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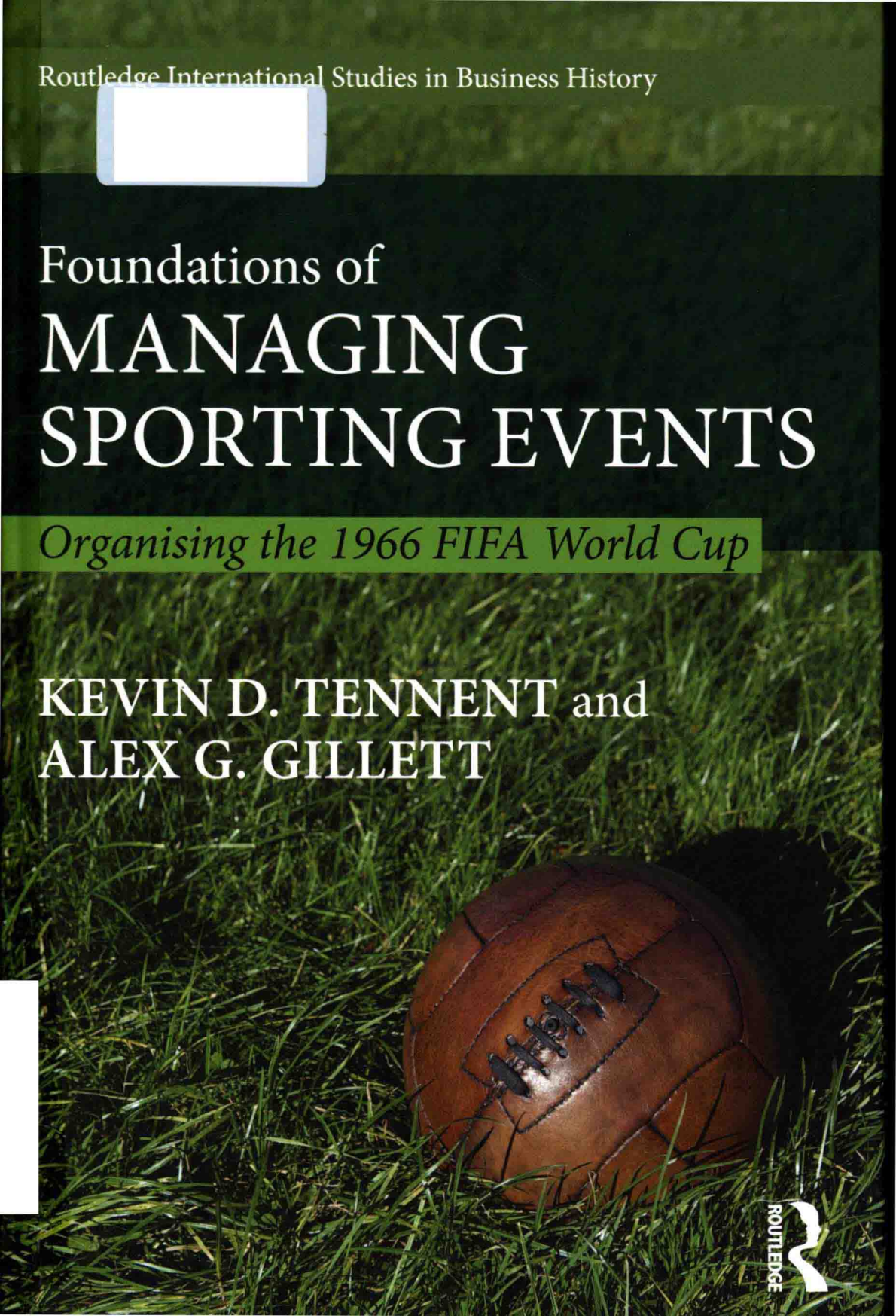
Foundations of MANAGING SPORTING EVENTS

Organising the 1966 FIFA World Cup

KEVIN D. TENNENT and
ALEX G. GILLETT



ROUTLEDGE

The year 2016 marks the fiftieth anniversary of the 1966 FIFA World Cup, hosted in England. Unlike previous literature, which has tended to focus on sporting activities, this book brings an institutional-level approach to organising the 1966 FIFA World Cup and examines the management process in the build-up and execution of the event.

This intriguing new volume looks at the first significant UK government intervention in football and how this created a significant legacy as the government started to take a real interest in leisure facilities and stadium safety as policy areas after this competition. *Foundations of Managing Sporting Events* will be of considerable interest to research academics working on aspects of post-war British, imperial and world history including sport, social, business, economic and political history.

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Kevin D. Tennent and Alex G. Gillett

Kevin: To Leah, my parents and my family

Alex: To Suzie, Skylar and Griffin, and the rest of our family

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Foreword

The 1966 World Cup in England was, in many respects, the foundation upon which the subsequent global growth of football has flourished. It was a blueprint and model for what to do (and not to do) in order to bring a major international sporting event to an enthusiastic public—both in local stadia and, via radio and TV, to all corners of the globe.

Based on an industrious and forensic study of a range of archives, the authors tease out a compelling and revealing story which is based on a grasp of the history, sociology and commercial layers to the story of 1966. It ranges from the accidental factors of local political forces (a sympathetic Labour government and prime minister) through diplomatic skulduggery (the Foreign Office) to the early recognition of the remarkable commercial potential of football. What seems, in retrospect, an uncertain, even amateurish organisation of the World Cup in 1966 formed the beginnings of the global power and clout of FIFA today.

Those who remember that summer will recall the exhilaration of the games—but are also likely to shake their head at the low points (notably the thuggery which brought Pelé's role to an end). And there followed that remarkable jingoistic mood prompted by England's win.

This book is a major contribution to our understanding of that epic story; an incisive and persuasive account of the origins, unfolding and, finally, the long-term consequences of what was, in 1966 (and which remains to this day), football's World Cup: the greatest show on earth.

James Walvin

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1 What, Why and How?

This book is about the organisation of the 1966 Fédération Internationale de Football Association (FIFA) World Cup, the only time so far that the FIFA World Cup has been held in England, the country where association football was first codified. We have attempted to tell the story critically and in detail, fitting it into its wider context. The 1960s in Britain were a time of national plans, social change and Cold War politics. When the rights to host the tournament were awarded in 1960 England had only been without rationing for six years; by 1966 the post-war boom marked by rising prosperity and consumerism was in full swing. Yet there were already doubts about Britain's wider global prestige and the economic situation as the country struggled to adapt to its post-Empire status. Even as England lifted the trophy the pound was losing its status as an international reserve currency and the Monday following the triumph the front pages of the newspapers were more concerned with austerity measures than they were with the trophy.

The initial research questions were:

How was the process of delivering the 1966 FIFA World Cup managed?
Was government intervention necessary to deliver it?
What perceived social and economic benefits did England gain from hosting the FIFA World Cup?

Our decision to undertake an in-depth study of a single and historical case, the 1966 FIFA World Cup, is consistent with Dolles and Söderman, who discuss a future research agenda for studying the inter-relationship of sport and business. They identify 'single or multiple case study research' as having the potential to advance knowledge and similarly that 'Longitudinal studies . . . are seldom found in the literature and should be supported' on the basis that for major sporting events such as the FIFA World Cup, the bidding process and preparations can take several years to come to fruition and that legacy impacts can take 'potentially decades' to crystalise.[1]

Although the study addresses primarily a single case, we have drawn upon secondary literature and archival data associated with other World Cups and also Olympic Games for the purpose of comparison and to show inter-relationships between the events.

We approached our research using inductively based archival research, with the additional use of periodicals, interviews and secondary sources to triangulate and compensate for the problems of archival silence and archival selection.[2] We aimed to place the tournament in its historical context and, in particular, avoid the presentism or ahistoricism inherent in much football writing, which assumes that soccer in the post-1992 Premiership era is in some way more 'professional or enlightened' than that which went before. Such presentism assumes that history is best viewed as a curiosity, not of value to social science unless understood through the anachronistic application of contemporary institutional concerns.[3]

We believed that returning to the documents generated in the 1960s by the stakeholders was the optimal way of avoiding the danger of ahistoricism. In this fashion we could further understand the ways that the World Cup was contextualised within the economic and social setting of the 1960s rather than applying our present-day understanding of the tournament to the past. As Taylor, Bell and Cooke and Bell and Taylor have argued, there is a need for historians to become more reflexive of their methods, particularly as this will aid the process of avoiding presentist discourse.[4] Our own inspiration for this project was the discovery during an earlier project that funding for ground renovations at Middlesbrough AFC's Ayresome Park for the 1966 FIFA World Cup came from central government. We had previously assumed that early FIFA World Cups were relatively *ad hoc* affairs, which had little formal organisation or other folderol around them (excluding the stadium developments associated with some early sports 'mega-events'). An historical survey of the topic, driven by archival methodology, would allow us to look at the planning and organisation of the tournament and the extent to which phenomena such as stadium boosterism existed in the 1960s and how far the FIFA World Cup of that period was captured by social and economic concerns. We believe this book is rare. We offer a management and organisational history of a global sporting event, focusing on the institutional context and the organisations involved in delivering the event.[5] What we do not cover is the management of players and the management of team tactics usually associated with 'football management'.[6] The unit of analysis presented in this book is the network of organisations involved in the preparations and delivery of the 1966 FIFA World Cup. A major contribution of our study is an organisational network framework of the stakeholders facilitating the tournament.

A wide sweep of archives was consulted. Our primary means of data collection was to visit the archives and use digital photography to capture an image of the original document, allowing us to interpret the documents

later through close reading. This allows for a more detailed inspection than the traditional method of reading documents in the archive and recording an interpretation of them on paper. This process allowed for a more nuanced interpretation of the documents, as we worked with a copy of the original rather than an interpretation that may have carried the risk of transposing the data inaccurately. In the process of the research we visited a number of archives and libraries in England and in Switzerland, which allowed us to build up a picture of the tournament from the archival traces that remain in many different places.

First we used files belonging to the English Football Association (FA) held at their library at Wembley Stadium, where the minutes of the FA's own organising committee were held, as well as their council minutes and a number of other related publications. This set of files could be usefully triangulated with those held by FIFA in their document centre in Zurich, which included the records of the FIFA Bureau, as well as details of early planning for and the regulations which divided responsibility between FIFA and the FA. Files generated by the UK government departments involved—principally the Foreign Office and Department of Education and Science, as well as the Prime Minister's Office and Ministry of Transport—were held at the National Archives (TNA) in Kew, London and were used to establish the role of central government in terms of planning the FIFA World Cup. Council minutes, planning applications, architectural plans and local newspaper accounts of the local hosting arrangements were then added by visiting local archives and libraries including the Tees Archives, Middlesbrough Library, the Tyne and Wear archives, Manchester Central Library, Merseyside Archives and Sheffield City Archives.

We also visited Bolton Archives and Library to view the Ken Dagnall archive, a unique collection of papers assembled relating to the tournament by Ken Dagnall, who refereed in it, which gave us extra contextual information, including many difficult-to-obtain contemporary magazines and supplements as well as information materials issued by the English FA and government departments for visitors to England. We also visited the International Centre for Sports Studies Library in Neuchâtel and the Olympic Studies Centre in Lausanne to gain access to their superior collections of secondary materials.

In addition to the archival research, we were also able to carry out site visits to some of the stadiums involved in the World Cup—Villa Park, Old Trafford and Goodison Park as well as Wembley and the former site of Ayresome Park in Middlesbrough. This allowed us to see what, if any, legacy of the FIFA World Cup remained at the sites and helped us gain a greater sense of the spatial dimension of the study as well as the temporal. We also got a sense of how the clubs are curating the memory and legacy of 1966. Additionally, we visited the National Football Museum in Manchester to gain some idea of how the memory of the tournament is curated there. England's victory remains one of Britain's biggest sporting

achievements, but from the museum it was demonstrable that less is popularly remembered or known of the wider tournament off the pitch or its context and legacy.

We have structured this book around the narrative of England's hosting of the competition, as follows.

Chapter 2. Origins and Background: A Brief History of English Football and the FIFA World Cup

This chapter explores English association football. It would of course be outside of its scope to present a fully comprehensive history of the game, and doing so would be a somewhat pointless task anyway given the extensive literature on the history of football which already exists from many perspectives, such as the evolution of football as a global phenomenon,[7] the formative years of the football league and professionalisation of the sport in England,[8] the social history of soccer and the British[9] and also a thematic synthesis of existing literature on the history of association football.[10] Specifically, it is our purpose to write of the relationships between the organisers and governing bodies of English soccer, with each other and with the international soccer community. We also discuss important events in the evolution of the sport and its administration that we consider to have been in some direct or indirect way significant to the context and period of our book's main focus, the 1966 FIFA World Cup.

Within this chapter we present a narrative that synthesises salient points from the historiography of soccer, which we enrich with findings from our own archival research, drawing on important documents. We discuss the emergence of association football, the background to the FIFA World Cup and its emergence as the first stand-alone world championship in a sport outside of the Olympic Games. We also discuss the early emergence of Olympic soccer as the world's first international football tournament, particularly the events held in London, England, in 1908 and 1948. We set the scene for what follows in the rest of this book and emphasise the important role that the English and other British Home Nations played in the evolution of football as a globally competed sport.

Chapter 3. Political Capital and International Diplomacy: North Korea and Beyond

This chapter places the 1966 FIFA World Cup in its political and social context. Britain had campaigned to attract the 1948 Olympic Games to reinforce its position as a global power after the Second World War, but by 1966 the emergence of the Cold War and decolonisation had dented this prestige. Britain was forced to scale down its empire and reduce its military presence overseas considerably; by the mid-1960s sterling was in

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