venue construction.

Despite these studies, limited attention has been paid to the emergent conflict linked to Jeongseon Alpine Centre from a managerial perspective. This particular case allows the authors to examine the development of conflict throughout the legacy governance phases (cf. Leopkey & Parent, 2017).

Event Legacy Governance

Legacy delivery for mega sporting events has been conceptualized as a “complex, intractable, open-ended, unpredictable” problem (Alford & Head, 2017, p. 397) because multiple stakeholders with different interests and values are involved in the plans. Previous studies (e.g., Parent, 2008) highlighted the importance of managing stakeholders and identified key players in the hosting of sporting events. The event legacy governance system associated with the Olympic

Games consists of various stakeholders involved in the decision making process from bid to post-event (Leopkey & Parent, 2017). Leopkey and Parent (2015) identified the International Olympic Committee (IOC), the Organizing Committee for the Olympic Games (OCOG), government representatives, sport organizations (e.g., national sport federations), community members, and the various national Olympic and Paralympic Committees.

Given the number of stakeholders involved in the governance process, tensions can emerge when making decisions related to event legacy (Girginov, 2011). For instance, researchers have investigated conflict between central government and local communities. Nichols, Grix, Ferguson, & Griffiths (2016) demonstrated how a top-down governance structure could negatively affect Olympic legacy programs. More specifically, they illustrated that the state-led governance system and performance monitoring restricted managers' autonomy in delivering a legacy program at the local level. Nichols and colleagues (2016) emphasized the importance of translating the legacy program's vision and goals to the local context, as well as developing stakeholder agreements to facilitate long-term legacies. Furthermore, Postlethwaite et al. (2019) investigated how tensions developed among stakeholders due to dissimilar understandings of educational program goals for the London 2012 Olympics.

Stakeholder conflict may decrease the effectiveness of the governance system, resulting in the possible failure to create and sustain event legacies in host communities. Research (e.g., Brown, Cox, & Owens, 2012; Sharp & Finkel, 2018) has highlighted the importance of designing and implementing appropriate governance structures throughout the event lifecycle, thereby facilitating collaboration among stakeholders (e.g., resource pooling and trust). Leopkey and Parent (2015) analyzed stakeholders' perception of the governance of Olympic legacy and noted good governance practices (i.e., accountability, participation, performance, and

transparency) as paramount. Leopkey and Parent (2017) expanded on the topic by examining the governance system related to the production of Olympic legacy, which consisted of a number of governance actors (i.e., stakeholders) and mechanisms.

To explore conflict among stakeholders in the governance of legacy, this study employs the theoretical lens of conflict management in order to gain insight into the development and management of the conflict in this case. A concise review of the conflict literature is outlined next.

Conflict

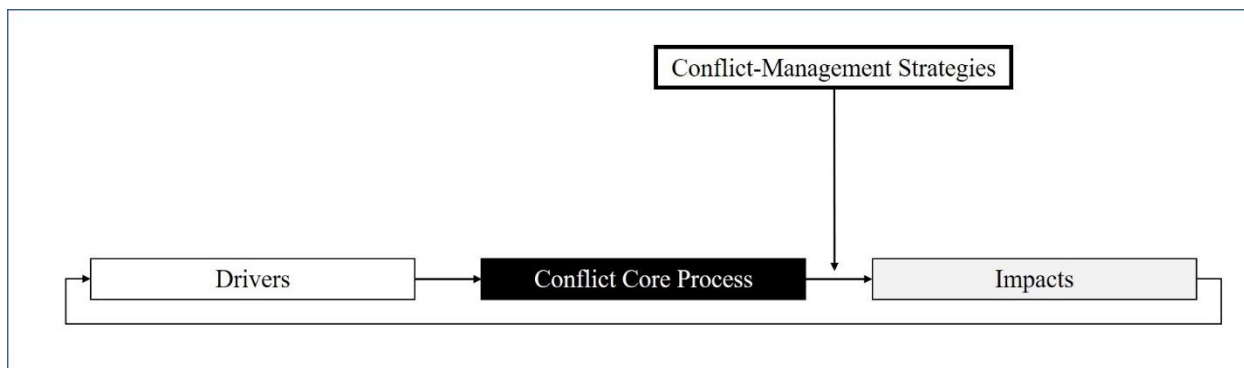
Conflict is a common phenomenon that can have a strong influence on society in general. It is a dynamic process, which involves divisions, tensions, and competing values among individuals and/or groups (Giddens & Sutton, 2014). Although conflict can occur at various levels (e.g., inter-personal, intra-organizational) (Moura & Teixeira, 2010), the focus of this paper is limited to inter-group/inter-organizational conflict because event legacy stakeholders usually act as either organizations or groups formed by individuals with similar interests (Leopkey & Parent, 2017).

Like many human interactions and social processes, conflict cycles over time (Wall & Callister, 1995). This study draws upon the conflict-management literature and the subsequent application of conceptual dimensions for the generation of research questions and guidance in data collection and analysis. This study utilized Wall and Callister's (1995) conflict cycle, which consists of the causes, process, and effects of conflict. The model helped us to identify key conflict dimensions and construct a basic framework to examine the conflict development process in the PyeongChang context. Conflict drivers that escalate conflict and resolution

strategies to mitigate conflict were also considered (Moore, 2003, 2014). (See Figure 4-1 for an overview of the conceptual framework.)

Figure 4-1

Conceptual Framework. Adapted from Wall and Callister (1995) and Moore (2003, 2014)



Drivers of Conflict

For effective conflict management, it is important to understand the factors that create conflict (Moore, 2014). Conflict in the legacy governance system is not limited to a specific field because it is made up of stakeholders from different backgrounds (Girginov, 2011). Thus, to understand conflict in the legacy governance system across different domains, this study employed Moore's (2003) five sources of conflict (value, interest, structural, data, and relationship), which have been widely used to analyze and understand potential drivers causing and escalating conflict in diverse fields (e.g., environmental concerns, community development).

Diverging values (e.g., developmentalism vs. environmentalism) may result in conflict. To resolve value conflict, it is imperative to promote superordinate goals that can be shared by all stakeholders (Lovelock, 2002). Interest conflict results when competition over actual or perceived incompatible interests and goals occurs among stakeholders (Moore, 2003).

Information sharing about stakeholder values can enhance mutual understanding. Structural

conflict is caused by structural factors, such as limited authority or resources, time and geographical constraints, unclear role descriptions, and ambiguous regulations (Moore, 2003). Data conflict occurs when there is a lack of information needed for proper decision-making; often, this arises when people are misinformed or have divergent interpretations of important data (Lovelock, 2002). Data-related conflict often results from poor communication and contradictory assessment procedures utilized across stakeholder groups. Lastly, relationship conflicts are rooted in issues caused by negative emotions, misperceptions, poor communication, and stereotypes (Moore, 2014).

Core Conflict Process

According to Wall and Callister (1995), conflict occurs when “a party realizes that another is (or will) negatively affecting his position” (p. 523). Additionally, in this stage, the parties involved in the process feel an emotional surge resulting in reactions to the opposite party’s behavior, creating a triggering event (Thomas, 1992). That is, the core conflict process stage is marked by emotional surge (e.g., frustration, anger) and behavior confrontation among stakeholders. Once these signs manifest, parties start to consider what actions they will take (Wall & Callister, 1995).

Conflict-Management Strategies

Wall and Callister (1995) highlighted that “most conflicts benefit from attempts to manage them” (p. 535) and proposed that conflict can be managed by the disputants themselves and/or by third parties via mediation. Moore (2014) outlined a number of conflict-resolution approaches. During early phases of conflict, parties can attempt to resolve issues through informal problem-solving. However, once conflict becomes a bigger issue, negotiation might be needed. Negotiation has been defined as “a structured communication and bargaining process

that is commonly used to conduct transactions and reach agreements on issues where serious differences do not exist” (Moore, 2014, p. 24). Involved parties participate in negotiation voluntarily to reach agreements that satisfy both groups’ interests. Mediation from an acceptable third party who is not involved in the conflict is a possible alternative (Carnevale & Pruitt, 1992). Third-party mediation can facilitate communication, thereby elevating the negotiations to a point where it is possible to come to a consensus (Moore, 2014).

Beyond mediation, there are several conflict-resolution approaches that take away control from the parties involved by increasing the external third-party’s involvement. In some situations, decisions can be made by a third party who holds authoritative power. Arbitration is a resolution strategy conducted with the assistance of a third party and is unregulated by the state (Moore, 2014). In some cases, conflict may need to be resolved through an institutionalized dispute-resolution process that is completed by an authority holding the power to make compulsory decisions. This is also known as a judicial approach. Lastly, the legislative style of conflict resolution utilizes voting to support conflict-resolution rulings, regulation, or law (Moore, 2014).

Impacts of Conflict

Conflict “has multiple causes and equally extensive results” (Wall & Callister, 1995, p. 526). Depending on the effectiveness of conflict-management, the result may be “integrative (with both sides benefiting) or distributive (with one side benefiting at the other’s expense)” (Wall & Callister, 1995, p. 525). Conflict can be constructive/functional or destructive/dysfunctional (Deutsch, 1994; Hibbard, Kumar, & Stern, 2001).

In constructive/functional conflict, parties attempt to balance each other’s interests and to resolve issues to achieve mutual gains (Deutsch, 1994). Positive results include enhanced

communication, increased decision-making, organizational learning, and elevated awareness of an issue (Deutsch, Coleman, & Marcus, 2011). On the other hand, destructive/dysfunctional conflict can result in decreased trust and tarnished relationships. Hostile acts (e.g., distortions, misunderstanding) may also occur, which can lead to the emergence of negative behaviors, including decreased communication, avoidance, and protests (Wall & Callister, 1995).

Furthermore, when conflict escalates, an issue tends to become more complex, making it difficult to resolve (Moore, 2014). Conflict among organizations is influenced by many factors (e.g., legal, political, social, and institutional environmental contexts), and multiple interests are often invested in conflict, which can complicate the resultant impacts on organizations and individuals involved (Lumineau et al., 2015). Thus, compared to conflict between individuals, conflict at the inter-organizational level is more convoluted. Lastly, as indicated in Figure 4-1, the impact of a conflict cycle may feed back to the factors driving the conflict, reigniting another conflict cycle (Wall & Callister, 2005).

Methodology

This research employed a single-holistic case study approach in order to investigate “a contemporary phenomenon (the “case”) in its real-world context” (Yin, 2014, p. 2). Moreover, it has been proposed that employing a case study approach can be useful to answer “how” or “why” questions (Yin, 2014). Given that the current study aimed to explore why conflict in the governance of legacy occurs and how the conflict is managed, using this research approach was considered appropriate.

Research Context

From February 9 to March 18, South Korea hosted the 2018 Winter Olympic and Paralympic Games in PyeongChang, Gangwon Province. There were two main venue zones: the

PyeongChang Mountain cluster (skiing and sledding events) and Gangneung Olympic Park (ice events). As a part of the Mountain cluster, Jeongseon county hosted alpine skiing events.

Historically, Jeongseon County was one of the most underdeveloped regions in the country due to its mountainous terrain that limited the development of transportation infrastructure. In the 1960s and 1970s mining became important to the area, however, the 1980s saw the demand for coal sharply decline in Korea causing the local industry to collapse. In the 1990s, casinos and ski resorts were developed by the Korean government to help boost the local economy facilitating the region's re-emergence as major tourism destination.

Prior to the Games, many Jeongseon residents thought hosting the alpine skiing events would be an opportunity to create increased winter sport tourism through the construction of the Jeongseon Alpine Centre. However, in the bid/pre-event phases, opposing views about this new venue were prevalent (Yoon & Wilson, 2019). Specifically, environmental groups argued the venue would destroy Mount Gariwang that had been a formerly protected area although it was considered the only viable location that satisfied the Fédération Internationale de Ski (FIS) course requirements. Despite being a national protected forest since 2008, it was chosen to host alpine skiing events. Following the Games, conflict intensified around the future of the Jeongseon Alpine Centre. Some stakeholders (e.g., environmental groups) insisted the venue be demolished and the environment restored to its natural state (Lee, 2019). Others (e.g., the Korean Ski Association (KSA)) argued the facility should be kept for future sport development and tourism ('PyeongChang 2018 legacy plan,' 2019).

Data Collection

Archival materials and interviews were gathered and analyzed for this project in order to provide a richer data set and stronger and more trustworthy findings (Yin, 2014). Collection began in August 2016 (about two years before the event) and continued until March 2021.

Many different types of documents were collected, including policy documents, final reports, website content, and newspaper clippings. Archival materials facilitated an understanding of pre-event legacy planning and historical details of the conflict surrounding the venue, as well as stakeholders' strategic direction regarding the conflict. Specifically, the lead researcher visited websites of relevant stakeholders (e.g., the IOC, Gangwon Province) and searched for appropriate archival materials. Archival materials with details about the conflict surrounding the venue were included in the data set for analysis. Newspaper articles, which can broadcast the perspectives of relevant stakeholders (Bryant & Miron, 2004), were collected through BigKinds (a Korean news database). These clippings were used with the understanding of their potential bias toward the values and interests of certain stakeholders (Entman, 2007). A total of 1,625 online newspaper articles that were published between September 14th, 2009 (when the PyeongChang bid team was formed) and March 31st, 2021 (when data collection for this research was completed) were initially searched by entering two keywords in Korean (i.e., 가리왕산 (Mount Gariwang) and 올림픽 (the Olympics)). Of these, 177 articles directly associated with the research focus (i.e., stakeholder conflict) were selected and analyzed. Consequently, 3,576 pages of archival materials were reviewed.

For this study, it was imperative to understand the lived experiences and perspectives of relevant stakeholders involved in the conflict surrounding the venue. Upon reviewing the archival materials, interviewees who were directly involved in the conflict were identified by

using a purposeful sampling strategy (Creswell & Poth, 2018). Additionally, a snowball sampling technique was utilized to help ensure coverage of the topic. Participants were recruited until data saturation was achieved. Consequently, 17 interviews, lasting between 22 to 71 minutes, were conducted either in-person, over the phone or Zoom, and by email (See Table 4.1 for interviewee details). Due to confidentiality concerns, limited interviewee information is disclosed to protect the individuals' identity.

Table 4.1

List of Interviewees

Category	Stakeholders	Number of Interviewees
Civil society	Environmental Groups	2
	Local Resident Groups	3
Local organizing committee	PyeongChang Organizing Committee for the 2018 Olympic & Paralympic Winter Games	3
Central government	Korea Forest Service	1
	Ministry of Environment	1
Provincial and municipal government	Gangwon Provincial Government	1
	Jeongseon County Government	1
Sport organisations	The International Olympic Committee	1
	International Ski Federation	2
	Korea Ski Association	2
		Total: 17

Using the conflict literature, an interview guide was utilized to probe for information about the overall conflict development process, including conflict drivers, impacts, and management strategies. Interview questions asked about what caused conflict before the hosting of the Olympics and what escalated conflict after the fact for example. The semi-structured format provided informants leeway to discuss their experience and opinions about the case. Interviews were recorded with the interviewees' consent. However, two interviewees permitted

only note-taking, not audio-recording. The recorded interviews were transcribed verbatim by the lead researcher. Following data analysis, selected excerpts were translated from Korean to English by the lead researcher (who is fluent in both languages) as representative examples of the data.

Data Analysis

This study employed a three-step data analysis approach that involves open, axial, and selective coding. This approach is useful for identifying patterns of action and interaction among the actors, as well as for uncovering the social processes (e.g., phases) of a phenomenon including relevant conditions (Strauss & Corbin, 1994). Specifically, data were coded by using the qualitative data analysis software ATLAS.ti 8. Following an iterative process, codes were revisited and refined throughout the data collection and analysis process.

Open coding was the first step in the analysis and facilitated the breakdown of data and labelling of key concepts with codes. Initial codes were created inductively to ensure the analysis was grounded in the data and context. Next, axial coding grouped initial codes into categories based on relational aspects between and among the open codes (e.g., lack of communication, interpretation of information). The focus of this coding stage was on the generation of the higher-order codes based on the research questions (e.g., conflict drivers, conflict-management strategies, and impact). In doing so, both inductive and deductive coding approaches were used. For instance, some conflict drivers related to Moore's (2003) conflict sources (e.g., different interpretation of information) were coded deductively. The other drivers (e.g., unclear post-Games legacy plan) were coded inductively to reflect context-specific aspects. Similarly, codes representing conflict impacts were also developed inductively and deductively for functional and

dysfunctional impacts of conflict. However, codes related to conflict-management strategies were developed deductively since few contextual aspects were identified in the coding process.

Selective coding was conducted to examine how the identified codes were interrelated. Particularly, in this coding stage, categories were developed representing the core process and development of conflict in the Korean case, which are the major themes of this study (i.e., Pre-Games phase: Emergence and Escalation of Conflict; Post-Games phase: Stalemate and Prolonged Conflict). In doing so, the relationships among the identified categories were further examined. Figure 4-2 depicts the conflict process in the PyeongChang case, illustrating the course of development and the direction of influence among the key dimensions of conflict. To ensure accuracy, archival materials and the interview data were cross-checked (Miles, Huberman, & Saldaña, 2014).

Findings

Data analysis revealed details pertaining to conflict surrounding the Jeongseon Alpine Centre. Figure 4-2 outlines the key findings of this study and illustrates the conflict development process throughout the pre- and post-Games phases. In this section, these findings are presented along with illustrative excerpts from the data. In presenting interview quotations, interviewee codes are not used because strict anonymity and confidentiality is vital in conflict research (Moss, Uluğ, & Acar, 2019).

Pre-Games Phase: Emergence and Escalation of Conflict

During the pre-Games phase (i.e., from March 2010, when the candidature file was submitted, to February 2018, the hosting of the event) tensions among stakeholders supporting venue construction to create positive legacies, and stakeholders aiming to avoid the potential negative environmental legacies of the venue were apparent. The primary cause of the conflict

was contradictory values and goals among stakeholder groups (i.e., developmentalism and environmentalism) arguing over mutually exclusive potential legacies of the venue (i.e., sport/tourism legacy vs. negative environmental legacy).

Stakeholders supporting venue construction highlighted their desire to leave sport and tourism legacies, as represented in the bid file, “After the 2018 Winter Games, the venue will be developed into a leisure facility with private funding, and will remain as the alpine skiing (speed) venue.” (POCOG, 2010, p. 21). Conflict began to manifest itself in March 2012 when 13 environmental groups formed a task force to preserve Mount Gariwang and oppose venue construction where development was restricted by the Forest Protection Act (POCOG, 2012). Environmental groups criticized the venue construction: ““It is a shame that the protected forest zone that is for nature and future generations would be damaged due to developmentalism.”” (H. Park, 2012).

Conflict Drivers

Initially two drivers (i.e., lack of communication and interpretation of regulations in the event organizing process) escalated conflict between the event stakeholders. In 2008, Mount Gariwang was identified as a non-development area by the KFS. However, in 2010, a candidature file that included a plan to construct an alpine venue for the Games was submitted to the IOC without adequate consultation with key stakeholders (POCOG, 2010): “There was no consultation with the KFS. The problem began at this point” (Seo, 2011).

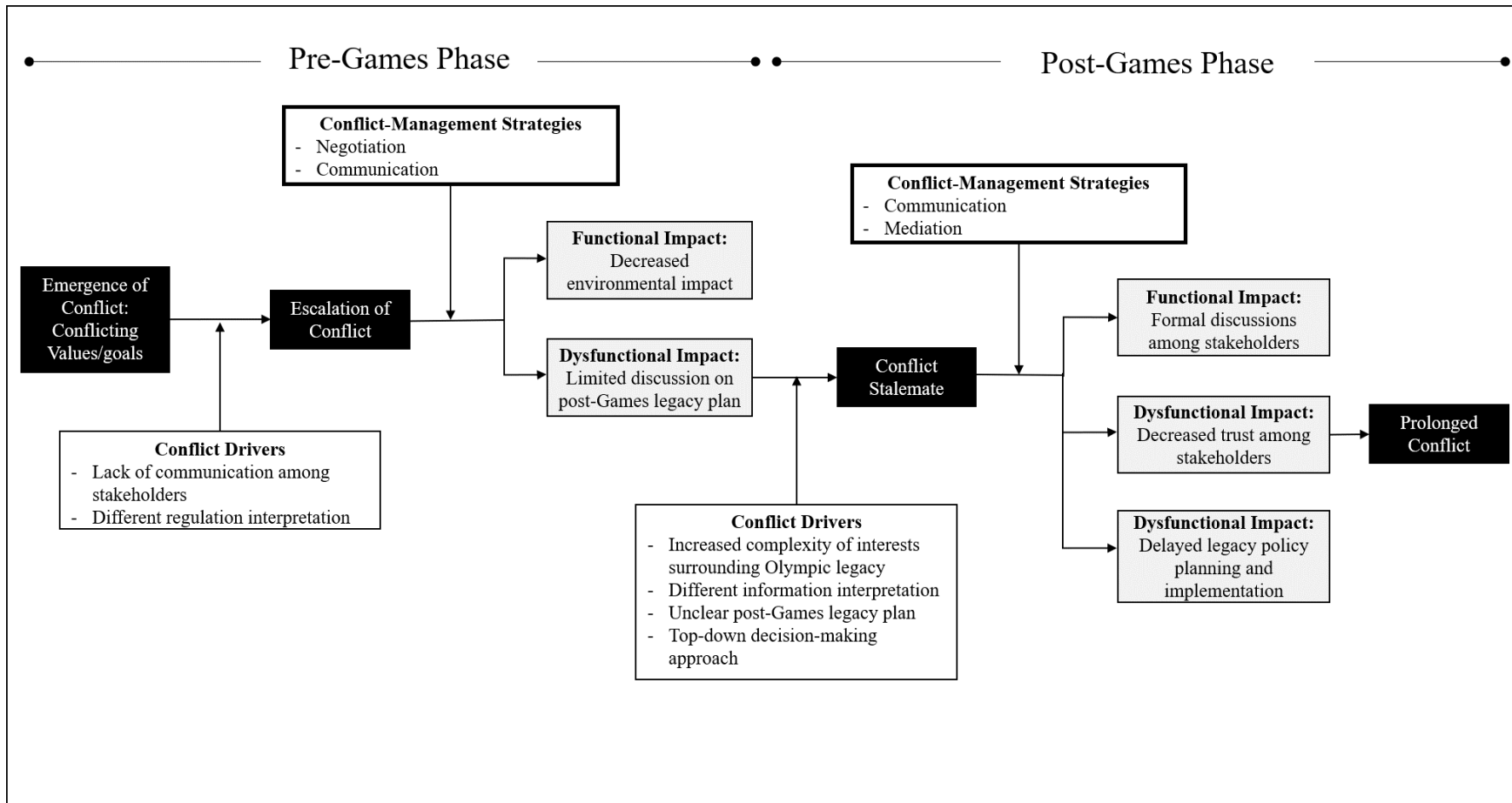
There was also a lack of ongoing communication among stakeholders during the environmental impact assessment for the venue. Gangwon Province streamlined this process in order to support the venue construction, while the ME opposed it by highlighting potential negative environmental legacy of the venue: “It is not right to simplify or omit part of the

environmental impact assessment, because PyeongChang has advocated an Environmental Olympics” (Lim, 2011). This was supported by environmental activists who criticized the construction: “Before logging, they said they would use the advice of experts [...] however, they logged trees in the conservation zone first. They just bulldozed, and the logging process deserves criticism.” Thus, the lack of communication and consensus among the stakeholders in the venue construction process intensified conflict.

Another conflict driver was the interpretation of regulations in relation to the construction of the venue and hosting of the alpine skiing event. Based on several regulations, environmental groups attempted to stop the construction of the venue in order to achieve their goal of minimizing potential negative environmental legacies due to the construction, which escalated the conflict. Originally, Mount Gariwang had been selected in the bid process because the Jungbong peak was the only site that met FIS standards for downhill competitions. However, after the bid process in 2012, environmental groups insisted there were other alternatives (e.g., Mount Hamback and Mount Duwibong). In response, a new evaluation of proposed alternatives was implemented by the KFS, this time involving a number of stakeholders (e.g., ski experts and academics). Conclusions from this report suggested it was indeed possible for other locations to meet the FIS’s minimum vertical drop requirement, however other issues (e.g., course safety, additional infrastructure requirements, accessibility) were causes for concern (POCOG, 2012). Consequently, the venue construction plan for Mount Gariwang was retained and venue construction began on May 2, 2014 (POCOG, 2014).

Figure 4-2

Development Process of Conflict Surrounding the Jeongseon Alpine Centre



In continued efforts to thwart the project, environmental groups attempted to garner increased public attention by arguing the events could take place at the 1998 Nagano Winter Olympics venue, a proposal that was rooted in Agenda 2020 suggesting the possibility of hosting competitions outside of the host country. One environmentalist stated, “In 2014, the IOC declared that it was possible to cohost the Olympics. The organizing committee should’ve accepted the suggestion [...] it was the IOC’s self-rescue plan.” However, POCOG and Gangwon Province refused to accept the possibility of cohosting the Games with Japan by arguing that the IOC’s new policy did not apply to PyeongChang (D. Kim, 2014).

The absence of agreement and communication among stakeholders, beginning with the Olympic bidding process and continuing with varied interpretations of regulations in the event organizing process, were the dominant drivers of conflict during the pre-Games phase. As conflict emerged and escalated, conflict-management strategies began to be implemented.

Conflict-Management Strategies

Negotiation was frequently used as a conflict-management strategy during the pre-Games phase. In response to concerns raised by environmental groups, POCOG and Gangwon Province, in consultation with the KFS, modified the venue design to minimize its environmental impact. Originally, the venue was to be constructed on Jungbong peak, the middle of three mountain peaks. However, the starting point was moved from Jungbong peak to Habong peak, the lower peak, to reduce damage to the mountain by approximately 30% (POCOG, 2014). Additionally, the men’s and women’s alpine skiing courses were combined for the first time in Olympic history. While a member of an environmental group discussed their failure to prevent environmental damage from the venue construction, s/he also reflected positively on the fact they

had reduced the environmental damage via changes to the original course: “Anyway, the biggest achievement is that Jungbong peak was not damaged. [...] destroying one is better than two.”

In an effort to improve communication among stakeholders, the Ecological Restoration Task Force conducted an environmental impact assessment in 2014 (POCOG, 2014). Because Gangwon Province and the KFS had agreed to restore the venue site after the Games, part of the conservation zone was temporarily lifted under the *Special Act on Support for the 2018 PyeongChang Olympic and Paralympic Winter Games*. However, despite the implementation of the abovementioned conflict-management strategies during the pre-games phase, environmental damage was inevitable and complete resolution of the conflict was difficult. The following quote illustrates the continued issues between Jeongseon residents and environmental groups:

‘We regret that the Jungbong downhill venue will be constructed as one slope not two, which is different from the original plan [...],’ and they [local residents] warned that ‘We will not show toleration if environmental groups continue their reckless opposition movement while ignoring the wishes of local residents’ (C. Park, 2014)

Remaining tensions among stakeholders during this period, resulted in functional as well as dysfunctional impacts on the Games’ legacy.

Impact

The conflict surrounding the venue construction at Mount Gariwang led to some functional impacts, including stakeholder consultation and discussion in an effort to find solutions. Additionally, media coverage of the environmental issues increased public awareness about the risk of creating structures that would remain as “white elephants” after the Olympics. However, because the focus of the pre-Games phase became the venue construction itself, there was a lack of discussion of the post-Games utilization of the venue. Even though the KFS

required Gangwon Province to submit post-Games venue plans for restoration or maintenance by January 2018, complete plans were not provided. One participant discussed how continued tension surrounding the venue limited the discussion of the post-Games legacy plan for the venue.

There were many things to consider when changing the existing plan to full restoration [for the post-Games venue usage]. Protests by environmental groups influenced it. Their protests occurred at every [pre-Games] competition, and the organizing committee made significant efforts to not provoke them. This situation delayed discussion regarding the post-Games venue plan until the conclusion of the event.

The lack of discussion of post-Games legacy usage facilitated the re-emergence of conflict among stakeholders after the conclusion of the event, and thus can be considered a dysfunctional impact of the conflict surrounding the venue in the pre-Games phase. One participant discussed this point: “When there's no plan. It just means that the war is still on. So, we have the war of the environmentalist against the people that invested all the money into a permanent infrastructure.”

Post-Games Phase: Stalemate and Prolonged Conflict

After the conclusion of the 2018 Games, conflict over the venue again intensified regarding discussions on how to manage positive and negative post-Games legacies of the venue.

Conflict Drivers

Four conflict drivers in the post-Games phase emerged: (1) increased complexity of interests in association with Olympic legacy; (2) disparate interpretations of information among stakeholders; (3) unclear post-Games legacy plan; (4) a top-down decision-making process.

The increased number of stakeholder groups with an interest in event legacies resulted in heightened complexity. Specifically, stakeholders started to promote different ideas and goals for how to use the venue based on their values. More stakeholders (i.e., KSA, Jeongseon County Government) began to support the idea of maintaining the venue, or at least its infrastructure (e.g., gondola lifts). Gangwon Province, which had been permitted to build the venue under the condition of restoring the site after the event, began to argue the venue should be preserved for long-term event legacies and hosting the 2021 Asian Winter Games. However, stakeholders promoting environmentalism argued for the restoration of the site to its original state.

Furthermore, growing gaps among stakeholders regarding interpretations of available information became apparent. Three venue legacy options (i.e., total restoration, maintaining ski slopes, and preserving all related infrastructure) were proposed by stakeholders. Moreover, each stakeholder interpreted the predicted costs differently to support their viewpoint. Stakeholders who supported keeping the venue questioned the high cost of restoration: “Jeongseon County and Gangwon Province are determined not to remove the gondolas but to use them as tourism resources. They argued that it is rational to maintain part of the infrastructure because the full restoration of the forest would cost an astronomical sum” (E. Park, 2019). In contrast, environmental groups and the KFS contended that complete restoration was a viable option: “the cost of restoration is not 400 billion won as originally stated, the actual cost of restoration is closer to 80 billion won” (Yoon, 2019). That is, the lack of a clear social impact analysis precipitated the dispute, making it difficult to find middle ground.

Moreover, ambiguous post-Games legacy plans increased uncertainty about the future of the venue. The project was approved on the condition the area would be fully restored after the Games. However, the absence of a post-sport event legacy plan left room for stakeholders to

develop divergent interpretations of this condition. This is supported by a quote from the governor of Gangwon Province during a press conference: “making decisions regarding every aspect [of the issue], including the extent and means of restoration, how long restoration will take, how much to restore, who should restore it, and the extent to which constructed facilities should remain, is difficult” (J. Park, 2019).

Additionally, it was not clear who was responsible for post-Games management and/or restoration costs. The local government demanded funding from the central government for the restoration: “The site of Mount Gariwang is a national forest. It was inevitable to [construct the venue] for the significant national event. [...] the central government should share the costs to restore it” ('The Government and the Gangwon Provincial Government', 2018). The KFS argued the costs should be paid by Gangwon Province, as promised. As a result, funding for the venue in the post-event phase became a political hot point between the central and local government. At this juncture, the Korean government utilized a top-down approach to making decisions about the Jeongseon Alpine Centre. Consequently, less attention was paid to collecting the opinions of stakeholders. The mayor of Jeongseon County stated in a press conference:

It is problematic that the Office for Government Policy Coordination, responsible for managing conflicts between the central government and local governments, excluded Jeongseon County and the provincial government, and discussed the Mount Gariwang issue only with government ministries [...] an ad-hoc committee to gather public opinion should have been formed to discuss the post-Games use of Mt. Gariwang in a fair and transparent manner. (J. Park, 2018)

Perceived unfairness increased among Jeongseon residents who had not been given a voice in the venue legacy discussion before and after the Olympics. One local resident

commented: “They should have suggested it. Because they have more power. [...] so when they [the KFS] develop the plan, they could discuss ‘why don’t we make some suggestions to the residents.’” Consequently, some residents formed a committee to oppose the demolition of the venue and staged a series of protests.

Conflict-Management Strategies

As conflict intensified after the Games, conflict-management strategies were required. A public hearing was held by the National Assembly in November 2018. However, stakeholders failed to reach agreement on specific legacy plans for the venue via this process. The Special Act for the Olympics had allowed Gangwon Province to lease the Mount Gariwang forest site for free. The lease period expired on 31 December 2018; consequently, on 3 January 2019, the KFS issued a restoration order for the site. This resulted in increased complaints and violent protests by disgruntled Jeongseon County residents (Choi, 2019).

In order to mitigate the escalating conflict, a Council for the Rational Restoration of Mt. Gariwang was formed by the Office for Government Policy Coordination (OPC) in March 2019. This body included 14 representatives from a number of stakeholder groups (e.g., the ME and environmental groups). The OPC acted as a mediator to facilitate communication and negotiation among parties, beginning Council discussions about the level of restoration on April 23, 2019. The KFS’s order to execute the restoration was suspended; as a result, the local protests temporarily decreased. The Council held 11 meetings throughout 2019, but the KFS continued to champion full restoration of the venue site while Jeongseon County insisted on retaining the venue for event legacies. The Council met a twelfth time in Seoul on January 10, 2020, but no agreement was reached.

Analysis identified several challenges during this conflict-resolution process. Some stakeholders noted restricted opportunities to participate in the discussions. Given that discussions by the Council were limited to the restoration of the venue, maintaining the ski slopes was no longer considered an option. This resulted in the exclusion of stakeholders who advocated for legacy use (e.g., KSA) from the discussions. Jeongseon residents perceived the Council's process to be unfair: "The council for social consensus managed by the OPC was essentially formed without MCST. They should play the most important role, and it is now dominated by groups who have biases, there is no justice, and no fairness" (a local resident). The COVID-19 outbreak suspended council meetings, further hampering the ability of the two sides to find a middle ground and prolonging conflict. Although a 13th meeting was held on February 26th, 2021 after a one-year interruption, the council did not reach an agreement regarding the future of the venue.

Impact

The functional impacts of conflict from the post-Games phase were the formal discussions among stakeholders. An environmentalist said: "I don't think conflict itself is a big problem. Conflict happens. People have different ideas [...] I think the process of resolving [the conflict] is much more important." However, it was evident that the failure of early conflict resolution decreased trust among stakeholders. Stakeholder groups began to suspect that opponents might gain economic benefits if outcomes favored their interests. For instance, representatives from environmental groups suspected others were behind the resistance from residents: "There might be any interest involved, [...] The government's suggestion is a good deal. Now, the central government is persuading Gangwon Province, but they say that they can't take it. [...] There are rumours, but nothing has been confirmed." Similarly, local residents

became suspicious of the reasons behind the environmental groups' opposition to leaving legacies; "one rumour posited that these groups stood to gain financially because restoration of the site to its natural state would require their expertise."

Such distrust among stakeholders negatively influenced the prospects for conflict resolution. A participant acknowledged the difficulty:

There's always conflict, but when the conflict is shorter [resolved quickly], everyone makes their case, a decision is made, and we can all move forward with the decision. [In the Jeongseon case] I feel like the decision was never made. So, the conflict has remained for seven years - eight years. And, that makes enemies real enemies. I think that's the problem now.

The continued conflict delayed the development of a venue legacy policy, which resulted in ongoing destruction of Mount Gariwang: "It [the venue] was only used for 16 days during the Olympics, [...] since then it has been in a state of total neglect. [...] After the Games, it rained throughout the spring, and all the remaining soil was lost" (an environmental activist).

Discussion

The purpose of this study was to examine conflict among stakeholders in the governance of legacy by focusing on the conflict surrounding the Jeongseon Alpine Centre. This section presents the theoretical and practical implications of this study.

Drivers of Conflict

The findings highlight drivers that escalated the conflict in this case. Several drivers are consistent with Moore's (2003) sources of conflict (e.g., value, interest, data, and structural). Given the interconnection of values and interests, these two drivers are discussed together.

Value and Interest Conflicts

Essentially, discrepancies in stakeholder values surrounding the Jeongseon Alpine Centre development and legacies fostered the emergence of conflict. Conflict induced by different values tends to be more difficult to resolve because compromising goals related to specific values is hard (Moore, 2014). This suggests there might be heightened difficulty in managing conflict in sporting events where multiple stakeholders from different backgrounds (e.g., environment, community, and sport) interact, as opposed to conflict within the sport community (e.g., the national sport system), where stakeholders are more likely to share common values (Zheng et al., 2018). Future hosts of large sporting events should consider variations in values that may cause conflict.

Furthermore, stakeholders' values in the 2018 PyeongChang case were mutually exclusive. Diverse stakeholders emerged after the event, each attempting to promote interests closely tied to their values. This suggests that, the greater the number of legacy priorities, the greater the complexity and unpredictability of the problems (Byers et al., 2019). Understanding potential legacies crafted by an event's unique environment can help future hosts develop strategies to respond to emerging stakeholder interests after the conclusion of the event. More importantly, the PyeongChang case shows that the conflict in the governance of legacy may be influenced by closely interrelated values and interests. This finding contributes to our understanding of the nature of conflict in event governance, supporting the idea that stakeholders' interests are based on the values and expectations of individuals (Larson & Wikström, 2001). People's reluctance to compromise their values makes such conflict difficult to resolve (e.g., Druckman, Broome, & Korper, 1988). In the PyeongChang case, value conflict led to distrust among stakeholders in the post-Games phase, further increasing the difficulty of

resolution. Thus, when managing interest conflict derived from value conflict, problem-solving discussions must consistently include communication strategies to increase shared identity and trust.

Structural Conflict

Distinct structural factors, including different interpretations of regulations, unclear legacy plans, and a top-down decision making approach intensified the conflict (Moore, 2014). Ambiguous regulations are open to discordant interpretations and may increase the chance of conflict in the legacy governance process. In 2017, the IOC highlighted the importance of their role in the development of a legacy vision for candidate cities in its policy document *Legacy Strategic Approach Moving Forward* (IOC, 2017). Findings from PyeongChang show the need for the IOC to consider rules and regulations in the bid phase that may influence the development of post-sport event legacy plans.

Parent (2010) suggested the event organizing process is highly time-dependent, with limited time to make decisions based on feedback from event stakeholders. Accelerating the construction of the alpine venue, resulted in less attention being paid to embracing different stakeholders' values and interests pertaining to post-Games venue usage. Short planning windows and related time pressures may inhibit the development of post-Games legacy plans by de-emphasizing the importance of stakeholder consultation (Smith, 2014). Moreover, unclear legacy plans fostered disagreements about post-Games venue responsibilities (e.g., financial support, maintenance). Given these pressures, future hosts should begin the discussion of post-sport event legacy planning as early as possible, ideally prior to or early in the bid phase (Brown et al., 2012). Furthermore, in the post-Games phase, the Korean government's top-down approach intensified the conflict by increasing perceived unfairness among stakeholders, which

highlights the importance of gathering stakeholders' opinions regarding event legacy (Leopkey & Parent, 2015).

Data Conflict

Divergent interpretations of information regarding legacy plans created heightened disparity among stakeholders, making conflict resolution increasingly difficult. Thus, it is important that hosts provide clear and accurate information so that at least a majority of stakeholders can find consensus on legacy policy. Given the importance of evaluating costs and benefits of sustaining event legacies (especially regarding venues), the IOC may require neutral and independent data providers who do not have an interest in final legacy outcomes to be involved in the legacy governance system. Also, providing stakeholders with clear data can strengthen transparency, one of the key elements of legacy governance (Leopkey & Parent, 2016).

Conflict-Management Strategies

In the PyeongChang case, even though various communication methods (e.g., public hearings and mediation) were implemented, there was limited effort to respond to the increased number of stakeholders and their interests in the post-Games phase. Jeongseon residents had limited opportunities to participate in the legacy governance system. This finding echoes previous studies (Girginov, 2011; Nichols et al., 2016) that highlighted asymmetrical power relations between state (policy-makers) and non-state (policy-takers) stakeholders.

Powerful stakeholders can influence conflict development through the inclusion or exclusion of stakeholders (Hardy & Phillips, 1998). Nam and colleagues (2018) showed how power differences among stakeholders may increase the perception of unfairness. In the Jeongseon case, residents who had strong motivations to develop tourism from the Games

strongly resisted the state's top-down approach by staging protests to maintain the Olympic facilities. Future hosts should design a participatory governance structure that can empower residents to create and govern local legacies. Additionally, Kim, Jang, and Kim (2018) highlighted that open communication is integral to enhancing the equality in decision-making that promotes constructive conflict. It is important to ensure stakeholders have access to multiple communication channels to share their opinions and to engage in the decision-making process.

Compared to other sporting event host regions (i.e., PyeongChang and Gangneung), Jeongseon only staged alpine skiing events during the Games, and the Alpine Centre was the sole Olympic venue in the region. This lone legacy asset in the area resulted in strong opposition among Jeongseon residents to its demolition. This raises potential issues regarding the distribution of opportunities to gain event legacies from the hosting of the Games and could result in perceived unfairness. With the development of Agenda 2020, the IOC now permits cities to cohost the Olympics. This notable change fostered two joint bids (Milan-Cortino and Stockholm-Åre) for the 2026 Winter Olympics. Given this trend, this new form of event hosting might be prone to additional tensions between local co-host city governments. Future research can examine conflict between local governments in organizing the Olympics and managing legacy in these cases.

Wall and Callister (1995) noted that a new conflict may reignite an old conflict cycle if the original issue is not resolved effectively. In the Jeongseon case, unresolved conflict in the pre-Games phase provided the impetus for the re-emergence of conflict in the post-Games phase. Decreasing trust among stakeholders resulted in ineffective mediation. Consequently, conflict continued for more than three years after the event. Early resolution of major issues is critical;

without it, conflict may intensify, hampering legacy stakeholder relationships as well as their ability to reach agreements.

Notably, after the PyeongChang Olympics, more diverse stakeholders began promoting their interests in the Olympic legacies, which suggests that conflict surrounding the Olympics may not be limited to the pre-Games phase. Due to unclear legacy plans, the Korean stakeholders argued for different venue outcomes, which led to continued debates surrounding the post-Games legacies. Thus, future hosts should understand that managing and sustaining a post-Games legacy can be a political process involving high tension among stakeholders. Therefore, a post-Games legacy governance system should be developed to facilitate communication among stakeholders.

Impact of Conflict

In line with previous studies on organizational conflict (Kerwin, Doherty, & Harman, 2011; Lumineau et al., 2015), this study reveals that conflict may have functional and dysfunctional impacts on the governance of legacy and relevant stakeholders throughout the event legacy phases. Conflict in the legacy planning phase not only increased discussion among stakeholders regarding potential negative legacies of the Olympic venue but also mitigated environmental impact by stimulating the exploration of new ideas for resolving the issues associated with venue construction. This finding reinforces the notion that constructive conflict in organizing events can stimulate ideas, innovation, and change (Larson & Wikström, 2001).

Despite some functional outcomes in Jeongseon, planning and implementation of legacy policy were inhibited by prolonged conflict. This study illustrates that conflict may also result in negative social, economic, and environmental legacies, such as distrust among stakeholders, increased adverse environmental impact, and the creation of white elephants. Particularly,

distrust among the stakeholders resulted in prolonged conflict by negatively influencing communication. This study highlights the importance of developing trust among stakeholders in the governance of legacy.

Conclusion

This study of the Olympic legacy at the Jeongseon Alpine Centre expands our knowledge about conflict and stakeholder management in Olympic legacy governance. Specifically, this study has identified the drivers responsible for escalating conflict in the governance system. Secondly, conflict-management strategies and the functional/dysfunctional impacts of the conflict were presented, highlighting the importance of implementing timely conflict-management strategies that promote constructive conflict and mitigate negative outcomes from unnecessary, destructive conflict. The key findings of this study, summarized in Figure 4-2, offer a starting point for future research. Researchers are encouraged to further examine other cases of conflict in distinctive sporting event governance settings.

This study has several limitations. While it offers insights into legacy governance, focusing on only one case may raise transferability issues. Given that there may be different types of conflict in the legacy governance system depending on the size and type of sporting event, as well as the sociocultural environment, future studies could explore conflict in other sporting events. Furthermore, the interview data were limited to the stakeholder representatives who agreed to participate this study, and the collected information should not be considered objective facts, given that interviewees in conflict research tend to be hesitant to share sensitive information (Lumineau et al., 2015). Although archival materials were used to minimize this limitation, the findings of this study should be interpreted carefully.

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CHAPTER 5

STUDY 4: A COMPARATIVE STUDY OF THE GOVERNANCE OF POST-OLYMPIC GAMES LEGACY ORGANIZATIONS²

Introduction

As economic, social, and environmental sustainability challenges linked to hosting the Olympic Games have increased, creating and leaving positive long-term legacies have become a key area of consideration for event organizers and related stakeholders (Chappelet, 2014). The concept of Olympic legacy has become institutionalized within the Olympic Movement as a way for potential bidders and hosts to justify public resource investment and to increase benefits of hosting the Games (Leopkey & Parent, 2012). Thus, Olympic hosts are required to create and sustain positive long-term legacies throughout the entire event hosting process and after (Leopkey & Parent, 2017). Since multiple stakeholders are involved in making decisions regarding Olympic legacy, planning and sustaining legacy can be considered a governance issue (Girginov, 2011), and previous studies (e.g., Leopkey & Parent, 2015) identified the importance of designing and implementing appropriate legacy governance structures and processes.

However, after the Organizing Committee for the Olympic Games (OCOG) is disbanded in the year following the Games, legacy programs tend to be unsustainable due to the lack of a leading organization in the post-Games phase (Chalip, 2014). Thus, some hosts of previous editions of the Olympics have established post-Games legacy organizations. Given that the

² This research was financially supported by the 2021 PhD Students and Early Career Academics Research Grant Programme of The Olympic Studies Centre.

organizations are responsible for managing Olympic legacy after the event, an examination of the governance of the post-Games legacy organizations can help us understand how Olympic legacy is managed and sustained in the post-Games phase.

This research uses a multiple case design that focuses on post-Games legacy organizations from three Winter Olympics (Salt Lake City 2002, Vancouver 2010, and PyeongChang 2018). Drawing on the governance framework that was developed by Driessen et al. (2012), this study explores the politics (stakeholder relationships), polity (institutional structures), and policy (the policy content and instruments) dimensions of governance. This approach (Lange et al., 2013) facilitated an understanding of the broad dimensions of the network governance of the post-Games legacy organizations. This research also explores the specific governance modes that are associated with each case to better comprehend the forms of collective action taken by the organizations. Lastly, similarities and differences among the governance systems are discussed, which informs our theoretical and practical implications about the governance of Olympic legacy.

The following research questions are addressed: (1) How are the relationships among stakeholders in the governance of post-Games legacy organizations structured, coordinated, and managed? (politics); (2) How is the institutional structure of the governance of post-Games legacy organizations constructed? (polity); (3) What policy content and instruments are employed in the governance of post-Games legacy organizations? (policy); and finally (4) What are the modes of governance of post-Games legacy organizations? (forms of collective action).

This study contributed to our knowledge of Olympic legacy and its governance. Theoretically, Thomson et al. (2018) noted that few legacy studies used theories or a theoretical framework. This work addresses this gap by employing a comprehensive conceptual governance

framework that explores governance across politics, polity, and policy. Practically, Olympic legacy research has focused on a single case/specific editions (e.g., the London 2012 Games), which have limited our understanding of how legacy issues may vary for different events and socio-political contexts (Thomson et al., 2018). This work highlights key factors (e.g., sociocultural factors) that impact Olympic legacy and its governance by comparing multiple cases in western and eastern countries as well as offers implications to help legacy practitioners build governance structures and processes that are appropriate for their contexts.

Literature Review

The Governance of Olympic Legacy

Although sport event legacy has been a popular area of focus in the last few decades, defining the concept remains contested (Byers et al., 2019). The International Olympic Committee (IOC) defines legacy as “all the tangible and intangible long-term benefits initiated or accelerated by the hosting of the Olympic Games/sport events for people, cities/territories and the Olympic Movement” (IOC, 2017, p. 2). However, academic research leans toward a broader view including all “planned and unplanned, positive and negative, tangible and intangible structures created for and by a sport event that remain longer than the event itself” (Preuss, 2007, p. 211). We employ Preuss’s definition since it reflects the wider view and is inclusive of different forms of legacy.

Developing and sustaining Olympic legacy have been considered difficult goals to achieve (Coaffee, 2013). Byers et al. (2019) conceptualized the development of mega sport event legacy as a wicked problem and underlined its complex nature. Particularly, multiple stakeholders with different needs and interests are involved in developing and sustaining Olympic legacies. Scheu et al. (2019) noted “there are always conflicts of interests, a positive

legacy for one stakeholder can be negative for another one” (p. 5). Thus, scholars have highlighted the importance of building governance processes and structures to help regulate and promote the collaboration among event stakeholders for sustainable legacy (Thomson et al., 2018). In this work, governance is defined as “a process of—more or less institutionalized—interaction between public and/or private entities ultimately aiming at the realization of collective goals” (Lange et al., 2013, p. 406). The particular collective goal in this study the creation and sustainability of Olympic legacy over the long term.

Previous studies identified various stakeholder management related issues in the governance of Olympic legacy. Focusing on the London 2012 Games, Girginov (2011) argued the governance of legacy could be considered to be a form of politics. He noted tensions between government and local communities related to the provision of legacy and underlined the importance of the legacy outcomes specific to local communities. Postlethwaite et al. (2019) explored the impact of educational programs (i.e., the Get Set programme of the London 2012 Olympics) on stakeholder relations during the event planning and delivery process. They indicated how different interpretations of legacy program goals can lead to stakeholder tensions and underlined the specification of legacy program goals to the local context to achieve long-term positive impact. Harris and Houlihan (2016) identified challenges (e.g., conflicting beliefs and values among policy agents, issues of enforced partnerships) linked to implementing community sport legacy policies.

Given the potential for stakeholder management issues when dealing with providing Olympic legacies, researchers have argued for the need of better governance structures to facilitate collaboration among stakeholders from the event planning phase. Nichols et al. (2016) highlighted the negative influence of a ‘top-down’ governance structure on the legacy programs

at the London 2012 Games. They argued that state-led governance and performance monitoring restricted the autonomy of managers in delivering legacy programs at their local level. Leopkey and Parent (2017) examined the governance system in relation to the production and sustainability of Olympic legacy which consisted of a number of governance actors and mechanisms that were involved from the bid to the post-Games phase. They also identified four event legacy governance phases: conceptualization, planning and implementation, transfer/transformation, and post-Games. Moreover, by focusing on the 2010 Vancouver Olympics, Leopkey and Parent (2015) explored the modes of legacy network governance and showed the changing nature of governance modes throughout event legacy phases. Additionally, the authors discussed the potential co-existence of multiple key organizations that are responsible for managing sub-networks within a broadly shared-legacy governance to sustain different types of legacies, such as sport and social legacy.

Despite the contributions of prior studies, little is known about the governance of Olympic legacy in the post-event phase. This research gap is problematic given the many potential challenges that exist in this context. The investment of public funding for completing and sustaining the planned legacy objectives is often restricted after the conclusion of the event (Gammon, 2015). Additionally, Bell and Gallimore (2015) noted the potential for losing momentum and support for legacy because of organizational, political, and personnel instability.

Leopkey and Parent (2017) described the transformation phase as the point in time when event assets are transferred to the appropriate authorities who are responsible for the legacy following the wrap-up of the event. Since legacy is a dynamic concept that may evolve over time depending on environmental conditions (e.g., stakeholders and sociocultural environment) (Preuss, 2019), constructing a governance system to manage stakeholders and implement the

legacy programs after the event are important. Therefore, this work examined the network governance of post-Games legacy organizations across multiple host cities/countries.

Investigating multiple contexts enabled the exploration of similarities and differences among the legacy organizations, which can highlight implications on the construction of effective governance structures and processes for post-Games legacy.

Conceptual Framework

In conducting cross-country comparisons, using an appropriate theory is imperative to inform the overall research process, including research design, case selection, and data analysis (Cacace et al., 2013). This research uses Driessen et al.'s (2012) network governance framework, which proposes specific features for the examination of the politics, polity, and policy dimensions and resultant modes of governance.

Politics refers to the process of policy formulation, wherein public and private actors interact. In governance, various actors share power and resources, so it is important to consider the power relations among political actors. *Polity* relates to the structural aspect of governance, that is, the system of institutions and rules that influence the behavior of social actors (Mayntz, 2004). *Policy* concerns policy content (e.g., goals and targets) and steering instruments used to achieve policies. Within a governance system, various types of policy instruments (e.g., control, incentive, and persuasion) can be involved. Girginov (2011) examined the 2012 London Games case based on these three dimensions of governance. He mapped the nature, range, and dynamics of the actors, governance modes, and the legacy policy instruments. This study also employs the three governance dimensions to facilitate a broader understanding of the network governance of post-Games legacy organizations.

Moreover, this work explores the modes of network governance employed by the legacy organizations. Modes of governance are defined as “forms of realizing collective goals by means of collective action” (Lange et al., 2013, p. 407). Rhodes (2007) proposed that governance is “a changed condition of ordered rule” (p. 1246) and “broader than government, covering non-state actors” (p. 1246). Thus, the act of governing has become a shared responsibility of not only governments but also many actors in the public and private sectors. There may be different levels of public and private stakeholders’ engagement and power in a governance system across fields (Goodwin & Grix, 2011), and forms of governance can vary depending on a number of factors (e.g., the goal of governance, stakeholders involved in governance). Early research simplified network governance modes by viewing them as either state-centric or society-centric (Bell & Hindmoor, 2009; Stoker, 1998). However, recent studies have expanded our understanding by acknowledging the complexity of real-world governance arrangements (Lange et al., 2013). Consequently, scholars have proposed conceptual frameworks to investigate network governance modes (e.g., Driessen et al, 2012; Provan & Kenis, 2008).

To explore the diverse network governance modes of post-Games legacy organizations, we employed the network governance modes proposed by Driessen et al. (2012): (1) centralized, (2) decentralized, (3) public-private, (4) interactive, and (5) self-governance. These modes were derived from the roles and relationships of stakeholders in the public (i.e., the state) and private (i.e., the market and civil society) sectors. Centralized and decentralized governance systems are established and led by actors in public sectors (e.g., local governments). Public-private and interactive governance modes are characterized by collaboration among actors in the broader system, including the public and private sectors. In public-private governance, public stakeholders (e.g., central government’s agencies) are the primary governance initiators with the

support of private stakeholders. In contrast, interactive governance involves equal collaboration between public and private actors. When compared to public-private governance, the power and role of public stakeholders in interactive governance is less significant. Finally, self-governance describes a system in which the primary actors are from the private sector or civil society.

The network governance modes of Driessen et al. (2012) are based on the analysis of politics, polity, and policy governance dimensions like this study, and the authors also suggested key features that can be useful to further analyze governance modes (see Table 5.1). In this work, these features were used to analyze the three governance dimensions and governance modes of post-Games legacy organizations.

Methodology

This research employs a multiple case study approach to examine the network governance of post-Games legacy organizations across three Olympics (i.e., Salt Lake City 2002, Vancouver 2010, and PyeongChang 2018). This type of examination can provide important implications and facilitate an understanding of similarities and differences between and across settings (Baxter & Jack, 2008). Since this study embraced a qualitative, case-oriented comparison approach (Ragin, 2014), the purposeful selection of a small number of cases for meaningful comparison was important. The researchers carefully selected a small number of cases (i.e. small-N) to compare them in an intensive manner and understand the specific nuance of each context (Ebbinghaus, 2005; Landman & Carvalho, 2017).

Table 5.1

Governance Dimensions, Features, and Description of Features (adapted from Driessen et al., 2012)

Governance Dimensions	Features	Description of Features
Politics (Actors)	Key actors initiating action	Any information indicating actors' involvement in the process of establishment of the legacy organizations and governance systems
	Stakeholder position (e.g., the level of actors' autonomy, involvement, and roles)	Any information indicating the relationship, power, and roles of actors
	Main policy levels at which key actors operate (e.g., national, local, and multiple)	Any information indicating the levels at which key actors operate their legacy programs and policies
	Key actors' formal/informal power base (e.g., coercive, legitimacy, trust, etc)	Any information indicating the power of key actors and the sources of their power
Polity (Institutional conditions)	Model of representation (e.g., partnership)	Any information indicating governance forms and models
	Rules of interaction (i.e., formal or informal)	Any information indicating the actors' formal/informal interaction
	Mechanisms of social interaction (e.g., top-down, bottom-up)	Any information indicating how the actors interact within the governance
Policy (Policy contents and way of the policy implementation)	Types of pursued goals/targets in a governance (e.g., uniform, tailor-made, or integrated goals)	Any information indicating the types of legacy goals and targets in a governance and the uniformity of the goals and targets
	Instruments used for policy implementation (e.g., legislations, negotiated agreements, contracts)	Any information indicating how legacy programs and policies are implemented
	Policy-science interface (i.e., types of knowledge used for policy preparation, such as expert knowledge or citizens' knowledge)	Any information indicating the types, share, sources of knowledge used in the governance in order to prepare and implement legacy policy and programs

Case Selection

In selecting post-Games legacy organizations, the focus was mainly on Olympic hosts since 2000 given the timing of the institutionalization of legacy within the Olympic Movement (Leopkey & Parent, 2012). Initially, a list of Olympic legacy organizations since 2000 was created. Organizations from two Summer Games (2000 Sydney and 2012 London) and four Winter Games (2002 Salt Lake City, 2006 Turin, 2010 Vancouver, and 2018 PyeongChang) were identified. Since Summer and Winter Games differ significantly (e.g., types of legacy and venues, relevant stakeholders, and geographical location) this work focused on the Winter Games context. This enabled an examination and comparison of post-Games legacy organizations that had similar roles and conditions.

It was also important to consider language accessibility and equivalence (Stegmueller, 2011) to gain enough data to clearly understand the organizations and to enable meaningful comparisons. The first author has proficiency in both English and Korean. Therefore, three editions of Winter Olympics were selected (Salt Lake City 2002, Vancouver 2010, and PyeongChang 2018). Specifically, this study examined four legacy organizations, including the Utah Olympic Legacy Foundation (UOLF) (2002), Whistler Sport Legacies (WSL) and LIFT Philanthropy Partner (LIFT) (2010), and PyeongChang 2018 Legacy Foundation (PCLF)³. With the consideration of similarities among the organizations, it was also imperative to consider their different attributes (e.g., event history and legacy goals) that could explain varying governance processes and structures of the organizations (Teune & Przeworski, 1970).

³ The selection of the Vancouver's two legacy organizations were based on the study of Leopkey and Parent (2015) that suggested these entities played a key role in managing Vancouver's post-Games legacy.

Data Collection

Analysis of multiple types of data is important in conducting case study research (Yin, 2017). The primary data consisted of archival materials and semi-structured interviews. First, multiple types of archival materials that relate to each legacy organization (e.g., bid files, final reports, newspaper articles, relevant legal documents and websites information) were collected. The archival materials provided insight into each case (e.g., history, purpose, status, and structures). Next, semi-structured interviews with officials of each legacy organization were conducted. After receiving approval from the University's ethics committee, interviewees were contacted via email. Purposive and snowball sampling strategies were used to recruit interviewees who had firsthand knowledge about each legacy organization to improve the credibility of the results (Rubin & Rubin, 2011). Interviewees from each organization at multiple levels of management (e.g., board members and management team members) were recruited. The interview data collection continued until data saturation (Fusch & Ness, 2015) was reached, which resulted in 12 interviews in total (see Table 5.2 for interviewee details). The interviews were conducted in-person or via Zoom. Interview questions were developed based on the review of archival materials, existing literature, and the conceptual framework (i.e., Driessen et al., 2012) (see Appendix A). The interviews were digitally recorded and transcribed verbatim. All collected archival materials and interview transcripts were stored and sorted by case using ATLAS.ti v.9.

Table 5.2*List of Interviewees*

Organization	Position	Years in the organization	Duration (minutes)
Utah Olympic Legacy Foundation	CEO	16	100
	CFO	10	86
	Board member	8	30
Whistler Sport Legacies	CEO	9	80
	Board Chair	11	62
	Managing Director	11	66
LIFT Philanthropy Partners	CEO	18	73
	Former Board Chair	3	38
	Former Board Chair	21	35
PyeongChang 2018 Legacy Foundation	Secretary General	3	57
	Managing Director	3	54
	Managing Director	3	59

Data Analysis

This study adopted Stake's (2013) analytical approach, whereby each case is analyzed first followed by a cross-case comparison. For each case, a content analysis was conducted using ATLAS.ti 9. This study employed inductive and deductive coding approaches, and three coding stages (i.e., open, axial, and selective coding) (Miles et al., 2014). Open coding was the first step of the analysis and was used to label the concepts with codes. The initial codes were developed primarily through inductive coding to gain a deeper understanding of the relevant data and each case. The initial codes were updated throughout the open coding process.

Next, axial coding was conducted to group open codes into categories by considering relationships among them. This led to the creation of higher-order themes related to politics, polity, and policy governance dimensions. Driessen et al.'s (2012) conceptual framework was then applied to each case to look for governance dimensions (see Table 5.1 for an overview of dimensions). Inductive coding was also conducted by focusing on capturing emergent codes from the data. Context-specific features that frequently appeared were considered important and were included in the analysis of the governance dimensions.

The final step involved selective coding, which assisted with developing an understanding of the relationship between the categories and three governance dimensions. In doing so, the governance modes of each legacy organization were explored based on the five governance modes suggested by Driessen et al. (2012). Once the initial analysis of the governance modes was completed, preliminary reports of each case were written. Through the writing of individual case reports, similarities and differences among the cases were further explored, and individual reports of the cases were consistently revisited and revised. To enhance trustworthiness, peer-debriefing was completed, and the researchers regularly discussed emerging codes and findings.

Findings

The results indicate different forms of network governance systems across the legacy organizations. In this section, the politics, polity, and policy governance dimensions and modes of each organization are presented along with the similarities and differences between the organizations. Table 5.3 summarizes the findings and should be read along with this section.

The Utah Olympic Legacy Foundation: Public-Private Governance

On June 16, 1995 Salt Lake City, Utah, in the United States (U.S.) was selected to host the 2002 Winter Olympics. Even before bidding for the Games, discussions about legacy were initiated. Results from a public referendum demonstrated strong support for the bid, and as a result, legislation was passed in November 1989 to ensure a funding plan to construct Olympic venues (e.g., a speed-staking oval).

The city's legacy vision included making the community the winter sport capital in North America as indicated in the Games' candidature file:

Salt Lake City's government played a key role in passage of legislation advancing public funds to build and operate new facilities for the Olympic Winter Games. (...) It is dedicated in accomplishing this goal for the benefit of the city and the advancement of amateur winter sports. (Salt Lake City Bid Committee for the Olympic Winter Games, 1994, p. 36)

Since its establishment in 1995, Utah Olympic Legacy Foundation (UOLF), a non-profit organization, has played a key role in creating and sustaining the 2002 Games' legacies (UOLF, n.d.). Through our analysis, the governance mode of UOLF was identified as public-private in where the government agency initiated the formation of the governance arrangement (Lange et al., 2013). Similarly, in 1995, the Utah legislature led the establishment of the Utah Athletic Foundation (UAF)) that is the current UOLF and the provision of the legacy fund. The foundation's initial trustees were also appointed by the governor and legislative leadership, which reinforces the state's power to supervise the organization (Korologos, 1995).

The state also mandated the Salt Lake Organizing Committee to provide an endowment fund to the UOLF. This resulted in a Legacy Fund (valued at \$76 million) with a purpose to

support the maintenance of the Olympic venues and to develop elite and recreational sports in Utah and the U.S. (Office of the Legislative Auditor General, 2017).

The state still yields its power over the foundation given the resolution that was passed in March 2002. The resolution forced the foundation to rewrite its bylaws to conform to state legislative oversight. Changes included mandating audits and giving authority to the governor and senate to approve its board nominees (Spangler & Bernick, 2002). Reflecting on its relationship with the state, the UOLF's CEO described its governance model as quasi-governmental: "We label it quasi-governmental (...) we are a registered 501 (C)(3) nonprofit, but we have created articles of incorporation and bylaws that involve the state government because of the financial support that they gave originally." Thus, the UOLF's governance model is a formalized public-private governance arrangement that is based on state resolutions. UOLF has been given some degree of autonomy as a non-profit organization and maintains the legitimacy of managing the Olympic facilities and legacies.

Based on its legitimacy and autonomy, UOLF formed collaborative relationships with stakeholders at multiple levels to achieve its legacy goals. UOLF has collaborated with its stakeholders at the state (e.g., the Utah Sport Commission), national (e.g., the United States Olympic & Paralympic Committee (USOPC)), and international levels (e.g., the International Sport Federations) for elite sport development. For local sport and tourism development, collaboration with county governments and regional recreational and tourism organizations (e.g., ski resorts) was also perceived as important.

Table 5.3

Summary of Governance Features and Mode of the Legacy Organizations

Governance Dimensions	Features	Utah Olympic Legacy Foundation: Public-Private Governance	Whistler Sport Legacies: Interactive Governance	Pre-Games: The 2010 Legacies Now Society: Interactive Governance	➔ Post-Games: LIFT: Philanthropy Partners: Self-Governance	PyeongChang 2018 Legacy Foundation: Public-Private Governance
Politics	Key actors that initiated action	<ul style="list-style-type: none"> • Driven by the State of Utah • Funded by the Salt Lake Organizing Committee 	<ul style="list-style-type: none"> • Funded by the 2010 Games Operating Cost, provincial, and federal governments 	<ul style="list-style-type: none"> • Driven by the BC Government and private (VANOC) stakeholders • High level of community engagement 	<ul style="list-style-type: none"> • Rebranded as an independent venture philanthropy organization 	<ul style="list-style-type: none"> • Driven by a central government agency (MCST) and managed by provincial officials
	Other Stakeholders' positions	<ul style="list-style-type: none"> • Maintaining its autonomy as a non-profit organization • Overseen under resolutions of the State of Utah 	<ul style="list-style-type: none"> • A standalone organization without affiliation with any governments 	<ul style="list-style-type: none"> • Collaboration with stakeholders that have high level autonomy and engagement 	<ul style="list-style-type: none"> • Determining its partners (Social Purpose Organizations (SPO)) through self-developed evaluation tools 	<ul style="list-style-type: none"> • Ensured autonomy as a private-nonprofit organization • Supported by a provincial ordinance
	Main policy levels at which key actors operated	<p><i>Multiple</i></p> <ul style="list-style-type: none"> • From local to Interantional 	<p><i>Multiple</i></p> <ul style="list-style-type: none"> • From local to Interantional 	<p><i>Focused-single</i></p> <ul style="list-style-type: none"> • Mainly Provincial level 	<p><i>Focused-single</i></p> <ul style="list-style-type: none"> • Expansion from provincial to national level 	<p><i>Multiple</i></p> <ul style="list-style-type: none"> • From local to Interantional

	Key actors' formal/informal power base	<ul style="list-style-type: none"> • Obtained legitimacy based on the state resolutions 	<ul style="list-style-type: none"> • Obtained legitimacy through agreement among six key stakeholders that form the board of directors 	<ul style="list-style-type: none"> • Obtained legitimacy through collaboration with communities and the organizing committee 	<ul style="list-style-type: none"> • Network and autonomy developed throughout the 10-year period 	<ul style="list-style-type: none"> • Obtained legitimacy through agreements on relations and procedures regarding the foundation
Polity	Model of representation	<ul style="list-style-type: none"> • Quasi-governmental organization 	<ul style="list-style-type: none"> • Public-private partnerships 	<ul style="list-style-type: none"> • Public-private partnerships 	<ul style="list-style-type: none"> • Facilitator for partnerships between the LIFT's partners with SPOs 	<ul style="list-style-type: none"> • Public-private partnerships • Close relationships with governments
	Rules of interaction	<ul style="list-style-type: none"> • Formal interaction with the State of Utah based on the legislative process • Informal interaction with private sector stakeholders 	<ul style="list-style-type: none"> • Informal and voluntary interaction based on some extent of formalized agreements with its stakeholders 	<ul style="list-style-type: none"> • Formal relationship with the British Columbia government • Informal interaction with partners 	<ul style="list-style-type: none"> • Informal and voluntary interaction among private stakeholders facilitated by LIFT 	<ul style="list-style-type: none"> • Formal interaction with central and provincial governments (legislations) • Informal interaction based on formalized agreements
	Mechanisms of social interaction	<ul style="list-style-type: none"> • Collaboration with its stakeholders based on its autonomy and legitimacy 	<ul style="list-style-type: none"> • Consultation and knowledge sharing with stakeholders 	<ul style="list-style-type: none"> • Interactive consultation and social learning with stakeholders 	<ul style="list-style-type: none"> • Social learning process with its partners and SPOs 	<ul style="list-style-type: none"> • Collaboration with stakeholders based on autonomy and legitimacy

Policy	Types of pursued goals/targets in a governance	<ul style="list-style-type: none"> • Sustaining Olympic venues/facilities • Tailor-made and target specific winter sport development 	<ul style="list-style-type: none"> • Sustaining Olympic venues/facilities • Tailor-made and integrated goals and targets based on its own programs and partnerships 	<ul style="list-style-type: none"> • Tailor-made and integrated goals and targets based on consultation and social learning process 	<ul style="list-style-type: none"> • Supporting non-profit-organizations' success (positive social change and impact) in their particular area of focus and communities 	<ul style="list-style-type: none"> • Tailor-made and integrated goals and targets based on its own programs and partnerships
	Instruments used for policy implementation	<ul style="list-style-type: none"> • Legacy Fund for venues/facilities operation • State grants to upgrade aging venues 	<ul style="list-style-type: none"> • Legacy Fund for venues/facilities operation • Tax exemption and grants from county governments • Partnerships for legacy program implementation 	<ul style="list-style-type: none"> • Legacy program development and implementation through agreements with stakeholders 	<ul style="list-style-type: none"> • Formal partnerships with SPOs based on its own partnership management process 	<ul style="list-style-type: none"> • Legacy Fund and grants from the IOC and the organizing committee • Subsidies from the central and provincial governments
	Types of knowledge used for policy preparation	<ul style="list-style-type: none"> • Collaboration with and recruiting experts from various fields 	<ul style="list-style-type: none"> • Knowledge sharing with its partners across sport and tourism areas 	<ul style="list-style-type: none"> • Shared interdisciplinary knowledge with its partners across various fields 	<ul style="list-style-type: none"> • Facilitating knowledge between its partnering SPOs with experts 	<ul style="list-style-type: none"> • Knowledge sharing with its partners across sport and tourism areas

Formal interaction in a governance system occurs through legislatures, regulatory agencies, or courts, and informal interaction takes place through informal gatherings or private associations (Ostrom, 1990). Whereas UOLF and public stakeholders interacted formally based on the state resolutions, UOLF and its private stakeholders interacted in an informal way:

State of Utah is probably a little bit more of a formal process because a lot of it is done through the legislative process. (...) But I would say a lot of our meetings [with other stakeholders] are probably more informal ad hoc style, as needed. (Chief Financial Officer, UOLF)

As it relates to policy, the main goal of the foundation has been to operate the Olympic facilities (i.e., Utah Olympic Oval, Utah Olympic Park, and Soldier Hollow Nordic Center) and develop elite and recreational winter sports at the local and national levels (UOLF, n.d.): “UOLF has maximized the use of Olympic facilities to promote youth sports development and increase public participation in winter sports.” (Office of the Legislative Auditor General, 2017, p. 38) The key instruments for venue operation and management policies were incentive-based instruments, such as the Legacy Fund and grants from the state government. UOLF has operated the venues using the interest from the Legacy Fund. Recently, as the aging venues require renovations, UOLF has secured grants (valued at \$11.6 million in fiscal year 2022) from the state government (Utah State Legislature, n.d.).

Finally, UOLF implemented legacy programs based on knowledge acquired from hiring and networking with experts and organizations in various fields (e.g., sport and finance). In June 2002, the UOLF used Goldman Sachs to help insure the successful investment of the Legacy Fund (Roche, 2002). In 2002, the Olympic Park was designated a training site of the USOPC, making Park City a desirable destination for elite winter sport development. For instance, the

U.S. Ski and Snowboard Association has built and operated its national educational center in Park City since 2009 (USANA, n.d.). Internally, UOLF has included and recruited athlete representatives (e.g., Olympians and Paralympians) as members of the board of directors for sport development programs. For example, Derek Perra, the 2002 Gold and Silver Olympic Medalist, served as a board member of the Utah Athletic Foundation and was recruited as Outreach Director for Youth Sports Programs in 2010 (“Olympic medalist joins”, 2010). That is, UOLF developed its legacy programs via knowledge acquisition from sport experts.

Whistler Sport Legacies: Interactive Governance

From its bidding process, in 2002, the key stakeholders of the 2010 Vancouver Olympics (e.g., the Government of Canada, the Province of British Columbia (BC), the City of Vancouver, and the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC)) signed a Multi-Party Agreement (MPA) to specify the role of each partner in organizing the Games (VANOC, 2010). The stakeholders perceived the importance of leaving positive legacies, which motivated them to develop legacy plans during the pre-Games phase (Zimmerman, 2007). In 2003, the 2010 Games Operating Trust (GOT) was established after winning the bid for the Games to secure and offer funding to support the operation and maintenance costs of Olympic venues, including the Richmond Oval, the Whistler Sliding Centre, and the Whistler Nordic Competition Venue (Office of the Premier Canadian Heritage, 2007). The trust (originally endowed with \$110 million) was intended to increase elite and community sport development at the provincial and national levels (Office of the Premier Canadian Heritage, 2007).

In 2007, WSL (legally known as the Whistler 2010 Sport Legacies Society) was established by VANOC and has managed Whistler Olympic Park, the Whistler Sliding Centre,

and the Whistler Athletes' Centre (WSL, n.d.c). Through our analysis, the mode of WSL's governance was identified as interactive governance, another form of public–private interaction (Lange et al., 2013). An interactive governance arrangement is formed by multiple stakeholders (Driessen et al., 2012). Likewise, the WSL's governance formation was initiated by multiple public and private stakeholders that were involved in the MPA for the Games. Financially, WSL has been one of the recipients of funding from the GOT (40% of the Legacy Endowment Fund) that was established by the Province of BC and the Government of Canada. Also, since the WSL's start, representatives from six key public and private stakeholders (i.e., the Canadian Olympic Committee (COC), the Canadian Paralympic Committee (CPC), the Province of BC, the Resort Municipality of Whistler (RMOW), Lil'wat Nation, and Squamish Nation) have formed its board of directors that decides the WSL's strategic directions (WSL, n.d.b).

Compared to the UOLF, the WSL seems to have relatively greater autonomy as reinforced by WSL's CEO: "Whistler Sports Legacies is a standalone organization that has no affiliation with any other government body. So, we're a nonprofit completely standalone." With its autonomy, WSL has built broad participatory public–private governing arrangements with its stakeholders. Specifically, a number of joint ventures and a Memoranda of Understanding (MOU) were formed by WSL to expand its network with various stakeholders. This governance network has enabled WSL to achieve its legacy goal of continued usage of the venues and developing elite and recreational sport: "They [partners] help us in our mission to Grow Sport, and in our daily work towards our goals of creating a centre for sports excellence, facilitating competitions, contributing to the community and region (...)." (WSL, n.d.a).

WSL's partners represent many parties. At the local level, government agencies, schools, and tourism, recreational, and sport organizations are key stakeholders of WSL: "WSL works

towards building a stronger community and region, as well as contributing to the tourism experience.” (WSL, 2016, p. 7). Given the small size of Whistler, the role of WSL and its collaboration with the local government and community have been perceived as crucial: “I’d say our most important partner is the municipal government. (...). Whistler is a very small community, 12,000 people. (...). we’re very much part of the community.” (WSL’s CEO)

WSL has also worked with national and international sport organizations in developing winter sports by using its Olympic venues. In addition to the COC and the CPC, National Federations (NFs) have also been key partners of WSL. In discussing its key stakeholders, WSL’s Board Chair mentioned: “I’d start with the national federations because their mandate is to really drive the growth and maintenance of their sport, both at the grassroots level and the high-performance level”. WSL has also focused on enhancing its international reputation through the maintenance of the venues and hosting international sport events:

This has been an exciting year for WSL as all three venues continue to show progress in delivering on our sport mandate while being recognized as world-class facilities that attract athletes to train and compete from all over the world. (WSL, 2016, p. 1).

However, since these relationships were not enforced by legislation, interaction between WSL and its stakeholders tended to be informal and voluntary, as WSL’ CEO discussed: “I suppose it’s a loose collaboration, as a freestanding organization. the way I look at our relationship is that it has to be conducive for both parties. (...) We operate side by side and when pots cross, we collaborate.” WSL tried to ensure some extent of formality in its interaction and communication through agreements with stakeholders: “We formalize an arrangement where we have a user group agreement or usage agreement where we try and flesh out key topics, key

understandings, and then we're aligned together. (...) So, that pushes that conversation, collaboration piece to the forefront.” (Managing Director of WSL)

Regarding legacy policy, WSL developed and implemented tailor-made and integrated goals and targets based on its partnership programs. The multi-party agreements between WSL and NFs exemplified this approach: “To ensure our national team athletes have optimal access to high-quality training and competition environments, WSL maintains three multi-party National Training Centre agreements with Ski Jumping Canada & Nordic Combined Canada, Canadian Luge Association and Bobsleigh Canada Skeleton.” (WSL, 2018, p. 5). The agreements show a clear policy target (i.e., national team athletes) with an integrated goal among stakeholders (i.e., building optimal access to high-quality training and competition environments for athletes).

The collaboration with the partners across diverse areas (e.g., tourism associations, local government federations, and sport organizations) enabled WSL to gain knowledge to support the development of legacy programs and policies. For example, WSL contributed to the development of tourism in the Whistler community by sharing knowledge with its regional partners (e.g., Tourism Whistler, RMOW, and Squamish-Lillooet Regional District). WSL’s CEO discussed this point:

Whistler is a global brand, global tourist destination. So, there is a strong, robust tourism entity. We work with them (...) Another community, just South of us, called Squamish, which is, their tagline is the outdoor recreation capital of Canada. (...) So, we work with them as well (...) We're part of their tourism initiative and their offering.

Like UOLF, WSL’s key policy instruments for venue management were incentive-based instruments. In addition to the Legacy Endowment fund, WSL received a \$2.7 million transition grant from the B.C. provincial government between 2012 and 2015 (Taylor, 2013). Moreover,

WSL has received several tax exemptions (e.g., property tax exemption): “Management believes that it is reasonable to provide a two year tax exemption for this property while WSL is in the design and construction phase of this building and there is no rental revenue associated with the property.” (RMOW, 2020, p. 1).

LIFT Philanthropy Partner: Evolution from Interactive Governance to Self-Governance

In the bidding phase of the 2010 Olympics, the Vancouver-Whistler Bid Committee and the BC Government committed up to \$5 million for the launch of the Legacies Now initiative in June 2000. This evolved into the Legacies Now Society by June 2001 (Weiler & Mohan, 2009). While the WSL was established to manage the 2010 Olympic venues, Legacies Now was intended to develop and implement various social legacy programs for the Games (Weiler & Mohan, 2009). Later, the society changed its name to the 2010 Legacies Now Society (2010LN), and then reorganized as LIFT after the Games (2010 Legacies Now, n.d.a). As such, the governance mode of the organization evolved from an interactive governance system to a self-governance system.

Pre-Games Phase: Interactive Governance

During the pre-Games phase, 2010 LN was initiated and managed by both public (e.g., the BC Government) and private (e.g., VANOC and community working groups) stakeholders, in accordance with its mission statement: “In partnership with non-government organizations, private companies and government, 2010 Legacies Now works with communities to discover social and economic opportunities for all British Columbians. Through these partnerships, communities are creating their own legacies (...)” (2010 Legacies Now, 2007, p. 1). Although the BC government funded \$ 5million for the establishment of 2010 LN and the legacy organization had autonomy in building and regulating its governance system, “The important

point to note is that the Board Members and Directors [of 2010LN] were not appointed by government as it ensured 2010LN was independent from government.” (Weiler & Mohan, 2009, p. 13).

An important difference between 2010LN and the other legacy organizations was its higher-level community engagement, which sought to achieve a goal of creating social legacies. During legacy policy development, the importance of engaging community working groups was highlighted: “Through our Legacies Initiatives team, we are working in partnership with over 90 Spirit of BC Community Committees around the province to assist communities identify, define and leverage the 2010 Winter Games and other local opportunities.” (2010 Legacies Now, 2005, p. 2). Although 2010 LN was not an official partner of VANOC, its close relationships with the BC community allowed the organization to gain legitimacy by creating social legacies in BC: “VANOC realized that 2010LN was an essential link into the communities of the Province, and for the same reasons as 2010LN was separated from the Bid Corporation, it was better equipped to create sustainable social legacies in the province.” (Weiler & Mohan, 2009, p. 14). Using this legitimacy, 2010 LN formed many partnerships with public and private stakeholders, which included over 4,000 organizations (2010 Legacies Now, n.d.b). During the pre-Games phase, the primary focus of 2010 LN was on creating partnerships at the provincial level: the “majority of our work definitely for the games was in British Columbia. In that region of British Columbia, there was a few initiatives that went national for sure, but the majority was in British Columbia.” (LIFT’s CEO).

2010 LN’s broad scope of legacy programs and policies led to a more diverse set of stakeholders than UOLF and WSL. The Provincial Government invested \$32.5 million in 2010LN to support the expansion of the organization’s goal from sport and recreation to include

arts, literacy, volunteers, communities, inclusion, and accessibility (Weiler & Mohan, 2009). Consequently, 2010 LN collaborated with many different partners. One example was *Action Schools! BC program*, which was developed through multi-sectoral collaboration among stakeholders from education (e.g., the B.C. Ministry of Education), tourism (e.g., the B.C. Ministry of Tourism), nutrition (e.g., the Dieticians of Canada), and health (e.g., B.C. Ministry of Health) (Ministry of Health Services, 2004).

Within these partnerships, stakeholders consulted with each other to help enhance mutual understanding of each other's expertise and needs in developing legacy programs. For instance, for the development of the *Arts Now* program, 2010LN organized a province-wide consultation with the arts community, which resulted in a social learning process: "These consultations also revealed that in many municipalities there was a poor understanding of cultural development planning which was an obstacle to receiving arts funding for local community arts groups." (Weiler & Mohan, 2009, p. 9). The bottom-up approach to facilitating interaction among stakeholders at multiple levels enabled the identification of tailor-made and integrated goals and targets for 2010LN's legacy programs. The following quotation about the *Literacy Now* program (i.e., one of the 2010LN's legacy programs) indicates this: "Literacy solutions were not top-down, with the province and 2010LN telling communities what their programs should be. Instead of standardized solutions, programs were customized to each community, depending on their needs." (Weiler & Mohan, 2009, p. 10). Stakeholders from multiple areas within the 2010 LN's governance shared knowledge about how to create social legacy within the interactive governance system.

Post-Games Phase: Self-Governance System

Self-Governance refers to “the capacity of social entities to govern themselves autonomously” (Kooiman & Van Vliet, 2000, p. 359). After the Games, 2010LN was rebranded as LIFT to sustain positive social legacies of the Games by developing its self-governance system based on its capacity that was developed throughout the pre-Games phase. They were “Fueled by the experience and knowledge gained from working with organizations and communities, 2010 Legacies Now reinvented itself as LIFT Philanthropy Partners.” (Dewar, 2020). To build its self-governing system, LIFT employed a venture philanthropy model that would “provide the charities and social enterprises with finance and support” (Buckland et al., p.33).

With its transformation, LIFT expanded its policy implications from provincial to the national level: “LIFT has its roots in BC, but has become a truly national not-for-profit in the last two years. We now have a team in Toronto in addition to our office in Vancouver, directors from all across the country (...)” (LIFT, n.d.a, p. 3). The primary focus of LIFT has been to support the development of social purpose organizations (SPOs) by providing them with leadership, expertise, and strategic support (LIFT, n.d.b). By employing its own evaluation tool, LIFT has determined its partners: “In order to be qualified to partner with LIFT, not-for-profit organizations must demonstrate a track record of success in creating tangible social benefits.” (Weiler, 2011, p. 5). Notably, LIFT has focused on three areas, including (1) sport and healthy living, (2) literary and lifelong learning, and (3) skill development leading to employment, in which the organization had developed autonomy, expertise, and network for the 10-year pre-Games phase (Dewar, 2020).

LIFT has facilitated collaboration among various private sector stakeholders to support not-for profit organizations in the form of partnerships: “LIFT will develop collaborations with like-minded people, organizations and companies that also support not-for-profits in order to bring the best possible benefits to the sector.” (Weiler, 2011, p.5). LIFT created networks where its key stakeholders can share knowledge to help strengthen capacities through a social learning process within the governance network: “A key element of LIFT’s model is our partner network, which complements the expertise of our staff team (...) SPOs gain exposure to high-quality professional services they would not otherwise have the opportunity to utilize.” (LIFT, 2018, p. 19)

LIFT has also focused on facilitating and managing formal partnerships with SPOs after its evolution to venture philanthropy. Accordingly, its role as a direct legacy program implementer was minimized. For its partnering SPOs’ development, LIFT provided them with expertise and knowledge pooled by its stakeholders within its governance network:

This new ‘community of collaboration model’, consisting of LIFT, other philanthropic investors, and engaged networks of experts, will be a new source of support that is badly needed by notfor-profit organizations in order to improve their operations and their ability to deliver services. (Weiler, 2011, p. 8)

PyeongChang 2018 Legacy Foundation: Public-Private Governance

Using the politics, polity, and policy dimensions, the PCLF governance mode was categorized as a public-private governance system. Unlike the other legacy organizations, the PCLF was established after the conclusion of the 2018 Olympics. The creation of the legacy organization was driven by the Ministry of Culture, Sports, and Tourism (MCST) a central government agency responsible for tourism, culture, and sport sectors in Korea (Chang, 2019).

Multiple public (e.g., the host governments, including Gangwon Provincial Government and the PyeongChang, Gangneung, and Jeongseon County Governments) and private (e.g., Korean Sport and Olympic Committee (KSOC) and Korean Paralympic Committee (KPC)) stakeholders were involved in the task force that established the organization: “Representatives of local governments, the central government, and sport organizations are involved in the board of directors. The foundation itself was created as a governance system.” (Managing Director, PCLF).

During its foundation, the PCLF was given legitimacy as an official legacy organization to help sustain and manage the legacies of the 2018 Olympics. This was based in a series of agreements with key stakeholders (e.g., the IOC, the PyeongChang Organizing Committee for the 2018 Olympic & Paralympic Winter Games (POCOG), and MCST), as stated in an agreement on business transfer and endowment signed by POCOG and PCLF in 2019: “The Organizing Committee will comprehensively transfer ‘public works such as the development of winter sport, etc. based on the Olympic spirit as required by the International Olympic Committee’ (hereafter works) to the Foundation” (Agreement on Business Succession and Contribution, 2019). Financial resources were provided by the POCOG (60% of the surplus of the 2018 Games) and the IOC (20% of the surplus of the 2018 Games). Consequently, the PCLF launched as a non-profit organization on March 25th, 2019 (Gangwon Province, 2020).

Since the PCLF launched after the Games, it has focused on building its internal organizational structures and procedures as well as a governance system. Public stakeholders (i.e., MCST and the Gangwon Provincial Government) played important roles in building and managing this governance system: “We do a lot of [legacy] projects with central and provincial governments’ funds, so we must keep collaborating [with the governments].” (Managing

Director of PCLF). In contrast to the other legacy organization, a central government official (MCST's official) was engaged as a member of the PCLF's board of directors. Furthermore, the Gangwon Provincial Government and the PCLF formed a close working relationship. In September 2020, the provincial government enacted *The Gangwon Province Ordinance for the Support of the PyeongChang 2018 Legacy Foundation*. Based on this ordinance, the Gangwon Province funded the PCLF and delegated provincial officials to the PCLF, a unique characteristic to this case. Within the PCLF, provincial officials outnumbered private experts and played key roles in establishing the organization, as the secretary general of PCLF stated: "We [provincial officials] have worked for developing the foundation."

Using the public-private partnership set-up, the PCLF collaborated with various public and private stakeholders to sustain legacies. As mentioned above, the PCLF maintained a close relationship with the central and provincial governments in terms of funding and staffing. The legacy foundation also collaborated with other public and private stakeholders at the local, national, and international levels. At the municipal level, the county governments of the three Olympic host communities (i.e., PyeongChang, Gangneung, and Jeonseon) were each involved in the governance system through representation on the board of directors. The PCLF also sought the vision of the 2018 Games, to develop winter sport in Asia (IOC, 2014). In this respect, national (e.g., KSOC, KPC, and NFs) and international (e.g., the IOC and sport organizations in Southeast Asian countries) sport organizations have been crucial partners for the foundation: "Our goal is to become a model of the legacy organization in Asia. Our goal is not to develop winter sport only in Korea. Our goal is to support winter sport development in other Asian countries like Southeast Asia." (Secretary General of PCLF)

The interaction between the PCLF and its stakeholders occurred both formally and informally. Like the other legacy organizations, interaction between the PCLF and government at multiple levels were based on formal agreements and legislations (e.g., *The Gangwon Province Ordinance for the Support of the PyeongChang 2018 Legacy Foundation*). On the other hand, the interaction between PCLF and other public and private stakeholders was relatively informal. Notably, several MOUs between the PCLF and stakeholders (e.g., 11 NFs, the Gangwon Province Office of Education, and Gangwon University) were created to ensure some extent of formality of collaboration for legacy delivery (PCLF, 2020): “We formalize the relationship with organizations through MOUs or have a flexible network relationship with them. We’ve focused on building such partnerships since last year.” (Managing Director of PCLF).

Regarding policy, the focus of the PCLF has been on elite and mass winter sport development in Korea and Asia as well as the promotion of the Olympic Movement. Specifically, the PCLF has developed legacy programs with specific policy goals and targets. For example, the PCLF, the MCST, and the Gangwon Province developed a project to develop winter sport and promote the Olympic Movement in Asia by targeting a specific group (i.e., athletes in Southern East Asia): “Part of the legacy left by the PyeongChang 2018 Winter Olympics and Paralympics, the program aims to foster bobsled and skeleton athletes from nations targeted by Seoul’s New Southern Policy to field in the 2022 Beijing Winter Olympics.” (Korea.net, 2021).

Moreover, the PCLF was relatively more dependent on public funds compared to the other legacy organizations due to its smaller amount of legacy funds (approximately \$30 million as of April 2021). Since the interest earned from the small legacy fund is not enough for PCLF’s management and legacy program implementation, officials discussed the importance of obtaining public funds: “The most ideal situation is that we secure [our own] sufficient assets, which can

allow us to gain enough operating costs. (...) Before we reach the situation, we need central and local government subsidies for a certain period of time.”

To gain additional funding from the Gangwon Province, the PCLF became a Local Government Investing-Funding Affiliate in 2021. This made the association between the provincial government and the PCLF even stronger as this status ensured several requirements were met. Thus, the PCLF’s pursuit of government funds resulted in the solidification of its public-private governance system.

Discussion and Implications

Analyzing the politics, polity, and policy dimensions, this research identified different network governance modes of post-Games legacy organizations (i.e., public-private, interactive, and self-governance) across multiple Olympics.

The Olympic hosts that were examined in this research aligned the governance of post-Games legacy organizations with their legacy plans. For instance, the Vancouver Games had two legacy organizations with differing legacy goals (i.e., WSL for sport legacy and LIFT for social legacy). This resulted in the emergence of different legacy governance modes (i.e., interactive and self-governance system). Although the goal of this study was not to argue which mode of legacy governance is more or less effective, creating an appropriate mode of governance that fits with the governance goals and context is important (Munim et al., 2020). Thus, the legacy governance modes identified in this research can be references for future hosts since they provide potential forms of governance for sustaining post-Games legacy.

None of the post-Games legacy governance systems were managed by a single public or private stakeholder as scholars highlighted the significance of involving various stakeholder groups in legacy governance systems (Leopkey & Parent, 2015). However, there were different

roles and levels of influence placed on the governance system by both public and private stakeholders. In the case of the UOLF and PLCF (i.e., public-private governance mode), central and local governments played an important role in developing and managing the governance systems. Historically, public stakeholders (e.g., local governments) in Korea have played leading roles in building and managing governance systems (Park & Park, 2009), as reflected in the PLCF's case. Interestingly, although private governance forms are more prevalent in the U.S. (DiGaetano & Storm, 2003), UOLF built a close partnership with the state of Utah, which was described as a quasi-governmental form of collaboration. The high involvement of government within the governance systems of the UOLF and the PCLF was related to the organizations' need for financial resources. UOLF needed state funding to fix its aging venues, while the PCLF requested government funding to support its strained legacy fund. This finding indicates that lack of financial resources for the post-Games legacy organizations may result in increasing the role and power of governments within a legacy governance system. Since assuring the power of private stakeholders in legacy governance is critical to ensure the reflection of diverse voices in legacy planning and implementation (Nichols et al., 2016), future hosts should carefully consider how to create a good balance of power between public and private stakeholders in their legacy governance systems.

Regardless of the different governance modes, the legacy organizations were given autonomy and legitimacy as key players in the governance systems. When a key organization in a governance system has a high level of legitimacy, the governance system may have higher chance of achieving its objectives (DuBow et al., 2018). Leopkey and Parent (2017) emphasized that key responsibilities and power should be smoothly transferred to post-Games legacy organizations after the Games. Therefore, it is imperative to consider how to legitimate a legacy

organization in its establishment process since this can help increase the effectiveness of the post-Games legacy governance system.

Compared to the other legacy organizations in which sport development is one of their legacy goals, LIFT had to reflect more values and interests of local communities as the organization sought to generate various types of social legacies. Consequently, bottom-up governance structures and processes (e.g., consultation) were more frequently observed in the LIFT case throughout pre- and post-Games phases. The LIFT case exemplifies the significance of a bottom-up approach in facilitating interaction among multiple stakeholders across fields to achieve social legacies of the Olympics. Furthermore, based on the capacity of the organization that was developed during the pre-Games phase, the interactive governance system of 2010LN evolved to the self-governance system of LIFT which now has much more autonomy. Previous literature (e.g., Gammon, 2015) indicated there is commonly less funding and support for Olympic legacy projects after the Games. Thus, the LIFT case suggests the capacity of a post-Games legacy organization must be increased during the pre-Games phase, which can enable the legacy organization to play a key role in sustaining post-Games legacy.

Furthermore, the LIFT case can be considered as an example of *governance learning* that involves the improvements of exiting a governance mode or a shift towards another mode (Schout, 2009). The result provides evidence of the changing nature of post-Games legacy governance modes (Leopkey & Parent, 2015), so future hosts should consider how to adjust the post-Games legacy governance mode to adopt its governance structures and processes according to changing sociocultural conditions. Particularly, governance learning occurs when insights to improve existing governance structures and processes are produced and applied for improving a

governance system (Schout, 2009). Therefore, legacy stakeholders need to acquire and retain ideas that will improve post-Games legacy governance.

Another interesting finding suggests post-Games legacy organizations experienced a number of governance stages relating to their organizational histories. Due to aging venues, the UOLF requested additional financial resources from the state of Utah, which strengthened the public-private governance system. The UOLF case illustrates how potential changes may occur in the stakeholder relationships in a legacy governance system over time. The venues of the Vancouver Olympics managed by WSL are also aging and may require government funding for the renovation. Future research could examine post-Games legacy governance mode shift over time, and the governance of WSL can be a research setting for this.

Next, regarding population, compared to Salt Lake City (200,567) (United States Census Bureau, 2019) and PyeongChang (39,657) (KOSIS, 2020), the smaller community size of Whistler (11,854) (Statistics Canada, 2017) seemed to influence the formation of WSL's interactive governance system. The WSL officials discussed the small community size and the importance of being a part of the community. This finding indicates the potential impact of host community sizes on governance modes. Urban governance researchers suggested that smaller communities may have higher levels of community stakeholder involvement than that of bigger communities (Font et al, 2016). Because the Winter Olympics are usually hosted by small communities, the legacy governance of the Olympics may be more likely to be based on interactive partnerships among stakeholders. From this standpoint, comparing the legacy governance of Winter and Summer Olympics can be considered a future avenue of research.

Reflecting on the institutional dimension in shaping the interactions among stakeholders, public-private partnerships were common forms taken by the legacy organizations to develop

and implement legacy programs by facilitating knowledge sharing among multiple stakeholders across fields. Regarding stakeholder relationships, all of the post-Games legacy organizations interacted with their stakeholders in formal and informal ways. One interesting finding about informal relationships within the post-Games legacy governance was that the organizations attempted to ensure some extent of formality of interaction with their stakeholders through the creation of agreements and rules. Scholars emphasized flexible and bottom-up approaches in legacy programs' development and implementation (Nichols et al., 2016). However, without any rules of interaction, legacy stakeholders' responsibilities may not be clear within the post-Games governance, which may cause a decrease in the effectiveness of the legacy programs (Misener et al., 2020). It would be vital to facilitate and manage interaction among legacy stakeholders through the establishment of rules and agreements in the governance of legacy.

Finally, policy scholars (e.g., Zehavi, 2012) have emphasized the importance of using a combination of hard (e.g., government regulation and support) and soft (e.g., voluntary agreements and negotiation of stakeholders) instruments to achieve policy goals. This was also evident in the post-Games legacy organization cases. For post-Games venue management, government provided the post-Games legacy organizations with grants, subsidies, and tax benefits, which can be considered as hard instruments. In contrast, legacy programs were developed and implemented through soft instruments (e.g., partnerships among stakeholders). This finding indicates that no single type of legacy policy instrument can be more effective or desirable (Zehavi, 2012).

Conclusion

This research investigated the governance of post-Olympic Games legacy organizations through a multiple case analysis that focuses on legacy organizations from three Winter

Olympics (Salt Lake City 2002, Vancouver 2010, and PyeongChang 2018). The politics, polity, and policy governance dimensions were analyzed, and similarities and differences among the governance of the organizations were explored. Consequently, varying network governance modes of post-Games legacy organizations (i.e., public-private, interactive, and self-governance) were identified, representing potential forms and levels of collaboration among public and private stakeholders to sustain post-Games legacy. Furthermore, the findings of this research illustrated the changing nature of legacy governance modes. Results provide a basis for building and managing post-Games legacy governance for Olympic hosts. Future research could examine other legacy organizations of the Winter and Summer Olympics, which were not investigated in this study due to time constraints and language barriers. Also, the focus of this study on the Olympics may limit the transferability of the findings to other event contexts. Since the governance of post-event legacy organizations may have different features and modes depending on event sizes and types, researchers are encouraged to examine post-event legacy organizations in diverse event contexts.

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CHAPTER 6

DISCUSSION AND CONCLUSION

This dissertation investigated post-sport event legacy governance. To achieve the goal of the dissertation, four sub-research questions were addressed: (1) What post-sport event legacy governance issues are encountered by event stakeholders?; (2) What strategies do event stakeholders employ to sustain and manage post-sport event legacies?; (3) How and why does conflict emerge among event stakeholders in the post-sport event legacy governance phase and how is such conflict managed?; and (4) How is legacy governed by legacy organizations in the post-sport event phase? By addressing these questions, this dissertation expanded our understanding of the processes and structures of post-sport event legacy governance.

This dissertation was completed using a manuscript-style format. The completion of four articles presented in the previous chapters satisfied the central goal of this dissertation. The first article (Chapter 2) addressed the first research question by exploring issues in post-Olympic Games legacy governance. The second article (Chapter 3) tackled the second research question by exploring post-sport event legacy strategies employed by event stakeholders focusing on post-sport event legacy resources. The third research article (Chapter 4) tackled the third research question by exploring drivers, management strategies, and impacts of conflict in relation to the governance of Olympic legacy by focusing on the Jeongseon Apline Centre. Finally, the fourth article (Chapter 5) analyzed the polity-politics-policy governance dimensions and governance mode of the PCLF, while addressing the last research question.

This chapter concludes this dissertation by overviewing the findings and discussing both the theoretical and practical implications of this research project. The chapter concludes with a review of the research limitations and suggestions for future research.

Issues within Post-Sport Event Legacy Governance

Few studies have examined post-sport event legacy governance issues a gap in the existing literature that limits our understanding of sustainable event legacy management. Given the large potential for a multitude of possible legacy governance issues to emerge after an event, the first article of this dissertation, *Exploring Issues within Post-Olympic Games Legacy Governance: The Case of the 2018 PyeongChang Winter Olympic Games* focused on issues perceived by multiple stakeholders in post-sport event legacy governance. A combination of polity-politics-policy governance dimensions and the issues management literature was employed in this study to gain a broader understanding of post-sport event legacy issues.

Issues and Multi-Dimensionality of Post-Sport Event Legacy Governance

The analysis of the PyeongChang 2018 case revealed 10 post-sport event legacy governance issues across the three governance dimensions: polity (legal, accountability, context), politics (funding, venues, conflicting values or interests, coordination, participation), and policy (pre-event planning, policy momentum) (see Table 2.2). The issue-to-issue link analysis was conducted to understand how an identified issue connected (talked about, presented, described an impact upon) to another issue in the governance system. By doing so, the analysis illustrated how the issues in post-sport event legacy governance were connected to each other (see Table 2.3).

Specifically, legal, accountability, and context issues were considered central in the institutional dimension of post-sport event legacy governance. A lack of legal assistance for event legacy limited financial, organizational, and administrative support within post-sport event

legacy governance phase and as a result impacted the sustainability of Olympic legacies. In terms of accountability, event stakeholders highlighted unclear roles and responsibilities of stakeholders in sustaining event legacy. Finally, the unique Korean governance context was also perceived as a key issue that influenced the institutional structures of post-sport event legacy governance. For instance, tension between central and local governments was evident in terms of the roles they should play in sustaining event legacy. The issues also impacted the political and policy dimensions by causing legacy policy implementation delays. That is, the governance polity dimension was responsible for the institutional rules that framed the political and policy processes in post-sport event legacy governance stage. This finding indicates that it is important to build effective institutional structures in a post-sport event legacy governance system in order to fix issues in the political and policy governance processes. For example, enacting event legacy legislations (changes in the polity dimension) to increase financial supports for event legacies may decrease conflicts among stakeholders about funding (an issue in the political dimension), which can help sustain legacy policy momentum (an issue in the policy dimension). As such, legacy stakeholders need to understand the significant role and impact of post-Game legacy governance's institutional structures.

The political dimension which is related to stakeholder relationships within governance systems revealed five issues (i.e., funding, venues, conflicting values or interests, coordination, participation) that were perceived as important by event stakeholders. They worked in tandem to cause a loss of policy momentum. Limited financial resources after the Games affected the sustainable management of venues. Additionally, in the PyeongChang case, debates among stakeholders with differing values (environmentalism, sport development, and developmentalism) about the venues created political hot points and demonstrated that venue

legacies can be related to the three pillars of sustainability (i.e., social, environmental, and economic sustainability). Tension was further examined in the third article of this dissertation (see Chapter 4). Finally, event stakeholders in the PyeongChang case saw limited coordination and participation as a barrier to the governance of legacy.

Two related issues were identified in the policy dimension: pre-event planning and loss of legacy policy momentum. The lack of clear pre-event legacy planning impacted multiple issues in the polity and politics dimensions, such as accountability, funding, venues, and conflicting values among stakeholders. Thus, these results reinforce the importance of a well-designed legacy plan in an event's early stages and demonstrates how a lack of these activities may influence legacy governance structures and processes. Lastly, PyeongChang's event stakeholders noted losing legacy policy momentum due to a lack of legal and financial support and pre-event plans. This finding highlights barriers to sustaining event legacies. More precisely, losing legacy policy momentum can be caused by a combination of issues across multiple legacy governance dimensions, including legal (an issue in the polity dimension), funding (an issue in the political dimension), and pre-event planning (an issue in the policy dimension). As such, considering diverse issues related to multiple governance dimensions would be crucial to sustaining post-event legacy policy momentum.

Perceived Issues Gap Among Legacy Stakeholders

This article also identified differences of issue perception among event stakeholders. In doing so, conflicting stakeholder interests in the post-sport event legacy governance were further explored. Although many of the emergent issues (i.e., funding, venues, and conflicting values or interests) were experienced by all stakeholders, differences existed among perceptions of legal, accountability, and participation issues in particular. For instance, limited opportunity for

participation in the post-sport event legacy governance system was perceived as problematic by non-public stakeholders (i.e., PCLF, NFs, and residents). On the other hand, public stakeholders did not recognize the same participation issues private stakeholders did. This supports a need for public stakeholders to increase their efforts to elevate awareness of non-public stakeholders' expectations to participate in the decision-making process of post-sport event legacy governance. Representatives from PyeongChang's legacy organization noted the importance of increasing participation of non-public stakeholders in the legacy governance system. Given these findings, it is suggested that a post-event legacy organization could be a platform for private stakeholders to engage in post-sport event legacy governance. The governance of post-Games legacy organizations were further investigated in the fourth article of this dissertation (see Chapter 5).

Implications

The findings of this article expand our understanding of sport event legacy governance by providing a comprehensive picture of the phenomenon. From a managerial perspective, the emergent issues can be a useful reference for future event hosts and can be incorporated into the design of post-sport event legacy governance structure and practices. Moreover, the study showed how polity, politics, and policy issues may be inter-connected to each other. This emphasizes the importance of understanding the multiple dimensions of post-sport event legacy governance. That is, event stakeholders need to consider all governance dimensions rather than a single dimension. Moreover, Dowling, Leopkey, and Smith (2018) argued that "an overtly narrow focus on (sport) governance as boards does not adequately reflect the changing nature in which (sport) organizations operate and therefore neglects the complexity of governance structures surrounding sport organizations" (p. 446). Thus, they highlighted the importance of understanding the role and relationships of more diverse stakeholders in sport governance

systems. In this regard, this research contributed to sport governance research by examining governance dynamics among multiple legacy stakeholders during the post-sport event phase.

Additionally, the findings related to perception gaps among stakeholders indicates potential sources of conflict among the stakeholders. Thus, those findings can be useful for stakeholder management in the governance of legacy. Notably, in the Korean context, evidence of a governance shift occurred between the hosting of the 1988 Summer Games and the 2018 Winter Games from a government-centered legacy management style to a governance-based legacy management approach (Goodwin & Grix, 2011). It is reasonable to assume this change is related to the trend of decentralization in the nation. This reinforces the need to appreciate and understand the host country's socio-political context and how this may impact legacy planning and delivery. In the PyeongChang case, many private stakeholders expected the central government's roles and responsibilities in post-sport event legacy governance to increase. Future research should continue to dig deeper into this governance shift and its impact on post-sport event legacy management in Korea to extend the governance narrative in sport.

Strategies to Sustain Post-Sport Event Legacy

After exploring issues in post-sport event legacy governance, this dissertation investigated stakeholder strategies used to sustain post-Games legacy in the PyeongChang case. The second article, *A Resource-Based View of Post-Sport Event Legacy Strategy: The Case of the 2018 PyeongChang Olympic Games*, employed the RBV to explore types and attributes of post-sport event legacy resources and post-sport event legacy strategies that were developed to use these resources. Additionally, practices and structures to manage resources were provided.

Post-Sport Event Legacy Resources and Management

Four resources useful for the development of post-sport event legacy were identified: physical (e.g., Olympic venues and facilities), reputational (e.g., peace Olympics), intellectual (e.g., mascots), and human (e.g., sport experts). Using the RBV, the emergent resources' attributes were explored from the perspective of value, rarity, and inimitability. These attributes were perceived as important by legacy stakeholders in the development of strategies for sustainable post-sport event legacy.

Systems and practices utilized after the Games for managing post-sport event legacy resources were also explored. In the PyeongChang case, local governments enacted legislations to increase the use of post-sport event legacy resources while at the same time demonstrated the importance of institutional support after the Games (Stuart & Scassa, 2011). Additionally, public and private platforms were established to maintain human legacies after the Games. The establishment of a post-sport event legacy organization was also considered beneficial for maintaining and using post-sport event legacy resources. Finally, the building of networks among stakeholders at the international (e.g., the IOC) and national (e.g., NFs) levels was also critical when using legacy resources and also led to the development of post-sport event legacy strategies.

Post-Sport Event Legacy Strategies

Stakeholders developed post-sport event legacy visions by utilizing reputational (e.g., peace Olympics) and physical (e.g., Olympic venues) resources. For instance, host communities developed their post-Games visions to link their cities with the image of peace. A series of sport events were hosted to sustain tourism and sport legacies utilizing sport venues and event hosting expertise. MICE tourism development was also pursued through the utilization of a combination

of post-sport event legacy resources, including Olympic facilities and the image of peace. This was done in order to help maintain momentum for the tourism legacy. After the event, Olympic venues and facilities were redesigned with the idea of post-event usage in mind. This was especially true for tourism purposes. Finally, sport venues and post-sport event legacy resources were utilized for sport development.

Implications

The findings of this study extended our knowledge of legacy delivery after the conclusion of Olympic events. In particular, this research adds to the existing literature by reinforcing the important of using legacy assets created from the hosting of the events (Preuss 2007; Ziakas & Boukas 2013). The RBV facilitated the exploration of legacy resources attributes and the potential risks and opportunities of these resources. For instance, the rarity of the Winter Olympic venues was highlighted as a strength of the resources by event stakeholders leading to the development of strategies to sustain their long-term benefits. However, as previous research discussed, the rarity of Olympic venues may also lead to other issues such as sustainable usage by the local population. As such it is imperative to comprehend the characteristics that lead to strengths and weaknesses of post-sport event legacy resources in order to develop effective legacy strategies.

Moreover, without effective resource management, the development of post-sport event legacy strategies would not have been viable. The systems and practices utilized for post-sport event legacy resource management in the PyeongChang case can serve as guidance for future sport event hosts. The establishment of a post-sport event legacy organization can be a platform in which stakeholders pool post-sport event legacy resources and develop related resources usage strategies. Notably, managing knowledge that was created through hosting the Olympics was

perceived to be important by the event's stakeholders. Thus, future research should further examine effective knowledge management for post-sport event legacy governance using different theoretical approaches, such as knowledge-based view (Felin & Hesterly, 2007) and epistemic communities (Haas, 1992).

Finally, the legacy strategies that were presented in this article can be good references for future hosts in relation to sustaining post-sport event legacies. Notably, it was evident that PyeongChang's legacy stakeholders focused on the usefulness of intangible resources (e.g., reputational and intellectual resources) when developing post-sport event legacy strategies. Barney (1991) highlighted that a resource is in-imitable when it is based on the unique history of the organization. Similarly, the image of a peaceful Olympics (i.e., a reputational resource created through the distinctive history of the Olympics) was exploited by the stakeholders to develop unique legacy strategies (e.g., long-term post-sport event legacy visions), which help differentiate themselves from other Olympic hosts (e.g., Tokyo and Beijing). Thus, the findings of the study illustrate the need for legacy stakeholders to identify in-imitable intangible resources and maximize their potential in developing post-sport event strategies for sustainable long-term legacies. In a similar vein, this research demonstrated that human resources created through the hosting of the PyeongChang Olympics were exploited for legacy strategy development (e.g., hosting international sport events and developing elite and mass sports), which facilitated post-sport event venue utilization. This finding supports the importance of exploiting human resources to maximize the strategic use of tangible resources during post-event phase, which can decrease the risk of negative legacies associated with tangible resources (e.g., under-utilization of Olympic venues (Nakamura & Suzuki, 2017)).

Conflict among Stakeholders in Post-Sport Event Legacy Governance

Following the examination of issues and strategies associated with post-sport event legacy governance, a deep dive into stakeholder conflict at the Jeongseon Alpine Centre was completed. The third article of this dissertation, *Exploring Conflict among Stakeholders in the Governance of Olympic Legacy*, investigated drivers, management strategies, and the impact of conflict on the governance of legacy using the broader conflict-management literature (i.e., Moore, 2003, 2014; Wall & Callister, 1995).

Conflict Drivers

Multiple conflict drivers caused and escalated conflict among stakeholders in the Jeongseon case. This was consistent with Moore's (2003) research on conflict sources (i.e., value, interest, data, and structural). Divergent values and interests among stakeholders (e.g., environmentalism vs. developmentalism) about the potential legacy of the Jeongseon Alpine Centre were the major conflict drivers. Since resolutions between stakeholders who hold differing values is difficult, the findings illustrate the challenge of conflict resolution in this case. As such it is important to facilitate communication among stakeholders from early event planning phases in order to build trust and reduce differences in perceptions related to sport event legacies.

The article identified structural conflict drivers as differing interpretations of regulations, unclear legacy plans, and top-down decision-making approaches. Therefore, clear regulations and plans are needed in order to decrease the chance of varying interpretations of post-event legacies among stakeholders. This can help them to trust the governance process. The perceived unfairness of the process by private stakeholders (especially local residents) was likely caused by a lack of opportunity for participation in legacy governance; resulting in increased tension. This

finding is consistent with other negative implications that have been associated with a top-down governance processes and structures (e.g., Nichols, Grix, Ferguson, & Griffiths, 2016). More specifically, this finding highlights the importance of a decentralized governance system to reduce the perceived unfairness and avoid unnecessary conflict when attempting to sustain event legacy.

Lastly, diverging data interpretations about legacy planning and outcomes increased tension among stakeholders especially when discussing venue legacies. This finding reinforces the need to base legacy discussions on objective data and information as this can help stakeholders to develop legacy plans with objective perspectives rather than differing values/interests.

Conflict Management

Since stakeholders may hold varying values and interests, conflict or tension can occur at any time during the hosting of a sport event. This can be especially true when dealing with event legacies. It is critical to know how to create effective governance structures and processes to help manage this conflict. In the PyeongChang case, ineffective management in the pre-Games phase resulted in unresolved and heightened conflict during the post-Games phase. A lack of transparent communication in the pre-event phase also increased distrust and created gaps between stakeholder perceptions about the event's legacy. Findings also demonstrate the significance of timely and inclusive conflict resolution efforts in the governance of legacy. As conflict escalated during the post-Games phase, the Korean government employed mediation strategies such as the creation of the Council for the Rational Restoration of Mt. Gariwang. The development of this dispute resolution mechanism resulted in 14 stakeholder meetings and indicates the potential effectiveness of formal communication in handling stakeholder conflict

related to the governance of event legacy. It might even be better to proactively establish formal communication channels in a legacy governance system before conflict manifests itself.

Impacts of Conflict

The article also identified the functional and dysfunctional impacts of conflict on post-sport event legacy governance. In terms of functional impact, event stakeholders had opportunities to understand differing perspectives and values about Olympic legacies throughout the conflict process. This resulted in innovative solutions to help decrease negative legacies of the venue, including the combination of the men's and women's alpine courses for the first time in Olympic history. However, prolonged conflict surrounding the Jeongseon Alpine Centre after the Games delayed the implementation of legacy programs and venue usage thereby elevating negative social, environmental, and economic legacies. The finding suggests that dysfunctional conflict may continue to escalate if it is not resolved at the appropriate time.

Implications

To date, no research that we are aware of has examined conflict in the sport event legacy governance context. This study helped to fill this gap by exploring key dimensions of the conflict process including drivers, impacts, and management strategies as they pertain to sport event legacy governance. By doing so, we have a better understanding of how to manage conflict related to Olympic Games legacies. Additionally, this research demonstrates how the broader conflict management literature and related frameworks may be applied to sporting events. Future research could examine conflict in the bidding process for the Olympic Games.

The emergent conflict drivers should be considered by event managers for effective stakeholder management throughout the event process. For example, in order to offer objective information regarding sport event legacy, it is imperative to measure and accumulate sport event

legacy-related data for event organizers. Legacy outcome measurement tools (e.g., the Olympic Games Impact (OGI) Study) need to be shared with key stakeholders to help them to understand potential risks and opportunities.

This study also highlighted the importance of effective and timely conflict resolution with open, regular, and transparent communication strategies that focus on decreasing dysfunctional impacts of conflict in post-sport event legacy governance. In addition, it is crucial to understand that effective resolution of conflict can create innovative ideas and solutions in sport event contexts. At the time of writing, the conflict at Jeongseon Alpine Centre has not yet been resolved. It would indeed be interesting to examine the final resolution process and long-term impacts conflict in this and other cases. For example, since antagonism and history can negatively influence the formation of collaborative governance (O'Boyle & Shilbury, 2016), it is logical to assume that the conflict surrounding the Jeongseon Alpine Centre may have long-term impacts on collaboration among legacy stakeholders even after conflict resolution.

The Governance of Post-Sport Event Legacy Organizations

Finally, this dissertation extended our knowledge of post-sport event legacy governance by examining the post-sport event legacy organization responsible for managing and sustaining the PyeongChang Games event legacies after the event. The fourth article, *A Comparative Study of the Governance of Post-Olympic Games Legacy Organizations*, analyzed the governance of PCLF and compared it to three other legacy organizations from the 2002 Salt Lake City and 2010 Vancouver Olympics. Using the polity-politics-policy dimensions as a conceptual framework, the article investigated the governance processes and structures of post-sport event legacy organizations, which led to identifying varying network governance modes of these organizations. This section summarizes the article's findings and contributions made.

The Governance of PCLF

Using the three governance dimensions, the governance mode of the PCLF was determined to be a public-private governance system. Initially, the establishment of the PCLF was started by a central government agency (i.e., MCST), which demonstrates the critical role of public stakeholders in the Korean post-sport event legacy governance. However, it was also evident that public and private stakeholders in Korea cooperated to develop the post-sport event legacy governance system by establishing the organization. For instance, multiple public (e.g., MCST and PyeongChang County Government) and private (e.g., the KSOC and KPC) stakeholders formed the organization's board of directors. Based on the public-private governance arrangement, the PCLF served as a platform in which various public and private stakeholders collaborated to sustain and manage legacies. The main policy goal of the PCLF is winter sport development and the promotion of the Olympic Movement.

Comparison with Other Legacy Organizations

This study also examined a legacy organization of the Salt Lake City 2002 Olympics (i.e., UOLF) and two legacy organizations associated with the Vancouver 2010 Olympics (i.e., WSL and LIFT). Analysis of the multiple organizations facilitated an understanding of the governance of PCLF.

Like the PCLF, the governance of the other legacy organizations was also formed through the collaboration of public and private stakeholders. However, public and private stakeholders' roles were diverse in each governance system. As a result, three governance modes of post-Games legacy organizations (i.e., public-private, interactive, and self-governance) were identified. When compared to the PCLF, the other legacy organizations had longer histories, which helped the researcher to explore the potential evolution of post-sport event legacy

governance. For example, LIFT is a post-Games legacy organization of the 2010 Olympics that evolved from 2010 LN, a legacy organization established in 2001 in the pre-Games phase. Since then LIFT has developed its self-governance system based on knowledge and experience gained from the interactive governance of 2010 LN.

It was evident that all legacy organizations gained their legitimacy and autonomy in their respective governance contexts establishing them as central organizations responsible for post-Games legacies. In doing so, ensuring financial independence through the creation of a legacy fund was an important consideration in all cases. In the PyeongChang case, the PCLF relied more on governmental funding due to their smaller legacy fund than the other legacy organizations. Akin to the PCLF, the UOLF had to gain additional government funding to renovate aging venues.

Moreover, the legacy organizations interacted with their public and private stakeholders through formal (e.g., legislation) and informal (e.g., communication) ways. It is worth noting that the legacy organizations tried to increase the formality of interaction to increase the clarity of responsibilities of stakeholders in the governance systems. In this vein, a combination of hard and soft policy instruments was implemented in the governance systems. Specifically, for the post-Games venue management, governments offered incentives (e.g., grants and tax benefits), a form of hard policy instrument. By contrast, for legacy programs, soft policy instruments (e.g., partnerships among stakeholders) were employed by public and private stakeholders involved in the legacy organizations' governance.

Implications

This study broadened our knowledge of legacy governance by examining post-Olympic Games legacy organizations. The analysis of the three governance dimensions revealed the

multi-dimensionality nature of legacy governance. This research provided a comprehensive picture of the governance of post-sport event legacy organizations. Moreover, the comparison of the PCLF with the other legacy organizations helped the researcher to gain a deeper understanding of the governance of PCLF as well as critical factors regarding post-sport event legacy organizations.

Notably, this study contributed to the literature by identifying varying network governance modes concerning post-sport event legacy. It would be imperative to develop an appropriate governance form to sustain post-sport event legacy throughout the event phases. In addition, the findings indicated that a network governance mode of a post-sport event legacy organization might shift over time. As a result, event stakeholders need to understand internal and external factors related to a post-sport event legacy organization in order to modify and or change the governance structures and processes, which may increase the effectiveness of the post-sport event legacy governance. Finally, this study can provide foundations for future research on the governance of legacy. For instance, employing network analysis (cf. Provan & Kenis, 2008) can expand our understanding of the forms of stakeholder networks in the governance of legacy (cf. Leopkey & Parent, 2015).

Managerial Implications

This dissertation broadened our knowledge of the governance of sport event legacy. In this section, several insights and practical implications for event managers and legacy stakeholders are discussed.

The first insight is the importance of understanding the multi-dimensionality of post-sport event legacy governance. That is, in building post-sport event legacy governance structures and processes, it is imperative to consider institutional conditions (polity), stakeholder relationships

(politics), and legacy policy development and implementation (policy). Moreover, these governance dimensions are inter-related and can influence each other, as demonstrated in Figure 2-1 (i.e., Post-Sport Event Legacy Governance Model). Thus, in handling an issue regarding one governance dimension, legacy practitioners should understand how the issue may influence or be influenced by other issues in the governance system. With a comprehensive understanding of governance structures and processes, legacy practitioners could increase the sustainability of post-sport event legacy.

Second, event hosts and legacy stakeholders need to develop an appropriate form of post-sport event legacy governance. Three forms of post-sport event legacy governance identified in the fourth study of this dissertation (i.e., public-private, interactive, and self-governance) are useful references. Notably, it would be crucial to engage public and private stakeholders in the structures and processes of legacy governance. Even though a bottom-up approach has been highlighted for effective legacy delivery in previous studies (Girginov, 2011; Nichols et al., 2016), this dissertation argues that the roles of public stakeholders should not be neglected in the governance of legacy. Public stakeholders (e.g., governments) can play an important role in initiating post-sport event legacy governance through the provision of legal and financial support. However, it is also important to empower private stakeholders to reflect multiple stakeholders' differing needs and interests. Thus, the focus of managing stakeholders in the governance of legacy should be achieving a balance of power between public and private stakeholders.

Next, drawing on the third article in this dissertation on conflict in post-sport event legacy governance, this dissertation argues the importance of employing open and regular communication channels for legacy stakeholders. Since conflict can be caused by a variety of

different factors (e.g., lack of legacy planning and different information regarding legacy programs and outcomes), stakeholders involved the legacy governance system should be encouraged to communicate regularly in order to facilitate a mutual understanding with each other throughout the event phases. Tensions and conflict among stakeholders in this context may be inevitable, but the results of conflict (e.g., dysfunctional or functional) could vary depending on how conflict is resolved. Handling conflict in an effective, fair, and timely manner, event stakeholders could increase the likelihood of positive impacts from functional conflict on the legacy governance system.

Finally, as previous studies (e.g., Brown, Cox, and Owens, 2012; Christie & Gibb, 2015) discussed, legacy planning should begin early in the event planning process (e.g., in the bid stage). However, less attention has been paid to the sustainability of legacy programs during the post-sport event phase. The fourth study (Chapter 5) demonstrates the potential evolution of governance modes given the changing sociocultural conditions (e.g., bidding opportunities for future sport events) experienced in the host country. This dissertation argues that continuous monitoring and evaluation of post-sport event governance systems are required in the post-sport event phase. As the second article discussed, legacy stakeholders should employ strategic approaches to manage and utilize post-sport event legacy resources. It is critical to understand the characteristics of post-sport event legacy resources for the effective and efficient utilization of those resources. For instance, the formation of networks with key stakeholders may be beneficial for sharing key legacy resources that will support the development of post-sport event legacy programs and policies.

Study Limitations

Some limitations of this dissertation are discussed in this section. This dissertation employed a single case study that focused on the 2018 PyeongChang Olympic Games. Thus, the findings of this research may not be generalizable to other contexts. However, qualitative research findings can be generalized based on different types of generalizability such as statistical generalization, analytical generalization, and transferability (Smith, 2018; Yin, 2013).

Analytical generalization is about presenting the transferability of findings through a theoretical analysis of important factors creating outcomes and their influence on the context (Polit & Beck, 2010). The purpose of a case study is to provide not statistical generalization but analytical generalization (Yin, 2013). Similarly, this dissertation sought to generalize the findings analytically to expand our knowledge of post-sport event legacy governance by conducting a case study on the PyeongChang Olympics. Specifically, analytical generalization can occur when the findings of a study are generalized back to an established theory or concept. This can also facilitate the demonstration of theoretical generalizability (Smith, 2018). The findings of this dissertation were identified and presented based on a variety of concepts and theoretical approaches, which assisted the researcher to display the theoretical generalizability of the findings.

Transferability or case-to-case generalization is another type of generalization that can be employed by a qualitative researcher (Chenail, 2010). The findings of this study can be transferable to other similar contexts (e.g., mega sport events around the world). To this end, the examination of the single case enabled a thick description. The researcher provided detailed information about the research contexts in order to assist readers to reflect on the research findings' transferability and link to their own situations.

Moreover, this dissertation investigated an edition of the Winter Olympic Games, which may limit the application of the findings to other types and sizes of events, such as medium and small sport events. It should be acknowledged that the examination of an Olympic case allowed this dissertation to offer insights for researchers and practitioners due to the event's complexity (e.g., the involvement of a number of stakeholder groups). However, further research needs to be conducted in relation to the governance of post-sport event legacy in more diverse sport event contexts.

Another methodological limitation was the timing of this dissertation. This research focused on the first three years of the PyeongChang's post-event phase. Therefore, long-term impacts and changes to post-sport event legacy governance were not investigated in this dissertation. However, the research timeline enabled the researcher to decrease potential problems throughout the research process, such as the interviewees' ability to remember events and details after a long period of time. By focusing on time frame this dissertation was able to present the dynamics of post-sport event legacy governance in Korea during the transition phase and shortly thereafter.

Theoretically, this dissertation employed stakeholder theory as a foundational theory of this research project. This enabled the researcher to consider diverse perspectives of multiple legacy stakeholders in the four sub-studies of the dissertation. Utilizing governance and organizational theories in combination with the understanding of stakeholder theory enabled the exploration of the governance structures (e.g., institutional features) and processes (e.g., stakeholder relationships). The governance and organizational theories provided a comprehensive picture of post-sport event legacy governance, the goal of this dissertation. Further research is needed for a deeper understanding of each legacy stakeholder within the post-

sport event legacy governance system by employing other theoretical and methodological approaches. For example, stakeholder salience, power, urgency, and legitimacy proposed by Mitchell, Agle, and Wood (1997) could be useful.

Future Research

This dissertation concludes with some recommendations for future research. First, it would be important to further investigate the post-sport event legacy governance of the PyeongChang Olympics because this dissertation only covered a three-year timeframe after the conclusion of the event. A long-term perspective would reveal additional dynamics of post-sport event legacy governance. For example, at the timing of writing, the PCLF was in its infancy and as such needs to be more closely examined over time. Since the realization of long-term legacies takes around 10 years (Chappelet, 2012), future studies may examine the long-term legacies of the PyeongChang Games. Moreover, the Winter Youth Olympics will be hosted by Gangwon Province, South Korea in 2024. Additional research could explore the impacts of the current governance structure on the legacies of this event. Earlier studies (e.g., Sant & Mason, 2015) have suggested that communicating and marketing positive legacies to key stakeholders is critical. As such, it would be interesting to examine how the legacies of the PyeongChang Olympics are promoted in organizing the Youth Olympics. Additionally, articulating the PyeongChang's legacies with the Youth Olympics' legacy programs can be effective for legacy practitioners, which also can be investigated in future research. For example, the PyeongChang 2018 Legacy Foundation has been involved in the legacy planning and programs of the Youth Olympic Games. Therefore, future research would be able to focus on the legacy organization to examine how the PyeongChang's legacies are sustained through hosting the Youth Olympics in the Korean context.

Methodologically, in article four of this dissertation, comparing the PyeongChang case with the Salt Lake City and Vancouver cases enabled a clearer understanding of the research topic. Further research on the structures and processes of post-sport event legacy governance would be significant by using a comparative research approach across editions of the Olympic Games. A series of the Olympic Games will be hosted in East Asia (e.g., the Tokyo and Beijing Olympics), and a comparison between the Asian Olympics would be a useful research avenue to further explore the governance of Olympic legacy in the East. Specifically, research on the governance of Asian Olympic legacy would broaden our knowledge of how Olympic legacies are planned and managed within the unique Asian socio-political contexts. For example, compared to Western countries, the central governments of East Asian Countries tend to hold more power over the development and implementation of legacy policies when compared to private stakeholders (Kim, 2020). Thus, it would be interesting to investigate if there are different approaches and levels of the central government's involvement within post-event legacy governance across the Asian cases.

A comparison of Summer and Winter Olympic cases could also elevate our knowledge of post-sport event legacy governance. More precisely, because Summer and Winter Olympics differ significantly in terms of venues, legacy stakeholders, and the geographical location of host cities, it would be imperative to further examine how differing characteristics and conditions between the Summer and Winter Olympics influence the structures and processes of post-event legacy governance system. For instance, comparative research on the legacy organizations of the Summer and Winter Olympics would be desirable for future work. The comparative research would expand on the findings of the fourth article in this dissertation focusing on the legacy organizations of the Winter Olympics.

Finally, more diverse qualitative and quantitative research methods should be employed in future research. Different qualitative research approaches can be useful for highlighting various governance issues, such narrative analysis and ethnographic research. For instance, in the PyeongChang case, local residents gained limited opportunity to participate in the post-sport event legacy governance. In that regard, employing narrative and ethnographic analysis could be useful in exploring the social life experience and stories of groups of people (Gubrium & Holstein, 1999) and beneficial for understanding the marginalization of residents within these contexts. Additionally, future research could examine the impact of conflict surrounding the Jeongseon Alpine Centre through quantitative research approaches. For instance, by using a survey method, researchers may explore Jeongseon residents' perception of the conflict. Employing a quantitative research approach could provide a comprehensive picture of the impact of the conflict on the host community by involving a larger sample size. Additionally, they could enable researchers to analyze different perceptions of sub-groups of local residents and categorize them by a number of factors (e.g., age, gender). Thus, quantitative studies on the conflict impact could highlight how social legacies of hosting sport events may be perceived differently by various local resident groups. The findings of quantitative studies can help event organizers to develop conflict management strategies based on the understanding of which resident groups are vulnerable to the negative incidents (e.g., conflict) in hosting sport events.

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APPENDICES

APPENDIX A

UNIVERSITY OF GEORGIA
CONSENT FORM
Understanding Post-Olympic Games Legacy Governance

Researcher's Statement

I am/We are asking you to take part in a research study. Before you decide to participate in this study, it is important that you understand why the research is being done and what it will involve. This form is designed to give you the information about the study so you can decide whether to be in the study or not. Please take the time to read the following information carefully. Please ask the researcher if there is anything that is not clear or if you need more information. When all your questions have been answered, you can decide if you want to be in the study or not. This process is called "informed consent." A copy of this form will be given to you.

Principal Investigator: Dr. Becca Leopkey
Department of Kinesiology
E-mail bleopkey@uga.edu
Office: 706-542-1224

Purpose of the Study

The purpose of this study is to examine the post-Olympic Games legacy governance. You are being asked to participate after being identified as a current or former official that has knowledge and experience about the post-Olympic Games legacy governance.

Risks and Discomforts

We do not anticipate any risks from participating in this research. However, if discomfort arises during participation, you have the right to stop the interview at any time and may choose not to no longer partake in the study.

Benefits

You may find it beneficial to share your experience and knowledge that may have important managerial implications on sport event legacy governance. By doing so, you will have an opportunity to contribute to expand the body of knowledge related to sport event management.

Study Procedures

If you agree to participate, you will be asked to ...

- Voluntarily partake in a semi-structured interview.
- The duration of the interviews will be one session for approximately 60 minutes to two hours.
- A semi-structured interview will be conducted, since it is useful to explore valuable information from your experiences. An example of the interview questions is “Can you tell me the challenges in post-Olympic Games legacy governance?”
- Upon your consent, this interview will be audio recorded.

Audio/Video Recording

Audio recording will be used as a means reference. Parts of the audio, if not all, will then be transcribed. Upon the completion of the research, the audio recordings will be archived after the transcribing process is done. These recordings could be used in the future as an analysis tool when comparing and contrasting officials’ experiences and opinions regarding sport event legacy governance.

Privacy/Confidentiality

The responses or information may be linked to an individual participant by the researcher(s) through the interview process that will be done via Skype, face-to-face, or over the telephone. Researchers will not release identifiable results of the study to anyone other than individuals working on the project without your written consent unless required by law. Moreover, this study claims that this research involves the transmission of data over the Internet. Every reasonable effort has been taken to ensure the effective use of available technology; however, confidentiality during online communication cannot be guaranteed.

Taking part is voluntary

Your involvement in the study is voluntary, and you may choose not to participate or to stop at any time without penalty or loss of benefits to which you are otherwise entitled. If you decide to stop or withdraw from the study, the information/data collected from or about you up to the point of your withdrawal will be kept as part of the study and may continue to be analyzed. Also, you might be contacted in the future about other studies that will be related to the topic of this study. Your involvement in the future studies will be voluntary as well. Please inform the researcher(s) if you prefer not to be contacted in the future.

If you have questions

The main researcher conducting this study is Dr. Leopkey, a professor and advisor of Jinsu Byun at the University of Georgia. Please ask any questions you have now. If you have questions later, you may contact Dr. Leopkey at bleopkey@uga.edu or at 706-542-1224. If you have any questions or concerns regarding your rights as a research participant in this study, you may contact the Institutional Review Board (IRB) Chairperson at 706.542.3199 or irb@uga.edu.

By proceeding with the interview, you are agreeing to participate in the above-described research project.

APPENDIX B

STUDY ONE INTERVIEW GUIDE

Introductory/Background Information

1. Can you start by telling me about your role in the organization?

Prompt:

- 1) What is your role in your organization?
 - 2) How long have you worked for the organization?
2. Can you describe the career path you have taken to get to this position? (Add prompts: educational background? Previous jobs?)

About the Organization and its Legacy Objectives

1. Can you tell me about the primary goals of your organization in terms of Olympic legacy after the event?
2. How do you think the organization is doing in meeting its goals in the post-Olympic Games phase?

About Institutional/Environmental Conditions (Polity)

1. How about institutional/environmental conditions that your organization faces in managing and sustaining Olympic legacy?

Prompt:

- 1) Institutional/environmental conditions
 - a. Legal environment
 - b. Political environment
 - c. Economic environment
 - d. Sociocultural environment
 - e. Resources
 - f. Uncertainty
- 2) Governance mechanism/principles
 - a. Transparency
 - b. Accountability
 - c. Participant
 - d. Performance
 - e. Democracy
 - f. Responsibility
 - g. Equity

- h. Efficiency
- i. Effectiveness

2. How do the conditions influence managing and sustaining Olympic legacy?

About Stakeholder Relationships (Politics)

1. How about stakeholder relationships that your organization faces in managing and sustaining Olympic legacy?

Prompt:

- 1) Stakeholder network
 - a. Conflicts
 - b. Communication
 - c. Trust
 - d. Network connectedness
 - e. Coordination mechanism
 - f. Leadership
 - g. Interdependence
2. How have the stakeholder relationships that you described influenced managing and sustaining Olympic legacy?
3. Has your organization experienced any conflicts/tensions with other stakeholders in the post-Olympics Games legacy governance? If so, can you further explain about the experiences?

1) What caused the tensions/conflicts?

Prompt:

- a. Resource competition
- b. Competing goals
- c. Prior conflicts/relationship
- d. Lack of plans
- e. Lack of communication
- f. Lack of reciprocity
- g. Lack of coordinator
- h. Institutional issues
- i. Power and politics

2) What were the impacts of the tensions/conflicts?

Prompt:

- a. Decrease of trust
- b. Negative impacts on governance performance
- c. Weakening or strengthening network

3) How could the tensions/conflicts be resolved?

Prompt:

- a. Strengthening the role of the legacy foundation or the Korean government
- b. Strengthening communication
- c. Institutional support

About Policy Formulation and Implementation (Policy)

1. What are the policies that have been implemented to manage the challenges?
2. What were the difficulties and opportunities in developing and implementing the policies of your organization in managing and sustaining Olympic legacy in post-Games phase?
3. How do you evaluate the legacy policies?
4. What are the limitations of the legacy policies?

Other

1. Do you have any suggestions for others in the industry that we should interview?
2. Are you aware of any documents that you think might be useful to our research?

- Thank you -

APPENDIX C

STUDY TWO INTERVIEW GUIDE

Introduction

1. Can you start by telling me about your role in the organization?

Prompt:

- 1) What is your role in your organization?
 - 2) How long have you worked for the organization?
2. Can you describe the career path you have taken to get to this position? (add prompts: educational background? Previous jobs?)

Goals, Opportunities, and Challenges Regarding Olympic legacy

1. Can you tell me about the primary goals of your organization in terms of Olympic legacy?
2. How do you think the organization is doing in meeting its goals?
3. What are the opportunities and challenges that your organization face in managing and sustaining Olympic legacy?

Post-Sport Event Legacy Resources and Strategies

1. Can you tell me about what resources become available for your organization through hosting the Olympics, which can be utilized for sustaining Olympic legacies?

Prompt:

- a. Tangible (e.g., venues, hotels)
 - b. Intangible (e.g., image, reputation, and knowledge)
2. Can you describe the attributes of the resources that you discussed?

Prompt:

- a. Value
 - b. Rarity
 - c. Inimitability
3. Can you tell me about how your organization managed the resources?

Prompt:

- a. Legislations

- b. Partnerships/networks
 - c. Legacy teams
4. What were strategies to sustain Olympic legacies developed by your organization? And how were the resources utilized in developing the strategies?
 5. What are the impacts of the strategies?

Other

1. Do you have any suggestions for others that we should interview?
2. Are you aware of any documents that you think might be useful to our research?
3. Is there anything else you would like to say on any of the topics we have discussed?

- Thank you -

APPENDIX D

STUDY THREE INTERVIEW GUIDE

Introductory/Background Information

1. Can you start by telling me about your role in the organization?

Prompt:

- a. What is your role on your organization?
 - b. How long you have worked for the organization?
2. Can you describe the career path you have taken to get to this position? (add prompts: educational background? Previous jobs?)

About the Conflicts/Relationship among Stakeholders over the Construction of the Venue in Pre-Games Phase

1. What caused the conflicts? And what escalated the conflicts?

Prompt:

- a. Competing goals
 - b. Conflicting values/interests
 - c. Lack of plans
 - d. Lack of communication
 - e. Lack of reciprocity
 - f. Lack of coordinator
 - g. Institutional issues
2. How could the conflicts be managed/resolved?

Prompt:

- a. Strengthening the role of the Korean government
 - b. Strengthening communication
 - c. Institutional support
3. What were the impacts of the conflicts?

Prompt:

- a. Increasing discussion on the Olympic legacy
- b. Decrease of trust
- c. Negative impacts on governance performance
- d. Weakening or strengthening network

About the Conflicts/Relationship among Stakeholders over the Restoration/Maintenance of the Venue in Post-Games Phase

1. What escalated the conflicts in post-Games phase?

Prompt:

- a. Competing goals
- b. Conflicting values/interests
- c. Lack of plans
- d. Lack of communication
- e. Lack of reciprocity
- f. Lack of coordinator
- g. Institutional issues

2. How could the conflicts be managed/resolved?

Prompt:

- a. Strengthening the role of the Korean government
- b. Strengthening communication
- c. Institutional support

3. What were the impacts of the conflicts?

Prompt:

- a. Increasing discussion on the Olympic legacy
- b. Decrease of trust
- c. Negative impacts on governance performance
- d. Weakening or strengthening network
- e. Unresolved conflict

Other

1. Do you have any suggestions for others that we should interview?
2. Are you aware of any documents that you think might be useful to our research?
3. Is there anything else you would like to say on any of the topics we have discussed?

- Thank you -

APPENDIX E

STUDY FOUR INTERVIEW GUIDE

Introductory/Background Information

1. Can you start by telling me about your primary roles and responsibilities in the organization?

Prompt:

- a. How long you have worked for the organization?
- b. What does an “average” day look like for you?

2. Can you describe the career path you have taken to get to this position?

Prompt:

- a. Educational background
- b. Previous jobs

General Information of Your Organization

1. Can you tell me about the history of your organization?

Prompt:

- a. When was your organization established?
- b. Have there been any major changes in your organization’s structure/goals?

2. Who was foundational in bringing the organization to fruition?

3. Can you tell me about the primary goals of your organization in terms of Olympic legacy?

Prompt:

- a. What are legacies your organization has contributed to (i.e., positive, negative, tangible, intangible, planned, unplanned)?
- b. What is the process that members of your organization go through in order to make the planned legacies possible?
- c. What are the legacy types that your organization aims to create and sustain in the future?

About the Key Stakeholders of Your Organization

1. Can you tell me about important stakeholder groups that your organization work with?

Prompt:

- a. Some examples can be...
 - i. Governments
 - ii. Government/State Agencies
 - iii. National Olympic Committee
 - iv. Other civic/community organizations
 - v. Donors
 - vi. Sport organizations (e.g., IOC and National Federations)
2. Are there any organizations that support/monitor your organization?

Prompt:

- a. Administrative support/monitor
 - b. Financial support/monitor
 - i. Donors
 - ii. Partners
 - c. Legal support (Olympic legacy related legislation)
3. Are there any organizations that your organization monitor/support in terms of Olympic legacy programs?
4. How would you describe the relationship between your organization and the stakeholders that you mentioned?

Prompt:

- a. How did these relationships come about?
 - b. Have any relationships failed?
 - c. What are some strengths (or opportunities) and weaknesses (or challenges) of these relationships?
5. How do you communicate/interact with the stakeholders?

Prompt:

- a. Formal regular meetings
- b. Emails/Phone
- c. Documents

About the Decision-Making Process of Your Organizations

1. Can you tell me about how your organization makes important decisions regarding diverse issues (e.g., legacy programs/policy, operational and financial)?

Prompt:

- a. Is it more centralized (i.e., top level members of the organization make the decisions)?
 - b. Or it is more decentralized (i.e., lower-level members of the organization have a say, too)?
2. Who/which organization consists of your organization's board of directors?
 3. Can you explain the role/composition/authorities of the board of directors?

About Legacy Programs

1. What Olympic venues do your organization own and manage?
2. What are the legacy programs of your organizations? And what are the main goals of the legacy programs?
3. How does your organization evaluate the strategic goal achievement in terms of Olympic legacy programs?
4. Can you tell me about the plans of bidding for the future sport events (e.g., the Winter Olympic Games)?
5. What are the challenges that your organization face in managing and sustaining Olympic legacy?

Other

1. Is there anything else you would like to say on any of the topics we have discussed?
2. Do you have any suggestions for others in your organization that I should interview?
3. Are you aware of any documents that you think might be useful to this research?

- Thank you -