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Consequences of Application to Host 2022 Winter Olympic Games for Tourism in Krakow

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CONSEQUENCES OF APPLICATION TO HOST 2022 WINTER OLYMPIC GAMES FOR TOURISM IN KRAKOW

Abstract

This article highlights the main issues concerned with the consequences of hosting Winter Olympic Games faced by a city. The following research questions were considered:

1. What are the benefits and costs of organizing a mega-event?
2. What consequences does submitting a bid to host the 24th Winter Olympic Games and the 13th Winter Paralympic Games in 2022 have for tourism in Krakow?¹

The answer to the first question was found by means of literature *quaerenda*. The review of secondary sources led to the conclusion that each example of a host city was different and each should be analysed with a rather comprehensive approach: economic, political, social, environmental, sporting and recreational, marketing and tourist in both short- and long-term view.

Krakow wanted to submit the bid to host 2022 Winter Olympics. It might have created both pull (facilitated transport accessibility, communicating to the world the openness and organizational capability of Krakow according to the signalling theory, creating its image) and push factors (motivation to visit one of the Applicant Cities) that would have determined the tourist demand in Krakow.

Keywords: Winter Olympic Games, application, tourism, Krakow

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¹ The article was written in January 2014, when Krakow intended to submit the bid to host 2022 Winter Olympics. After the decision of withdrawing from the bid this is only a theoretical discussion.

Introduction

The Department's Jubilee is a special occasion. The invitation to take part in preparation of an occasional Journal is a great distinction, yet it increases the responsibility for the choice of topic. Thus, while searching for the proper one, I presumed that it should also be special. That is how I came up with the idea of taking advantage of the fact that for the first time in our history, Poland has joined the bid for Winter Olympics with exceptional engagement. The application of Krakow prepared by the city officials brought about a major stir in the society, hence my decision to make an attempt to present the consequences of undertaken actions for tourism in Krakow in an unbiased and academic way. This paper holds the answers to the following questions:

1. What is the influence of mega-events on a host city/region – based on literature *quaerenda*.
2. What is the impact of bid submission on economic, social and environment sectors – based on secondary sources.

Thus, this is a review article.

1. The importance of mega-events for the host city

Olympic Games belong to the group of mega-events. The prefix *mega-* defines both the number of spectators/viewers and the scale of preparations, as well as the importance of the event. It is considered that such events have a major impact on the reception area.² J. Ritchie³ classified mega-events as potentially having economic, tourism/commercial, socio-cultural, psychological and political impacts, out of which each can be either positive or negative and short- or long-lasting. H. Preuss, who also dealt with classification of the effects, coined the term “legacy cube” which shows the holistic analysis approach.⁴

² M. Roche, 2000, *Mega-Events and Modernity: Olympics and Expos in the Growth of Global Culture*, Routledge, London, p. 261; D. Getz, *Event management and event tourism*, “Annals of Tourism Research” 1998, No. 1 (25), pp. 248–249.

³ J. Ritchie, *Assessing the Impact of Hallmark Events*, “Journal of Travel Research” 1984, No. 23, pp. 2–11.

⁴ H. Preuss, 2007, *Global tourism*, R. Conrady, M. Buck (eds.), Berlin, Springer.

There is a shared interest in **economic impact of mega-events** observed in literature. Generally, among positive effects the following can be found: income from the events; increases in employment before during and after the event; improved public welfare and increased local business opportunities due to the inflow of investments.⁵ Among the negative effects the following are listed: higher prices during the event; speculations on the real estate market;⁶ high construction costs, usually burdening the local budget (city) and problem of temporary “crowding out”⁷.

The assessment of the impact of a mega-event is not a trivial task due to the simultaneous occurrence of a number of factors and difficulty with isolating only the event-related ones, problems with gathering data and finally, with the choice of analysis tools.

The increase in the widespread international awareness of the city/region as a tourist destination and the zone for potential investments and economic activity is treated as the economic legacy of a mega-event. This awareness may attract investors and tourists, which in turn shall result in the creation of new vacancies and future economic growth of the city/region.

P. Matos coined the term of “holy trinity”⁸ of mega-events benefits: economic growth, image promotion and general infrastructure, which becomes the “legacy” of the destination after the event.

A few more issues should be mentioned at this point. The assessment of events’ impact is done by means of *ex ante* and *ex post* analyses. The purpose of the first type of analysis is to justify the organization of a particular event and it has to be admitted that they mostly prove its positive balance. Apparently, strong political influences might be found here. As for *ex-ante* analyses, V. Matheson

⁵ W. Song, *Impacts Of Olympics On Exports And Tourism*, “Journal Of Economic Development” 2010, Vol. 35, No. 4, p. 93.

⁶ J. Ritchie 1984, op. cit., p. 261.

⁷ Crowding out might be interpreted in various ways. It is used when determining the choice of one investment over the other and is connected with the situation where public funds are allocated to event-related infrastructure (e.g. stadium, sports arena), whereas financing the current needs of local communities is postponed. On the other hand, it is interpreted as tourists’ resignation from the visit at a given date due to the mega-event taking place and the related increase in tourist movement at the destination. W. Song 2010, op. cit., p. 94.

⁸ P. Matos, 2006, *Hosting mega sports events: A brief assessment of their multidimensional impacts*, Department of land economy University of Cambridge/UK.

indicated two major types: Input/Output method and Computable General Equilibrium (CGE)⁹.

Data collected by A. Rose and M. Spiegel were used by W. Song and S. Kim to show that events such as Olympics, World Championships and Expos have major impacts on the size of export, foreign investments and tourist consumption.¹⁰ The long lasting and permanent impacts of organizing Summer Olympics on the size of export were also discussed by W. Song in his work.¹¹

What should be considered when trying to measure economic impact of a mega-event, is the equivalent annual cost category. High expenditures on building Olympic venue (e.g. Richmond Oval construction) might be the consequence of using cutting-edge energy-saving technologies and solutions (*Ice Battery*),¹² which brings down the costs of operation over its entire lifespan.

Summing up, the net income from mega-events is dependent on the city's ability to take advantage of a strong impulse of staging an event to obtain a sustainable economic growth via changing the economic structure, making use of new infrastructure, attracting other events, forging new business relations between partners/regions. Another thing is the interplay between the scope of benefits and economic condition of the city. The growth in event-related investments and increase in consumption costs is beneficial in case of economic downturn as in economic boom period the economic legacy is weakened and "crowding out" effect may appear.¹³

Despite the problems with measurement, events are still thought to have positive impact on **tourism and commerce**.¹⁴ A direct effect of staging an event is the inflow of visitors willing to watch it. Thus, the size of event directly deter-

⁹ V. Matheson, 2006, *Mega-Events: The effect of the world's biggest sporting events on local, regional and national economies*, College of the Holy Cross, Department of Economics Faculty Research Series, Paper No. 06–10, Massachusetts.

¹⁰ W. Song, S. Kim, 2010, *Estimation of the Economic Impacts of Mega-events*, Ministry of Culture, Sports, & Tourism, Unpublished Manuscript, p. 103.

¹¹ W. Song 2010, op. cit., p. 106.

¹² Vitaliew D, *Canada Aims for Green Games*, "Engineering & Technology" 2010, No. 2, pp. 23–25.

¹³ M. Malfas, E. Theodoraki, B. Houlihan, *Impacts of the Olympic Games as mega-events*, Proceedings of the Institution of Civil Engineers Municipal Engineer 157 September 2004, Issue ME3, p. 214.

¹⁴ J. Ritchie 1984, op. cit., p. 261.

mines the size of tourist movement. However, what should be taken into account is the problem of crowding, the result of which is the loss of visitors who are either not interested in the show or discouraged or scared by the potentially large number of visitors to the destination during the event.¹⁵ As a result, they choose to go elsewhere or to change the date of a visit.

On the other hand, what seems the effect which should be treated as the induced one is the increased post-event tourism in the city/region obtained thanks to great media coverage and recommendations – both personal and posted in social media. Therefore, they should not be ignored.¹⁶

Not once has the International Olympic Committee (IOC) expressed their opinion about the increase in tourist movement in host cities for the Olympics.¹⁷ However, it is the IOC interest to create such image.

The links between mega-events and the level of tourist movement have been discussed in H. Solberg and H. Preuss's works and the aforementioned publication by H. Preuss.¹⁸ As for the wide empirical research in measuring the impact of mega-events on tourism, there is not much to mention, besides J. Fourie and M. Santana-Gallego's work.¹⁹ They applied the gravity model and, with the use of data collected by Rose and Spigel, determined the impact of mega-events on tourism. Their findings prove that such events promote destinations but the legacy depends on the kind of event, participants' country of origin, host country stage of development and the season, i.e. if the event takes place in season or out of season. The same data was used by Song and Kim and their findings show that events like the Olympics and World Championships contribute to the increase in tourist movement.²⁰

¹⁵ N. Chen, 2008, *What economic effect do mega-events have on host cities and their surroundings? An investigation into the literature surrounding mega-events and the impacts felt by holders of the tournaments*, University of Nottingham, Nottingham.

¹⁶ *The Impact of Staging European Football Championships EURO 2012 in Poland on tourism in Krakow*, 2013, J. Berbeka (ed.), Fundacja UEK, http://fundacjauek.krakow.pl/raport_euro2012/.

¹⁷ W. Song 2010, op. cit., p. 96.

¹⁸ H.A. Solberg, H. Preuss, *Major Sport Events and Long-Term Tourism Impacts*, "Journal of Sport Management" 2006, No. 21 (2), pp. 215–236.

¹⁹ J. Fourie, M. Santana-Gallego, 2010, *The impact of mega-events on tourist arrivals*, Working Paper Number 171, Department of Economics, Stellenbosch University, South Africa.

²⁰ W. Song, S. Kim 2010, op. cit., p. 107.

The **physical (material) effect** of events is the construction or modernisation of event structures. The term “legacy” is often used to name these effects. From the city/region point of view, the evaluation of the effects of creating sports infrastructure depends on its future use. What should be done at the project stage is deciding the future use of facilities after the Games. The more multifunctional the facility is, the more opportunities to use it as a venue for various events appear. The more yearlong character it gets, the greater chances for gaining profit and realization of social objectives, including integration and inclusion. Generally, the facilities prepared for the Summer Games have a chance not only to help realise the region’s goals like raising physical culture and recreation level, but also social and cultural ones. Whereas the Winter Games facilities such as ski jumping hills or bobsleigh/luge tracks are rather specialist²¹ and can be later used as training facilities for sportsmen, future events venues or made available for visitors pursuing nostalgic sports tourism.²²

Furthermore, road, accommodation and other objects of infrastructure are either built and/or modernised, as well.²³ Moreover, the public transport network is often enhanced.²⁴ It may be assumed that these changes would not have taken place at all or would not have been introduced in such short time, if it had not been for the event. Some of these changes include revitalising municipal areas, frequently of bad reputation. The event also forces the improvements in telecommunication infrastructure.

The negative side of staging mega-event might be pressure felt by the environment connected with the event or appointed at preparation stage. There is also the problem of overcrowding and occupation of facilities preventing the locals from using them.

As far as **socio-cultural** dimension is concerned, positive impact means the increased interest and involvement of local community in event-related activities. And what is even more important is the reinforcement of regional

²¹ H.C. Alberts, *The Reuse of Sports Facilities after the Winter Olympic Games*, “FOCUS on Geography” 2011, Vol. 54, No. 1.

²² J. Berbeka, 2013, *Ewolucja form i roli obiektów sportowych w turystyce miejskiej* [Evolution of forms and roles of sport venues in city space – in Polish], *Zeszyty Naukowe Uniwersytetu Ekonomicznego w Katowicach* nr 147, Katowice, pp. 9–20.

²³ J. Ritchie 1984, op. cit., p. 261.

²⁴ M. Malfas, E. Theodoraki, B. Houlihan, op. cit., p. 215.

traditions and values. Another positive legacy of staging a mega-event might be the increase in sports and recreational activity of local community. Some further conclusions were drawn concerning the impact of high involvement in physical activity on wellbeing, quality of individuals' and communities' lives, increasing social coherence, limiting exclusion.²⁵ As far as negative legacies are concerned, what seems a threat is a kind of commercialisation of activities, which may take social or individual character. Moreover, modification of the event itself might take place in order to attract more tourists.²⁶

Data collected in Barcelona make for the empirical justification of the above theories regarding the positive aspects. After the 1992 Olympics, growth in participation of new social groups in sports was observed. What was also observed was the higher number of individuals using municipal leisure centres, which rose by 46 thousand, and higher number of women participating in sports activities, which rose from 35% in 1989 to 45% in 1995²⁷, i.e. by 10 pp. What is more, in 1994, more than 300 thousand people took part in street sporting events.²⁸ It is said that the growth in social participation of Catalan People was the effect of renewed local community spirit caused by the Games. Similar effects were observed after the Games in Atlanta. It was emphasised that it elicited the growth of national pride and that 93% of the state of Georgia residents expressed the opinion that it had a positive impact on the local community spirit.²⁹

Psychological effect of staging mega-event is sometimes the improved local pride and communal unity. However, some negative consequences might be listed, like the tendency to keep defensive attitude concerning the region and significant probability of misunderstandings leading to civil unrest of different intensity between the locals and tourists.³⁰ These issues are hard to measure and literature does not provide the results of representative study in this range.

²⁵ I. Hooper, 2001, *The value of sport in urban regeneration*. in: *Sport and the City: the Role of Sport in Economic and Social Generation*, C. Gratton, I. Henry (eds.), Routledge, London, p. 16.

²⁶ J. Ritchie, 1984, p. 261.

²⁷ M. Malfas, E. Theodoraki, B. Houlihan, op. cit., p. 214.

²⁸ E. Truno E., 1995, *Barcelona: city of sport*, w: *The Keys to Success*, M. De Moragas, M. Botella (eds.), Centre d'Estudis Olímpics de l'Esport, Universitat Autònoma de Barcelona, Barcelona.

²⁹ T. Stevens, B. Bevan, *Olympic legacy*, "Sport Management" 1999, No. 9 (19), pp. 16–19.

³⁰ J. Ritchie, 1984, op. cit., p. 261.

Political significance of mega-events is brought to the higher international recognition of the region and its attributes. It also involves supporting the values followed by government and local people.³¹ Apparently, the decision concerning the bid for hosting a mega-event is political. The right to organise the event is granted to the cities. Single cities or regions are usually not capable of managing financial side of preparations for the event on their own. They need support from the government, which means government's consent to apply for the event. This, in turn, is connected with the attempt to achieve own political or economic objectives and playing a kind of game. Certain micro-political factors appear and some elevated people try to take advantage of mega-event to build their own political capital and image.³²

Another threat that emerges is the risk of taking economic advantage of the local community in order to gain political advantage and distortion of the real nature of the event in order to express political views of given authorities.

Summing up, it should be stressed that the impact of mega-events on the reception area depends on:³³

- the kind of sport – niche sport disciplines attract lower number of tourists; however, the popularity of disciplines differs according to a country/continent,
- the size of event,
- way of organizing and the length of games,
- advertising tools and other components of tourism marketing,
- the level of competition – from the regional to national and international,
- existence of event-related infrastructure which enables taking advantage of leisure time,
- localization of contests – big and well-known cities have the advantage over the unrecognized ones and the proximity of shopping facilities contributes to the growth of economic index.

³¹ Ibidem.

³² J. Berbeka, 2004, *Marketing w sporcie* [Sport Marketing – in Polish], Wydawnictwo AE, Kraków, p. 55.

³³ J. Higham, 2005, *Sport tourism destinations: issues, opportunities and analysis*, Elsevier, Oxford, p. 72.

A review of literature shows that there is an impact of mega-events on the host city/region or even a country. It also shows that legacies are not unequivocal and may be of different character. This leads to the conclusion that further research, search for methods and tools most useful for effect analysis should be undertaken.

2. The importance of submitting the bid to host Winter Olympics for tourism in Krakow

The idea to stage the Winter Olympics in Poland first appeared in 1993. Unfortunately, the bid was declined in 1999 by IOC. In 2012 the idea to organize the Winter Olympics in Krakow arose and appropriate actions were taken in order to make it viable. The Council of Krakow and the Board of Małopolska have passed appropriate regulations. "Krakow 2022 Winter Olympics" Submission Committee and its chairman, Jagna Marczułajtis-Walczak have been appointed. Being aware of the size of undertaking in terms of organization and logistics, the authorities and institutions involved in the project have tried hard to establish cooperation and partnership for the project. The official invitation sent by the Mayor of Krakow and Marshal of Małopolska Region to the presidents and mayors of cities and municipalities whose infrastructure is capable of staging mega-event was promptly accepted. Pertinent contact has also been made with Slovakia authorities on the ministerial level and in March 2013 the "Letter of intent to support Krakow's candidature for the host of Winter Olympics and Paralympics in 2022" was signed by the Governments of Poland and Slovakia. On 10th May 2013 Polish *Sejm* passed a resolution on granting support to the city of Krakow bidding to stage the 24th Winter Olympics and 13th Winter Paralympics in 2022 together with the Tatra Region located on both sides of the Polish-Slovakian border.

Olympic Games is an international, multitask and multiphase project which involves many entities and a lot of financial expenditures allocated from the budgets of both local government units and the Polish and Slovakian governments, not to mention the contribution of sponsors. The Ministry of Sport and Tourism decided to take responsibility for coordinating the entirety of tasks.

Not only did the project brought about a discussion in Krakow, but also in the whole Małopolska Region. Numerous initiatives either to negate or support it have come to life. They naturally concentrate on the question if Krakow and Poland can afford to stage the event. It seems that answering this question has to be postponed till March 2014, when the preliminary costs will be presented and submitted.

The effects of application and organization per se might be divided into economic, social, environmental and sporting. In the case of economic, it is the Minister of Sport and Tourism who allocated PLN 2.5 million in 2013 to subsidies for organizing and promoting sport by supporting the bidding process for hosting the Winter Olympics and Paralympics in 2022 in Krakow. A mere fact of Krakow competing against Oslo, Almaty, Beijing and Lviv has already enhanced the city image abroad. Referring to the Fry and Willis's statement about places on margin³⁴ - and Krakow is one of them for the majority of the globe, especially for its Asian part – the application itself contributes to building the awareness of the destination and creation of city brand. In this light, Malotch's conception of the "city as the machine of growth" seems justified and what is more, it can be perceived as positive. The city should be capable of enterprise (entrepreneurial city)³⁵ and competitive (competitive state)³⁶ as required by the global competitive market and expected by the entities operating there.

Decisions concerning the infrastructure have already been made, e.g. construction of the two-lane road to Rabka and extension of runway in Krakow Airport; investments awaiting realization for years and now advanced as a result of the application.

A. Rose and M. Spiegel talk about "signalling model", relating to the increase in foreign trade turnover of the candidate country wishing to stage Olympic Games.³⁷ The authors claim that just the fact of taking part in a bid for staging the Olympics is a kind of signal of the future liberalization of economy, which as a result leads to the increased turnover in the international trade. The authors

³⁴ T. Fry, A. Willis, *Expo '88: backwoods into the future*, "Cultural Studies" 1988, No. 2 (1), pp. 127–138.

³⁵ D. Harvey, 1989, *The Condition of Postmodernity*, Blackwell, Oxford, p. 17.

³⁶ B. Jessop, 2002, *The Future of the Capitalist State*, Polity, Cambridge.

³⁷ A.K. Rose, M.M. Spiegel, 2010, *The Olympic Effects*, Working Paper, University of California, Berkeley.

indicated a strong, statistically relevant link between the increase in export and import and the participation in the bid to host Summer Olympics.

The process of building social capital which is the attempt to integrate the environments (Krakow, Podhale Municipalities) in the name of common objective has begun. This is an important aspect of relations among the supply side tourism operators in Małopolska Region.

Following the application to stage the Olympics, Krakow must take active part in improving the condition of environment, including the quality of air in the city. However, the latter problem needs to be addressed irrespectively of the event-related actions.

The possibility of organizing the Olympics resulted in creating a comprehensive programme to prepare future national representatives. As a result, the National Programme for Winter Sports Development's presumptions were made.

The successes of Polish sportsmen in Sochi 2014 Olympics justify their engagement in striving for training facilities. It seems enough for a reason to create social legitimization for building such infrastructure (or at least a part of it), which is equally important for staging the Olympics.

Conclusion

The literature review proves that organizing mega-events, including Winter Olympics, brings benefits. However, it also requires dramatic expenditures. The experiences gained by other host cities are various as their starting positions were unique in terms of their level of economic development and infrastructure available, as well as their preparation strategies, which also differed. Apparently, they should be appreciated as good practice for Krakow.

The decision to bid for the Olympics and Paralympics seems to be thoroughly thought over by the city and voivodship authorities and consulted with the central bodies. Nevertheless, it has not won public acceptance yet, which is a key factor for success and striving after it based on strong arguments and dialogue is crucial.

It can be stated that submitting the bid to organize the Winter Olympics by Krakow could be a pull factor increasing tourist demand by improving the transport and communication accessibility of the city, advertising which contributes to building city awareness and enhancing city image, that is creating the brand.

This might turn into a push factor encouraging foreigners like Asians to visit and explore these uncharted regions.

These theoretical assumptions will stay assumptions because Krakow's citizens decided that they didn't want to host the Games and Krakow withdrew its candidature, so they will not be verified.

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KONSEKWENCJE APLIKOWANIA O ZIMOWE IGRZYSKA OLIMPIJSKIE 2022 DLA TURYSTYKI W KRAKOWIE

Streszczenie

W artykule podjęto temat konsekwencji pełnienia roli gospodarza Zimowych Igrzysk Olimpijskich dla miasta. Postawiono pytania badawcze: Jakie są korzyści, a jakie koszty podjęcia się organizacji mega wydarzenia?

Jakie skutki dla turystyki w Krakowie ma aplikowanie przez miasto o prawo do organizowania XXIV ZIO i XIII Igrzysk Paraolimpijskich w 2022 roku?

Odpowiedzi na pierwsze pytanie dostarcza kwerenda literatury. Przegląd źródeł wtórnych prowadzi do wniosku, że każdy przypadek miasta goszczącego był inny i należy go rozpatrywać w ujęciu całościowym: gospodarczym, politycznym, społecznym, środowiskowym, sportowo-rekreacyjnym, marketingowym i turystycznym, w dodatku w krótkim i długim okresie.

Zgłoszenie kandydatury Krakowa do organizacji Igrzysk w 2022 roku tworzy zarówno czynniki pull (poprawa dostępności komunikacyjnej miasta, zgodnie z teorią sygnałną komunikowanie światu otwartości i kompetencji organizacyjnych Krakowa, kształtowanie jego wizerunku) jak i push (motywacja odwiedzin jednego z miast-kandydatów) determinujące popyt turystyczny w Krakowie już obecnie i w najbliższych latach.

Słowa kluczowe: Zimowe Igrzyska Olimpijskie, aplikowanie, turystyka, Kraków