IMPLEMENTING PLACE MARKETING POLICIES IN EUROPE: A COMPARATIVE EVALUATION AMONG GLASGOW, LISBON AND PRAGUE

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ABSTRACT

The purpose of this paper is to present a comparative evaluation of the implementation of place marketing policies in Europe. The cities that are examined are Glasgow, Lisbon and Prague. The evaluation uses data from particular promotion and strategic plans that each city planned in order to promote its image to the potential target markets effectively. This paper proposes the view that the effective implementation of place marketing policies is based on the satisfaction of some very important criteria that cities should take into consideration in order that these policies do not become a hindrance to the cities' development.
Keywords: city's distinctive characteristics, Glasgow, internal and external environments, Lisbon, place marketing policies, Prague, productive system, strategic planning.

1 INTRODUCTION

In the course of the last 20 years, cities, mainly in Europe and America, have become increasingly conscious of the processes and the challenges that shape the new economic and competitive environment globally and influence their own survival [1, 2]. Globalization and international competitiveness have deeply influenced the competitive profile of these places, creating powerful levels of their attractiveness [3]. The creation of an attractive and competitive city image is a major necessity constituting an extremely important part of economic regeneration [4]. This necessity leads cities to plan and implement particular place marketing policies in order to reconstruct or create a fresh image and become attractive and favorable to the potential target markets – new investments, tourists, new residents, etc. (i.e. in the cases of Rotterdam and Detroit [5, 6]; Edinburgh [7]; Salzburg [8], the Republic of Croatia [9]; Malta [10], and Hong Kong [11], as tourist destinations).

In order to present the effectiveness of place/city marketing, this paper uses secondary data from three European cities: Glasgow, Lisbon and Prague. The main scope of this paper is to compare the promotional policies of these places using a number of criteria based on strategic planning process and which we assume are crucial for place marketing to be implemented effectively. Of course, the availability of primary data (i.e. the use of an appropriate questionnaire to collect responses from various groups, such as tourists, visitors, enterprises and also residents) will be helpful, but at the current moment, not reflected by the scope of the paper. The selection of the places is not random. Different development powers and different political, financial and social environments characterize each of the three cities. But there are some similarities too. All the cities have a multifunctional character and, for the last 15 years, are the top 30 best urban places in Europe where enterprises choose to develop their economic and business activities [12].

In particular, Glasgow has been acknowledged worldwide for its high level of culture and rapid development in the cultural and tourism sectors, upgrading its financial background and reinforcing its competitiveness among cities in Europe and elsewhere. Lisbon, the capital of Portugal, belongs to the capitals of countries which, although are members of the European Union, are also among the less economically developed countries of the world (according to the EU criteria). Prague, the

capital of Czechoslovakia, is one of the metropolitan cities of Central Eastern Europe, which, after its transition into the new European environment, is seeking a new identity and mechanism to adapt to the standards of the Western European metropolitan areas.

2 PLACE MARKETING AND CITY COMPETITIVENESS: AN INTERESTING DEBATE

Place/city marketing is not a new phenomenon. The first efforts to promote place image were undertaken during the initial stages of colonization of the continent of North America, where local boards of trade, chambers and town councils sold their towns to potential settlers and investors (e.g. the city of Wichita in Kansas as *Metropolis of the South West*) [2, 13]. In the last few decades, place marketing constitutes one of the most interesting subjects concerning development and competitiveness of cities [14–18]. Harvey [19] pointed out that the concept of 'place marketing' or 'city marketing' has become critical to the efforts of many localities to achieve a competitive advantage for activities of production, consumption and administration, or simply to leverage further resources from the state.

According to Short and Kim [20], the realization of city marketing or urban marketing as a procedure is based first of all on the realization of the procedure of marketing as a science and as a practice. In order to clarify the procedure of place/city marketing, we have to make two differentiations. First, the difference between marketing and place/city marketing is very important. Adopting Kotler's position [21], the marketing procedure concerns the production, distribution and promotion of goods (product or service) into a particular market and its purchase by the potential consumer. In the case of a place or a city, the city's image is the 'produced goods'. We do not use the term 'product' or 'service', but instead use the term 'goods', because a city or a place constitutes a multiple combination of products and services, which are called 'local distinctive characteristics' [22, 23] that finally construct the image of the place as a whole [24]. Second, the difference between the terms *selling* and *marketing*. Selling is the main aim and particularly the final objective of the promotion phase of place/city marketing. Marketing is the strategic procedure that is designed and performed to sell something successfully. According to Holcomb [25], the orientation of marketing concerns the effective development of countries/cities through strategic planning procedures.

Place/city marketing can be defined as a process whereby local activities are related as closely as possible to the demands of targeted customers. The intention is to maximize the efficient social and economic functioning of the area concerned, in accordance with whatever wider goals that have been established. This definition significantly shifts the secondary definitions of product, customers and goals compared to conventional marketing [26], or according to Kotler *et al.* [17]: place marketing refers to 'a place planning procedure concerning the satisfaction of the needs of target – markets. It could be successful when it satisfies two main parameters: (a) The enterprises' and the residents' satisfaction with the purchase of goods and services that the place provides, (b) the satisfaction of the expectations of potential target markets (enterprises and visitors), as long as the goods and the services that the place provides to them are those that they wish to get'.

On the other hand, the phenomenon of competition of places/cities has been an extremely interesting research area for many scientists, since it has been related to dramatic changes in the distribution of economic power. Also, according to Lever and Turok [27], places do not compete like commercial enterprises. Places compete in order to increase their attractiveness to the potential target markets (mobile investments, tourism, big events and specialized human resources).

Following the attitude of economic geographers [28–30], the phenomenon of territorial competition has been identified as a procedure in which units are activated and operate at regional economic levels, seeking to promote this economy as a 'location' for the development of economic actions in competition (directly or indirectly) with other territories. Mainly, they are oriented toward the fact

that local development policies are created by local decision makers in order to influence the city's selection process by potential investors. However, out of these development policies, the ones with the lowest influence and importance, especially the attraction of mobile investments, are those related to the city's direct promotion and advertisement.

Although the significance of place marketing is supported by the existence of various successful cases regarding several cities, it is questionable as a procedure since it manifests some main weaknesses. These weaknesses concern the analysis of cities' internal environment, the correct identification of the potential target markets, the development of particular strategies aimed at the satisfaction of the expectations of potential target markets, as well as the existence of a methodology to measure place marketing effectiveness. A further disadvantage is the unjustified control of the effectiveness of the planning and implementation of development policies used by local public authorities. This fact is especially important since the implementation of strategies such as place marketing, includes the active co-operation of public authorities both with the private sector and the residents of the area [31].

Metaxas [24] argued that the effectiveness and success of place marketing is based on certain criteria (Table 1) concerning the implementation of a strategic planning process that could be carried out in any kind of city (concerning city size, productive dynamics, financial structure, population, the level of public capacity, historic background, etc.). These criteria of success are separated into specific goals that each city has to identify and specific methods/ways of satisfying these goals. The main hypothesis is that each city constitutes a complicated organization and particularly a *productive system* [24] or a *local productive system* [32, 33] with a specific and distinctive role in the local and regional economic development process, and the image of the city is a *productive good*, which concerns the efforts of the city to become attractive to the potential target markets and competitive among other similar cities. The creation of a powerful image is part of the entire marketing process. The production of this 'good' is not something random. It is a continual process with specific development stages. It is based on the identification of the city's vision, identity and distinctive characteristics and finally the beliefs, ideas and impressions that people have of the place/city [17].

Table 2 presents some of the global implementations of place marketing policies and the main goals and methods that have been used per case. In all the cases, the cities used specific ways of planning, and in most cases, those similar to each other, to create, support and promote a competitive and attractive image.

3 PLANNING AND IMPLEMENTING PROMOTIONAL POLICIES

In a number of recent studies, there has been an attempt to evaluate the effect of promotion policies on cities' competitiveness. Cheshire and Gordon [28] try to answer the following question: 'Is cities' competition beneficial for the greater community?'. They argue that an evaluation of promotion policies is required to categorize those that are pure waste, i.e. those with no benefit for the city and the greater area, those with only local benefits but with no positive effect on the greater area and, finally, those which ultimately create a pure benefit not only for the city dwellers but also for the wider community.

The answer to the above question is found in the existence of specific decision making groups (city councils, chambers, consultant agencies, etc.), which act in a city's environment by planning and implementing promotion policies, expressing their preferences in attitudes of strategic nature and offering, at the same time, consultancy services to those who take decisions on the city's environment [42]. Furthermore, Kresl and Singh [43, 44] in their analysis, introduce the element of

Table 1: Place marketing effectiveness and success criteria [24].

Criteria based on strategic planning	Reasons of importance
Goals	
1 Adoption of place/city marketing by a city's community (internal forces)	This necessity arises because cities have to adopt new strategic methods and plans to remain or to become competitive with each other.
2 Identification of a city's vision	A city's vision relates to the city's future. It is very important to answer the question: *what do the community's businesses and residents want the community to be?* [17]. The identification of a city's vision constitutes the first step in setting up the goals of development.
3 Setting up primary goals	Setting up primary goals is a strategic step, very common in a business environment. In a city's case, it is related to the primary goals of the development sector. For instance, tourism or culture development is associated with the urban tourism development or with the development of special events, etc. When combined with the city's vision, the primary development goals constitute the city's main development axis.
4 Identification of a city's distinctive characteristics	Each city has some special characteristics associated with the city's historical background, creating something different or special for the city's profile. These characteristics constitute the 'local distinctiveness'.
5 Creating and managing a city's image	Kotler *et al.* [17], describing the 'Strategic Image Management' (SIM), proposed that in order to create an effective place/city image we should examine the following issues: (a) What determines a place's image? (b) How can a place's image be measured? (c) What are the guidelines for designing a place's image? (d) What tools are available to communicate an image? (e) How can a place correct a negative image?
6 The creation of competitive advantage	The creation of a competitive advantage refers to the ability of a city to become competitive in a particular development sector and to increase its market share among other competitive cities.
7 The creation of a brand name	The creation of a brand name refers to the worldwide acknowledgment of a city. Place branding relates to the ability of a city to provide continuous satisfaction to the demands and perceptions of the potential target markets.
Methods/ways	
8 Partnerships between public local authorities, enterprises and residents – co-operative marketing	In opposition to Kotler *et al.*'s thesis [17], which argues that places must rely more on the private sector to accomplish their tasks, we propose that the public sector's role is also important since there is a variety of successful examples of partnerships between public and private sectors with regard to a city's development and competitiveness.
9 SWOT–PEST analyses	One should identify a city's strengths, weaknesses, opportunities and threats – SWOT: internal environment – the *microeconomic analysis level*. PEST analysis refers to the impacts of political, economical, social and technological factors of the indirect external environment on a city (nationally and internationally – the *macroeconomic analysis level*). These analyses answer the three very crucial questions: What is the city's position now? Where do we want to go in future? What methods/means will we use for this purpose?

Table 1: Continued

Criteria based on strategic planning		Reasons of importance
10	The existence of a city's particular public promotion office manned with specialized staff. The executives of this office should operate and be motivated like business executives	We argue that this office has to be public because the development of a place/city marketing procedure must be under the supervision of Urban Management. We could also agree with the views of Kotler *et al.* [17] that actions associated with industrial, technological or promotional projects concern the private sector rather than the public. But in the current situation, the produced goods form the city's image and, in order to promote this image effectively, the city must have a particular public office manned with specialized staff.
11	Ranking primary actions based on the degree of their importance	The creation of action categories and their ranking according to their importance (per development sector) provides the ability to evaluate, control, differentiate or refuse actions or action phases.
12a	Market research (a city's external environment)	It is necessary and important for the following reasons: (a) evaluation of the development trends and attitudes, (b) evaluation of the needs and expectations of potential target markets, (c) exchange of experiences and knowledge with other cities, (d) exploitation of development opportunities in foreign markets, (e) building effective partnerships with foreign organizations, (f) analysis of competitors, etc.
12b	Market research (a city's internal environment)	It is necessary and important for the following reasons: (a) creation of the city's vision, taking into consideration the appreciation of citizens, enterprises, visitors, organizations and local authorities, (b) identification of the target markets, (c) examination of the relationships between citizens and local authorities, (d) evaluation of the partnerships between the private and public sectors, etc.
13a	Segmentation of the internal target markets	A city's 'products' and 'services' are aimed at different target markets (based on different income levels, quality of life, hobbies, attitudes, purchasing behavior, audience psychology, etc.)
13b	Segmentation of the external target markets	It would be useful for the place marketing planners to segment all the potential foreign organizations, institutions, development agencies or foreign local authorities with which the city could have partnerships in the future.
14	Creation of a city's promotional package	It requires specialized knowledge to consider the selection and performance of innovative promotional actions that create a competitive and attractive image of a city towards potential target markets.
15	Strategic planning per action, flexible action plans	Besides the generic strategies performance, there are also specific strategies, tactics and alternative scenarios per development action. The necessity of using different strategic scenarios, most of the time, derives from the specific development needs that each of the development sectors has.
16	Feedback procedure and evaluation of place marketing policies	This procedure provides an obvious picture of a city's marketing policies that have been applied, evaluates the outcomes and measures the degree of effectiveness of each action, taking into account their impact on the city's economic development and competitiveness.

Table 2: Place marketing cases (Goals and methods of planning).

Cases	Main goals	Methods and ways of planning
Coimbra and Aveiro cases in Portugal [34]	Seeking cities' centers, economic development and re-imaging.	Making internal environment analysis of the city, evaluating the conditions that affect accessibility in town centers, the conditions that affect the attractions and distinctive characteristics of the city, the conditions affecting amenities and, finally, the development actions.
Johannesburg inner city [35]	Creating an image of a competitive city, based on its vision, goals and strategies.	Promoting the city's distinctive characteristics and creating financial opportunities through place marketing procedure.
Arabianranta and Toolo By in Helsinki [36]	Reconstruction of the cities' image and strengthening of weak places.	Focusing on the concentration of urban planning through the participation of the cities' internal actors, evaluating their role and their contribution to the cities' development actions.
Town center management in UK [37]	Raising the profile and the awareness of the localities to residents and visitors.	Using a combination of place marketing and town center management as a main tool in the development and competitiveness of cities.
York [38]	Focusing on the distinct image of the city (seeking the city's distinctive characteristics) for tourism development.	Developing place marketing, performing market research analysis and educative and communicative programs in order to encourage and develop partnerships between local public authorities and the private sector.
Singapore [39]	Creating an image of Singapore as the 'intelligent island'.	Establishing information technology as a key factor of the island's competitiveness and developing particular strategies through the analysis of the particularities and the distinctive characteristics of the IT sector.
North-Rhine Westphalia [40]	Examination of the relation between vision and creativity.	Focusing on communication strategy and analysis of the internal and external regions' environment, and learning by developing a model in which all the actors could work in a flexible and effective way.
Manchester [41]	Focusing on an alternative type of development: cinematographic images.	Using alternative images to develop heritage tourism and focusing on a development product by searching the city's historical background.

Author's elaboration.

strategic planning. In their analysis, strategic planning constitutes the stage of planning and development of policies, since an investigation of the urban environment has taken place. In particular, they develop a methodology for measuring the competitiveness of a specific urban economy, which has a character of quantitative and comparative analysis. Their basic aim is to identify the strengths and the weaknesses in the internal environment of cities. This is a fact of major significance since it orients the planning actors towards specific actions.

The issue of *organizing capacity* is very important and works supplementary to the total strategic planning. Aucoin and Bakvis [45], referring to the ability of the public sector to generate development policies, propose that despite the changes in the structure and organization of public services in the last two decades, the public sector remains unattractive as far as career potential is concerned. As a consequence, it still seems difficult to recruit people with the right skills. The above approaches, eventually, lead to the investigation of the public authorities' capacity to organize the planning and the implementation of development policies in the internal environment of cities. The approaches of van den Berg *et al.* [46–48] are representative of the analysis of the issue considered. Their approaches base their analysis on the implementation of an international comparative investigation on the issue of 'organizing policies' ability' in eight metropolitan regions of Europe, evaluating 15 major projects in eight European cities.

According to van den Berg *et al.* [46, 47], 'organizing capacity' is termed 'the ability to assure the active participation of all urban development actors so that, through this participation, new ideas will be produced and policies will be planned and implemented, which will correspond to critical development issues and create, at the same time, the conditions for sustainable development.' Furthermore, they propose that the main factors that contribute to the creation of an effective organizing public capacity are: (a) *the structure of the administrative organization*; (b) the existence of *strategic networks* among the participants; (c) the *leadership and entrepreneurial spirit* of the leaders of the organizing procedure; (d) the *vision* and the *strategy* based on the fact that the existence of planning and implementation of particular development strategies in a city's environment requires the identification of a city's vision; (e) *spatial-economic conditions*, which refer to the opportunities and threats in the frame of the new economic and international environment, that cities should organize strategic action plans in order to face or to exploit the new challenges; and, finally, (f) the *political* and *societal* support, which refers to the reinforcement of various political forces at national and international levels, as well as the contribution of actors to the internal environment of the city (i.e. residents or other specific groups, e.g. investors). Research by van den Berg *et al.* [46, 47] has shown that the important factors towards the creation of organizing capacity in the implementation of planning and policies are the clear determination of a city's vision, the ability to develop strategic networks and, finally, the leadership.

All the above-mentioned factors lead to the seeking of the existence of those groups in the internal environment of cities, which, having the willingness as well as knowledge, will act strategically towards organizing the planning and the effective implementation of the selected competitive policies. However simple this issue may seem, it is very difficult to be implemented because of two main reasons: (a) Although the meaning of strategic planning is based on the principles concerning a business environment, we cannot assume that 'managing a city' is the same as managing an enterprise. Enterprises have a clear leadership and ranking structure, with specific development and profit goals. On the contrary, in the case of cities, we have conflicting groups with opposing interests and different goals [16]. (b) The local authorities have little experience in entrepreneurial matters, being dependent most of the time on superior administrative actors [48].

4 PROMOTIONAL POLICIES IN GLASGOW, LISBON AND PRAGUE

4.1 The case of Glasgow

The case of Glasgow is characteristic of the planning and implementation of promotion policies and marketing. The virtual and strategically devised promotion of the city's image started, mainly, in the beginning of the 1980s with the support of its architectural traits and emphasis on the development of cultural activities through the Glasgow Action Promotion Company [49, 50]. In 1983, the Glasgow Council planned and performed a dynamic marketing and self-promotion campaign. With the main aim of supporting the entrepreneurial and institutional interests of the city, the slogan *Glasgow's Miles Better* became the motto and symbol of an altered city, which was trying to adapt as well as possible to the new post-industrial era. The *Glasgow's Miles Better* campaign was one of the best promotions ever mounted by a British city and won the International Film and Television of New York Award, no fewer than four times, between 1983 and 1987 [51].

See Glasgow, see culture [50] was the slogan used in 1990, when Glasgow was designated the European Capital of Culture. Glasgow's main goal was not to be acknowledged as a cultural city of Europe, something that was obvious before, but to remain a competitive cultural city and to certify its competitiveness by creating a competitive and comparative advantage in the cultural development sector. The investment in the place marketing procedure constitutes the first main aim of the proposal put forward for the nomination of Glasgow as a *Capital of Culture*, and this is proved by the fact that the local authorities commissioned the advertising company Saatchi & Saatchi to develop a promotional strategic plan for the support of Glasgow's city image. The main orientation of the strategic planning involved Glasgow's economic development through attracting not only tourists but also domestic and foreign enterprises to select Glasgow as the appropriate location for setting up business. In 1990, Glasgow was the first British city to implement a strategy where the arts were used as a catalyst for urban regeneration – a revolutionary model, which has since been replicated worldwide. The positive economic repercussions of this successful policy have been huge and are still being felt well into the new millennium.

Through this particular strategy, Glasgow has managed to create a competitive advantage among other European cities, since its specialization in the culture sector has been acknowledged. This is also clear from the slogan *An Arts Capital of Europe* [17]. It is very important to mention that the year 1990 was used effectively as a tool/means for the city's regeneration. Efficient co-operation and partnerships were developed between the public local authorities and the private sector, such as: 'Glasgow's Action', Greater Glasgow Tourism Board and the Scottish Development Agency that has its headquarters in Glasgow [50].

In the last few years, the planning and the implementation of a specific plan for the improvement of the city has been one of the main development axes of the Glasgow Tourism Action Plan (2002–2007). The development of a co-ordinated Glasgow Marketing Campaign aims to support the brand identity of the city and to improve both the promotion of the city and the visitor experience [52]. Under the slogan *Glasgow: Scotland with style*, the new brand will position Glasgow as a cosmopolitan European city as well as a modern, dynamic location for investment and tourism. Despite a down-turn in visitor numbers to Scotland in recent years, Glasgow has maintained a high level of visitor numbers (Figs 1 and 2). In 1999, Glasgow had a total of 2 million visitors, 1.5 million from the UK and 0.5 million from overseas. These visitors spent a total of £375 million in 1999; Glasgow has managed to enhance the number of visitors and their expenditure, every year, since 1991. Furthermore, the Glasgow Economic Forum [53] established a joint economic strategy for the period 2003–2005, which reflected the overall vision of the city: 'to build on Glasgow's distinctive qualities to develop a
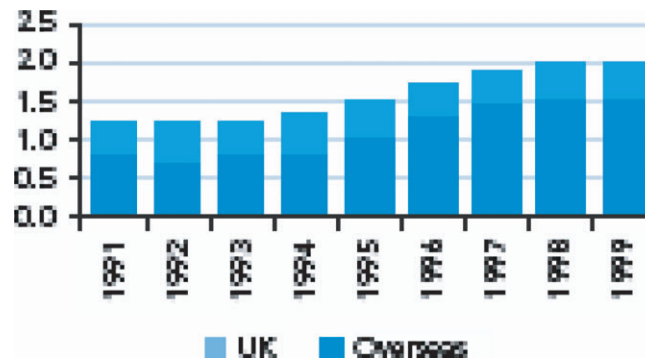
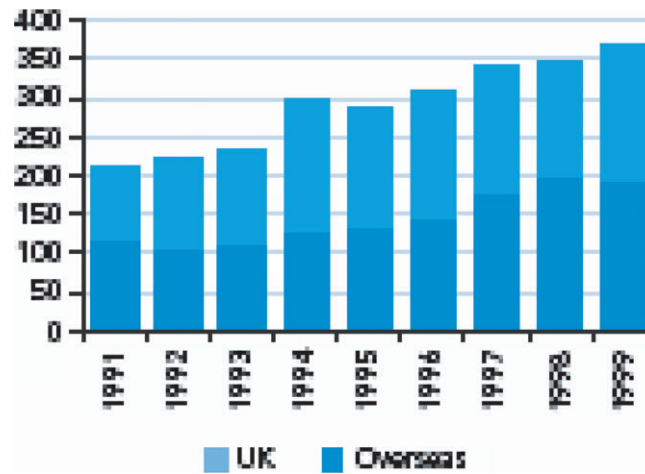Figure 1: Millions of tourists visiting Glasgow. Source: *Greater Glasgow and Clyde Valley Tourist Board.*

Figure 2: Tourism expenditure in Glasgow (£ million). Source: *Greater Glasgow and Clyde Valley Tourist Board.*

dynamic, internationally competitive economy which creates wealth and provides quality, sustainable work opportunities for all residents of the city.' One of the main goals of this strategy was to enhance the *International and National competitiveness of Glasgow,* with the preparation of a new *Joint Marketing Plan* for all outward promotional activities of the city. The primary axes of this plan were the nurture of world class achievement, the development of Glasgow's image and the improvement of its marketing, focusing especially on co-operation with Edinburgh in particular areas with mutual benefit (i.e. tourism, financial services, research and innovation), and finally the development of better linkages within the region of the city in areas such as labor supply and transport infrastructure. It is very important to mention that in this joint economic strategy, the Glasgow Chamber of Commerce, the Federation of Small Businesses, the Glasgow Alliance, the Glasgow City Council, the Glasgow Further Education Colleges, the Greater Glasgow and Clyde Valley Tourism Board, the Jobcentre Plus, the private sector, the Scottish enterprise Glasgow and the Scottish Trade Union Congress participated.

4.2 The case of Lisbon

The system of modern urban planning began with the director plan – *Plano Director Municipal* – legislated in 1982 (Law Decree 208/82) [54]. After Portugal's integration into the European Community in 1986, the strategic planning procedure changed its character and became more complicated concerning economic, social and political policies [55]. It is important that strategic planning was presented and developed as part of a total development system based on the participation and contribution of the main public and private sector organizations, operators and institutions at both municipal and metropolitan levels. Furthermore, strategic planning constitutes an efficient tool for development and achievement of local actions [56]. The main five challenges that the strategic planning of Lisbon has to identify concern the following: (a) to regain Lisbon's population and rejuvenate it, (b) to improve accessibility and mobility within the city and its metropolitan area, (c) to improve the environment and the cultural heritage, (d) to modernize Lisbon's economic base and to increase the economic competitiveness of the city, (e) to increase social opportunities [54].

Russo and van der Borg [57], referring to the research conducted by the European Institute of Comparative Urban Research in four cities in Europe (Lisbon, Rotterdam, Turin and Lyon), mention that although Lisbon is the most celebrated and visited city of the four, it has an extremely 'peripheral' character. The Strategic Plan of 1992 has primarily been developed in order to present and project in the future an image of the city, focusing on four specific goals [54, 56]: (a) to become attractive to live and work in, (b) to become competitive among the other European cities, (c) to be considered as a metropolitan capital and (d) to endow Lisbon with a modern, participating and efficient administration. The central scope of the Strategic Planning of Lisbon has been oriented to the creation of Lisbon as an 'Atlantic Capital of Europe' regardless of the existing debate that surfaced recently, concerning the potential of the urban areas for vitality and their development across the Atlantic Ocean, and furthermore to establish an effective development framework so that Lisbon will become one of the most attractive European metropolitan areas in future. In the last few years, the need to close the gap with other great European capitals and to compensate for its location disadvantage have pushed the city into planning and implementing certain mega events in the last decade, such as: the Portuguese Presidency of the EU in 1992, the designation of Lisbon as the 'Capital of Culture' in 1994 and EXPO 98 [54, 56]. According to van den Berg *et al.* [58], a prominent co-ordinating organization for the promotion of Lisbon, AMBELIS (Agência para a Modernização da base Económica de Lisboa), was founded in 1992 upon the approval of the strategic plan. AMBELIS has undertaken the promotion of the city of Lisbon and its surroundings. This organization is supposed to contribute to the renewal of the urban and economic structure, acting as a catalyst of ideas, projects and resources that support the modernization of the city's economy. In 1998, Portugal and Lisbon hosted the last world exhibition of the 20th century (EXPO '98), the theme of which was the future of oceans. EXPO '98 was acknowledged as very successful since it had a positive influence on the economical and tourist as well as the social development of the city. Using the experience of two similar mega events in Spanish cities (EXPO '92 in Seville and the Olympic Games of 1992 in Barcelona), the organizers of EXPO '98 managed to satisfy the two main goals of the exhibition: (a) to organize a spectacular event promoting Portugal and Lisbon globally and (b) to constitute EXPO '98 as the basis for the development of a strategic plan for urban reconstruction (EXPO URBE), by identifying all the qualitative characteristics of the city and providing an internationally acknowledged modern character to it [59]. van den Berg *et al.* [58] propose that the EXPO has successfully promoted Portugal and Lisbon as a tourist destination. In 1998, the country enjoyed a peak year with 11.6% more visitors than the preceding year (an increase in part, due to the EXPO), the highest growth percentage of all member countries of the World Tourism Organization. In the case of EXPO '98, the number of
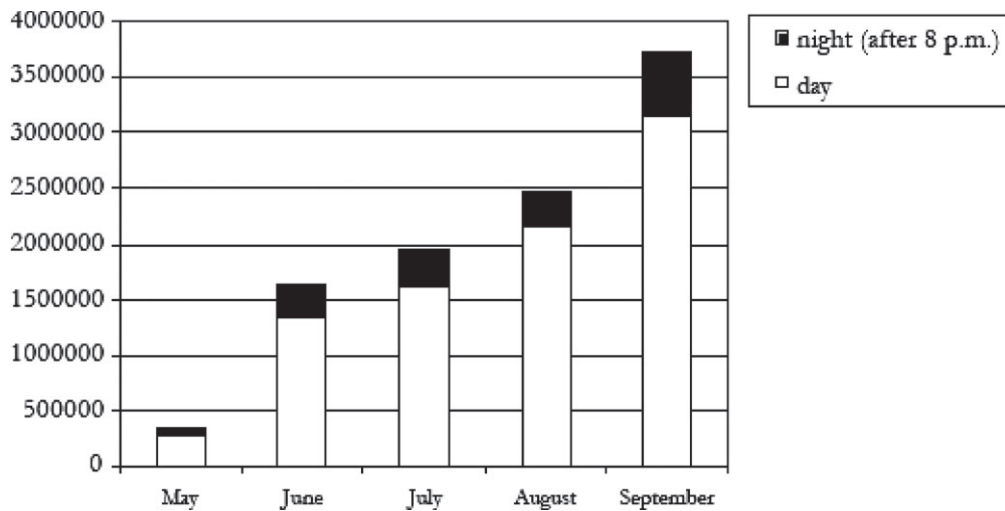
Figure 3: Number of visitors to EXPO '98 per month. Source: *Relatório Exposiçao Mundial de Lisbao de 1998* [58, 59].

visitors was slightly disappointing (10 million instead of the expected 14 million) but that can be ascribed to the bad weather in the first few months and the competition from the world football championships in France in June and July [58] (Fig. 3). Furthermore, EXPO'98 has substantially improved the image of Lisbon and Portugal. In the case of Lisbon, we have the transition of a weak city image to a strong one with international acceptance, which was the main target of the 1992 Strategic Plan.

The experiences through the world exhibition in 1998 and the designation of Lisbon as the 'European City of Culture, 1994' provided an opportunity to create and consolidate the city's cultural programs, improve facilities, promote the city abroad and attract both visitors and investors. At this point, we emphasize that the strategic promotion of a city's image is a continuing procedure and is not based on only a few specific mega events. Of course, mega events maximize the attractiveness of a city, but do not assure its competitiveness. Furthermore, they constitute a very strong opportunity for any city to design, adopt and implement strategic actions in order to improve its competitiveness among other cities.

4.3 The case of Prague

In the 1990s, the government in Prague faced the reality of new political, economical and social transactions according to the Western European standards of development [60]. The collapse of communist regimes, including that in Czechoslovakia in late 1989, led to greater political democracy and economic liberalization [61]. The key influences on development pressures in the 1990s were translated into a major necessity for Prague to become a capital city and a service center. In addition, the city council decided to improve the assets of citizens in the city's facilities and to create new jobs and new services sectors.

Prague could be characterized as a historical city. Since 1989, it embarked on a course to bring to light its historical and cultural character, identifying the cultural dimension as one of the most important parameters for local economic development, but it did not develop its culture as a 'distinctive

product' [62]. Recognizing the value of historical buildings and sites, the main efforts of Prague's government in the 1980s and 1990s concerned the protection and restoration of the most important and visible buildings (the castle, the Charles Bridge, the National Theatre, etc.), which were major tourist attractions. Furthermore, environmental improvement along the axis of the Vltava River has been encouraged through the creation of an area of tourism and leisure, with an increase in hospitality facilities and services [63]. Following this option, we could say that Prague has identified its historical background as the main axis for its development. The overall concept for the new strategic plan was discussed by the Prague City Council on July 21, 1998 and approved as the basis for further work concerning city development. In November 1998, the elected city council used various parts of this plan as the basis for the declaration of their program for the electoral term 1998–2002. In 1999, the Prague Strategic Plan was completed by a procedural proposal of priorities on how to achieve these aims over a period extending from 1999 to 2006. In June 24, 1999 the Prague Municipal Assembly approved and filed this program and the steps necessary for its completion (Municipal Assembly Resolution No. 09/03) [64].

In an effort to realize this strategic vision, the city administration (elected bodies, authorities and city organizations) in co-operation with the public and private sectors and the people of Prague pledged to do the following [64]:

- Develop Prague as an important central European city and capital of the Czech Republic, a city that is ambitious, progressive and respected as a political, commercial, tourist, cultural and social center.
- Utilize and further develop the potential Prague has in order to create a competitive economy, which in turn will bring benefits to the people and the country as a whole.
- Promote Prague as a place where the tourist industry is a linchpin to development and where services are continually being improved.
- Do its best to achieve a sensitive economic development program, particularly where preserving and upholding the uniqueness of Prague is concerned, and provide a selection of activities spread throughout the whole of the city that will respect the needs and potential of the individual boroughs.
- Secure the base necessary for an open market for Czech or foreign investors and workers alike, and present Prague as a place with a good address for reliable businesses and international institutions.

Some of the *selected activities* and *policies* are:

- *Preparing the city for the step into the 21st century and finding its place in the 'market of European metropolises'* by: (a) Initiating decision making by the central authorities about the position of the city in the European arena and the role of the state in fulfilling its duties. (b) Developing the 'Prague Presentation of Integration into the European Structure' program. (c) Making Prague one of the cities at the continental crossroads of the routes of communication and flow of global information (e.g. the projects 'Prague – a world historical, cultural and architectonic information center', 'Prague – the East–West information link', communication integration into the continental road and rail networks and putting Prague at the crossroads of the airways). (d) Preparing a program aimed at reviving and developing relations with associated cities. Co-ordinate development goals with important central European cities.
- *Preserving and making use of Prague's uniqueness* by: (a) Supporting Prague's marketing strategy by offering Prague as a beautiful, unique and attractive city, but one that is dynamic and ready to fulfill its obligations. Create and offer new opportunities and enhance Prague's good name via the 'Prague – a city of open doors' program. (b) Using Prague's prestige and excellent location in Europe underpinned by the appropriate investment in service industries and infrastructure. Push Prague as a suitable headquarters for international institutions and host city of important

international events. (c) Facing up to the reality of the illusion that Prague will always have long-term and automatic attraction to visitors and investors alike.

- *Promoting Prague as an innovative and enterprising center for the whole country* by: (a) Making fuller use of the intellectual, flexible and qualified workforce available in Prague, namely, the assistance of university centers, academies and other scientific resources as beneficial factors in the city's economy and also as a creative backup in the search for solutions to local and national needs (e.g. 'Science and Research As a Way to Help Our City' project). (b) Setting up and develop a scientific-technological institute (e.g. the Prague Technical Park, the Bio-technological Park in Krč and ČVUT in Dejvice) with national scientific and university technical branches, as well as other Prague-based centers of scientific research. (c) Paying special attention to small and medium-sized businesses.
- *Improving Prague's profile as a good business partner and securing a favorable business environment* by: (a) Engaging in business openly and professionally with all potential investors and businessmen (Prague Development Agency, 'Single Door' project). (b) Maintaining or improve Prague's rating and strengthen its pulling power to businesses. Make use of this rating to ensure the quality of city marketing and advertising (e.g. 'Prague – An Attractive Address for Business' program). (c) Aiding the creation of suitable conditions for the development of small and medium-sized business operations (business incubators, advice and consultancy centers, etc.). (d) Formulating a reliable and comprehensive citywide integrated trade fair and exhibition policy ('Prague – Congress City' and 'Prague Trade Fair' programs).

The above policies are a small sample of the efforts of public authorities to form a new strategic planning framework for Prague based on the demands that emerge in the new European and international environment.

5 COMPARATIVE EVALUATION

In order to present a comparative evaluation between the selected places, we will use the prerequisites/criteria as mentioned by Metaxas [24]. Our evaluation is based on the availability of particular references and documents concerning adoption, planning and implementation of place marketing actions per case. Table 3 presents a variety of goals that the selected cities – according to the available data – have identified, as well as the methods/ways adopted to satisfy these goals. In addition, our evaluation will be supported by *European Cities Monitor* research for the years 2002, 2003 and 2004. This research concerns the evaluation of the top 30 European cities by senior executives from 506 European companies. The senior executives evaluate cities with a number of criteria (i.e. qualified staff, easy access to markets, external transport links, promotion and improvement of cities, etc.) that companies take into consideration in their decision to locate new business. A representative sample of industrial, trading and services companies was included. The scores shown for each city are based on the responses and weighted according to nominations for the 'best', 'second best' and 'third best'. Each score provides a comparison with the scores of other cities and, over time, for the same city.

Table 4 presents the best cities ranked at the top 10 positions, for the period 2002–2004, in terms of *promoting themselves* and *improving themselves*, mainly as business locations. In terms of making improvements in cities where companies are already represented, transport issues are what companies need to address most. Transport links with other cities is the single most demanded improvement, followed by improvements to traffic circulation within the city and public transport provision. In addition, companies were asked how they arrive at a shortlist of cities when considering new locations. The recommendation of other companies located there, and consultants' advise are the two most frequently mentioned factors, followed by general reputation, media comment, city publications and websites.

Table 3: Criteria of place marketing effectiveness and success (a comparative evaluation).

Prerequisites/criteria		G	L	P
Goals				
1	Adoption of place/city marketing by a city's community (internal forces)	●	●	●
2	Identification of a city's vision	●	●	●
3	Setting up primary goals	●	●	●
4	Identification of the distinctive characteristics of a city	●		●
5	Creating and managing a city's image (based on the city's vision and distinctive characteristics)	●		●
6	The creation of a competitive advantage	●		
7	The creation of a brand name	●		●
Methods/ways				
8	Partnerships between public local authorities, enterprises and residents (representation of common interests) – co-operative marketing	●	●	●
9	SWOT–PEST analyses		●	●
10	The existence of a particular public promotion office of a city manned with specialized staff. The executives of this office should operate and be motivated like business executives.	●	●	
11	Ranking primary actions (per development sector) based on the degree of their importance	●	●	●
12	Market research (a city's internal and external environment)			●
13	Segmentation of the potential target markets			●
14	Creation of a city's promotional package [main strategies, selection of promotional techniques (media, public relations, prospectuses, internet, fairs, exhibitions, etc.), budgeting, and time horizon per action] based on the city's distinctive characteristics	●		●
15	Strategic planning per action (Promotional strategies, tactics, alternative scenarios, controlling, feedback), flexible action plans	●	●	●
16	Feedback procedure, measurement and evaluation of place/city's marketing policies and their impacts on the city's development	●	●	

G, Glasgow; L, Lisbon; P, Prague.

More particularly, according to the evaluation of Table 3, all the selected places have a strong orientation on planning and implementation of place marketing process.

In the case of Glasgow, there is a specific orientation to place marketing policies. Glasgow invested in a particular development sector and won the acknowledgment of having the competitive advantage as a city specialized in the cultural sector. In our opinion, Glasgow has managed to create a sustainable and powerful image among other European cities. Glasgow proves that it has the ability to plan and implement place marketing policies effectively. It also proves that it has invested in the participation of its internal development actors. The challenge for Glasgow is to remain competitive, powerful and attractive. This has to be the next step in the case of Glasgow.

In the case of Lisbon, there is a strong orientation towards the satisfaction of the city's main goal to become a metropolitan capital city and create a competitive and powerful image among other European cities. Lisbon is not characterized by the traditional orientation of Glasgow, concerning

Table 4: The best cities in Europe, ranking at the top 10 positions: promotion (PR) and improvement (IMP) of their images (2002–2003–2004) [13].

Cities	Ranking 2002 (PR)	Ranking 2003 (PR)	Ranking 2003 (IMP)	Change of PR 2002–03	Ranking 2004 (PR)	Change of PR 2003–04	Ranking 2004 (IMP)	Change of IMP 2003–04
Dublin	1	3	7	–2	3	–	8	–1
Barcelona	1	1	1	+1	1	–	1	–
Paris	2	5	5	–3	2	+3	6	–1
Madrid	2	2	2	–	3	–1	2	–
London	3	4	7	–1	1	+3	4	+3
Berlin	4	7	3	–3	6	+1	3	–
Frankfurt	4	8	9	–4	8	–	8	+1
Brussels	5	8	8	–3	7	+1	9	–1
Amsterdam	5	8	8	–3	7	+1	10	–2
Milan	5	9	10	–4	8	+1	10	–
Lisbon	6	10	6	–4	7	+3	5	+1
Prague	7	6	4	+1	4	+2	4	–
Warsaw	7	5	6	+2	5	–	5	–1
Zurich	8	Out	Out	–	9	–1	10	NE
Budapest	8	10	9	–2	7	+3	7	+2
Lyon*	9	Out	Out	–	9	–	10	NE
Munich*	9	Out	8	–	8	–1	9	–1
Geneva*	9	Out	Out	–	10	–1	Out	–
Rome*	10	Out	Out	–	10	–	Out	–
Manchester*	10	Out	10	–	9	+1	10	–
Moscow	–	–	–	–	9	NE	9	NE
Vienna	–	–	–	–	10	NE	10	NE
Glasgow	–	–	–	–	10	NE	Out	–
Athens	–	–	–	–	–	–	7	NE

Out, not in top 10 positions; NE, new entry.
*Comparison between 2002 and 2004.

planning and implementation of specific marketing plans. In the last decade, the need for planning and implementation of promotion policies was so strong that it finally led to the creation of a specialized promotion organization for the city. We cannot assume that Lisbon had a competitive advantage or created a brand name, as in the case of Glasgow, but through the successful organization of mega events (EXPO '98 and EURO 2004), it has managed to reinforce its economy and satisfy the goal of the city's vision with international radiance. In the frame of organization of mega events, it has managed to develop participative actions, satisfying most of the steps of a strategically planned promotion procedure and support of its image in its external environment. Lisbon has not focused on the identification of its distinctive characteristics so that we could argue that its image is based on them, but there has been a strong orientation towards the identification of its vision with clear determination of development goals and also clear strategies for their achievement.

In the case of Prague, there is a strong orientation towards planning and implementation of promotion policies with clear determination of the city's vision and development objectives and also the

audition of the city's distinctive characteristics. As in the two previous cases, Prague satisfies most of the steps of strategic planning, which constitutes the base for the implementation of policies and the effective contribution of place marketing on the economic development of the city. It is very important that market research and target market segmentation procedures as well as the development of main and alternative promotion actions are planned and performed to transmit rapidly and effectively the image of the city to its external environment. This fact is also explained as part of a total effort that Prague, and almost all the cities of Central-Eastern Europe, has made in the last decade in the frame of a transformation period towards a new economic and social reality. So these cities have to adapt to the new parameters, policies and mechanisms in order to develop financially, to create their images and to become competitive.

According to the evidence of Table 4, the situation seems to be different for Glasgow. Despite the constant implementation of place marketing policies for the last 20 years, Glasgow has not managed to keep a powerful and attractive image. Only in 2004, it entered the list of top 10 European cities in terms of *promotion*, occupying the 10th position along with Vienna. Of course, we have to consider that this evaluation concerns the promotion of Glasgow's image, in order to attract investments and not tourists/visitors. But if we consider also, that the soft factors (i.e. urban aesthetics, quality of life, culture, recreation, etc.) play a significant role on the decision-making process for enterprises, to locate a new plant, then the current evaluation is very crucial for Glasgow's marketing planners.

In contrast, the situation is very different for the other two cities, Lisbon and Prague. Lisbon presents a shift from 2002 to 2003, losing four positions in terms of *promoting* its image, but managed to improve its ranking in 2004, earning three positions. Concerning its ranking in terms of *improving*, Lisbon held a stable position in 2003 and 2004 and presented a positive change both in promotion and improvement in 2004. It is important that Lisbon competes successfully with the other European cities, especially metropolitan centers such as Frankfurt, Brussels, Rome, Amsterdam and Berlin. In the case of Prague, the situation is even better. Prague presents a rapid and continuing development in all the years. The city has improved its ranking in terms of *promoting* its image, three positions from 2002 to 2004. In terms of *improving* itself, it holds a stable ranking in the fourth place. In the year 2004, Prague held very high positions (fourth place) both in *promoting* and *improving* its image.

6 CONCLUSIONS

To conclude, we propose the following:

- In all the above cases, satisfaction of most place marketing effectiveness criteria leads to the economic development of the cities. All the cities used promotion policies of their image in order to support their development and competitiveness. Very significant is the fact that these cities managed, almost in a decade, to become attractive poles in an internationally competitive hierarchical urban system, gaining competitive advantage and an acknowledged brand name among other European cities.
- According to the analysis of Tables 3 and 4, a problem seems to arise with Glasgow. Despite the implementation of place marketing policies for the last 20 years, the city is ranked far from Lisbon and Prague in terms of promoting and improving its image. But in this case, the evidence in Table 4 concerns the evaluation in terms of companies and not tourists. Correlating this evidence with Figs 1 and 2, we propose hypothetically that Glasgow presents an attractive image for tourists/visitors and a less attractive image for investors. According to Hall [65], the period after 1994 is characterized by the existence of a variety of significant social and economic problems (i.e. high rate of unemployment) that affect the economic profile of the city in a negative way. The European Cities Monitor ranking for the period 1990–2004 also supports this view, where

Glasgow, compared with other 29 top business centers, ranked at the 24th position for 2004, missing 14 positions from 1990. The exactly opposite view is presented for Prague (won 10 positions from 1990 to 2004) and Lisbon (kept a stable position between 15th and 16th place through this period).

- A third conclusion is that all three cities used strategic planning and development of promotion policies as main tools in order to face strong challenges as well as threats in the environment they found themselves in. Glasgow rebuilt its strengths after a phase of de-industrialization; Lisbon being one of the Objective 1 areas in the EU had to adjust its economic development according to the developmental status of the West European countries, while Prague managed to achieve significant adjunctive steps towards its transition to the new socioeconomic and political environment of the EU. Both Lisbon and Prague manage to belong to the first top 10 cities in Europe in terms of *promoting* and *improving* their images, in order to become attractive for potential investors. Especially in the case of Prague, the city has managed to improve its profile as a good business partner and secure a favorable business environment.

- An important conclusion also, is that all cities are found far from the central poles and decision-making centers of Europe. This fact makes it even more difficult to achieve successful promotion policies, if one takes into account that the most competitive cities in the 1970s and the 1980s were the European administrative poles (Brussels, Strasburg, Bonn) and a small number of cities, which used to benefit through tourism development (Venice, Palma and Brighton) [28].

- As a final conclusion, we should answer the question: 'Does marketing the city help or hinder?' The answer to the above question is crucial. Place/city marketing procedure could become an effective tool for cities' development and competitiveness but only under particular prerequisites (mentioned previously). From the study analysis of the cases, it becomes clear that place/city marketing procedure has strategic character and only by taking this into serious consideration could place/city marketing become effective for the cities. Furthermore, place/city marketing is a co-operative process. In order to be successful, the cities' internal forces should develop partnerships and actions and share common interests. Otherwise, this procedure could be a waste strategy and a hindrance for the cities' development.

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