

CHANGING TOURISM PLANNING FRAMEWORK FROM HOLISTIC
COMPREHENSIVE PLANNING TO
MARKET-LED PARTIAL DEVELOPMENT:
THE CASE OF SOUTH ANTALYA TOURISM AREA

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COMPREHENSIVE PLANNING TO
MARKET-LED PARTIAL DEVELOPMENT:
THE CASE OF SOUTH ANTALYA TOURISM AREA**

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ABSTRACT

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It is an indisputable fact that planning approach has experienced a change accompanied by the economic, political and social restructuring throughout the world since beginning of twentieth century. In line with this process, tourism planning has also witnessed a change as research in this field puts forward. A review of approaches to tourism development planning indicates that economic oriented consideration first changed into a more integrated and comprehensive approach. Then, it is moved to more sustainable and participatory approaches. However, the change in tourism planning approach does not follow the same process in countries having different economic, political and social structures. Thus, tourism planning literature originating from mainly western studies is not explanatory for these countries.

Within this context, this thesis focuses on revealing the change in tourism planning approach in Turkey with an emphasis on the change in definition of tourism land use concepts and plan decisions with reference to aims and instruments of tourism planning set by Turkish government. In order to show this, a case study was conducted in South Antalya Tourism Area which has always been the main focus of state intervention in order to develop tourism since the 1970s.

Results of the thesis show that the planning process of tourism was the derivative of national tourism policy based on comprehensive planning approach in the 1970s, however, with the enactment of Tourism Encouragement Law No. 2634 in 1982 the planning process started to function according to the demand of tourism investors causing tourism planning to change from comprehensive holistic planning to market-led partial planning. This has been limited only to physical solutions and economic gain ignoring social, leisure perspectives and holistic planning principles particularly since 2000s.

Keywords: Tourism, Tourism Planning, Tourism Encouragement Law, Tourism Centers, South Antalya Tourism Area

ÖZ

BÜTÜNCÜL KAPSAMLI PLANLAMADAN PİYASA ODAKLI PARÇACI GELİŞMEYE EVRİLEN TURİZM PLANLAMASI YAKLAŞIMI: GÜNEY ANTALYA TURİZM ALANI ÖRNEĞİ

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Ekonomik, politik ve sosyal yapıda yaşanan değişimlerle birlikte planlamanın da bir değişim içerisinde olduğu tartışılmaz bir gerçektir. Turizm planlaması, değişime tanıklık etmekte olup ilk olarak ekonomik odaklı yaklaşılan turizm planlaması önce kapsamlı ve bütünlük turizm planlamasına yerini bırakmış günümüzde ise sürdürülebilir ve katılımcı turizm planlaması yaklaşımı ile yazında tartışılan bir alan haline gelmiştir. Ancak yazında yaygın olarak tartışılan turizm planlaması yaklaşımları daha çok batı ülkelerinin planlama pratiğinden çıkmakta ve bu durum farklı ekonomik, politik ve sosyal süreçlere sahip olan ülkeler için aynı şekilde açıklayıcı olamamaktadır.

Bu kapsamda, tez Türkiye’de turizm planlaması yaklaşımındaki değişimi turizm kavramı ve plan kararlarının turizm planlamasının amaçları ve araçları ile ilişkiselliği içerisinde ortaya koymaya çalışacaktır. Çalışma alanı olarak 1970’lerden bu yana devletin turizm sektörünü geliştirmeyi hedeflediği Güney Antalya Turizm Alanı’na odaklanılacaktır.

Araştırma ile Türkiye’de turizm planlamasının 1970’lerde kapsamlı bir planlama yaklaşımı ile ele alınırken Turizm Teşvik Kanunu’nun (Kanun No. 2634) yürürlüğe girmesi (1982) ve bununla birlikte planlama amacının ve araçlarının değişimi ile özellikle 2000’li yıllardan başlayarak turizm planlamasının turizmin eğlence,

dinlence ve sosyal boyutlarını dıřlayıcı ekonomik getiri odaklı bir řekilde turizm yatırımcısının taleplerine göre řekillenen parçacı bir planlama anlayıřına terk edildiđi sonucuna varılmıřtır.

Anahtar kelimeler: Turizm, Turizm Planlaması, Turizm Teřvik Kanunu, Turizm Merkezi, Güney Antalya Turizm Alanı

To My Dear Family

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CHAPTER 1

INTRODUCTION

1.1. Aim of the Study and the Rationale

Although tourism does not have a unique definition in literature, this study handles the concept based on two perspectives namely technical and conceptual definitions. Technical definitions introduce definition of tourism based on statistical and legislative reasons while conceptual definitions focus on normative and notional frameworks which propose a way of thinking about tourism. Discussions on conceptual definitions of tourism provide many elements of economy, leisure, recreation and society which are essential to tourism; thus, this study focuses on the conceptual definitions of tourism. Tourism concept should recognize the overlap of these aspects as the essence of tourism planning.

Scholars have tried to define tourism planning with different perspectives. Gunn (1994) introduces definition of tourism with an economic point of view which accepts tourism planning as a tool of generating income and employment. However, Hall (1970) and Getz (1987) emphasize the other roles of tourism planning and approach tourism as a tool of increasing the social, economic and environmental benefits of the development process. On the other hand, contemporary definition of tourism planning focuses on the integration and adaptation characteristics of tourism sector and accepts tourism as a tool of both industry and social forces (Inskeep 1991; Higgins-Desbiolles 2006).

As it is understood, each definition has a different focus while former definition focuses on tourism as one of the means of economic development, the latter definition view tourism planning as a tool of utilizing the integration capacity of

tourism and social forces. However, the missing point in each definition is that tourism is also a practice of producing space that can not be separated from planning as each definition of tourism produces its own space. Therefore, tourism planning should be taken into consideration in detail.

The literature on tourism planning varies in terms of approaches particular to each period having its own economic and political structure. In this sense, tourism planning approaches can be classified in three parts namely classical, rational and contemporary.

Classical approach, known as Boosterism, is a form of non-planning. Having popularity in the 1920s, Boosterism aims to advertise towns and cities in order to promote economic development with the help of tourism development (Getz, 1987; Hall, 1991; Dredge, 1999; Costa, 2001). However, as the problems of this economic point of view have risen, rational approach has started to gain popularity in tourism planning literature.

Rational approach introduced integrated and comprehensive planning approach in tourism planning as in urban planning theory. The essence of the approach is based on the idea that tourism is not only an industry but also a system (Gunn, 1994; Leiper, 1990; Mill and Morrison, 1998). In this context, main tourism planning approaches following integrated and comprehensive approach tradition are *Product's Analysis Sequence (PASOLP) Model* proposing a planning process for tourism development based on rational comprehensive planning, *Donald Getz's Model* implying that planning of tourism development should not be reduced to economic rationale but should also consider social and physical perspective, *Mill and Morrison's Approach* focusing tourism policy to have an integrated tourism planning process and *Tourism Area Life Cycle Model* introducing a framework for the description and interpretation of the evolution of tourism areas.

In line with changing economic and political structure in the World since 1970s, the new framework for tourism planning has been defined as Contemporary Planning Approach on Tourism Development including sustainable and participatory

approaches in order to overcome existing problems of tourism development planning approaches. While *Sustainable Tourism Approach* introduces strategies ensuring natural resources maintaining economic development of tourism, *Community Participation Approach* proposes tourism development strategy based on community resources, needs and decisions.

A review of approaches to tourism development planning indicates that economic point of view first changed into a more integrated and comprehensive approach. Then, more sustainable and participatory approaches followed.

In line with discussion in tourism planning literature, the aim of this study is to reveal the change in tourism planning approach in Turkey with a focus on the change in definition of tourism land use concepts and plan decisions with reference to aims and instruments of tourism planning set by Turkish government.

The hypothesis of this study is formulated as: “Definitions of tourism concepts, aims and instruments of tourism planning since the 1970s have changed from an integrated, comprehensive and holistic approach to one that is market-led, sectoral and piecemeal causing implementations that produce enclaved tourism spaces in Turkey”.

To test this hypothesis, this study intends to investigate how tourism planning approach has changed in Turkey in terms of definitions of tourism concepts and plan decisions in relation to aims and instruments of tourism planning since the 1970s?

To investigate this issue, there are three specific research questions.

- Sub RQ 1: How have tourism policy and approach changed in Turkey since the 1970s?
- Sub RQ 2: What is the change in the approaches of tourism planning in terms of the definition and plan decisions of tourism planning in the development of South Antalya Tourism Area?

- Sub RQ 3: How are the aims and instruments of tourism planning (land allocations) related to the change in the definition and plan decisions in South Antalya?

First sub question aims to introduce macro explanations related to the change in tourism policy and approach in Turkey since 1970s. Second and third sub questions focus on the case study, South Antalya Tourism Area. Therefore, the first step followed in this research an extensive literature review of tourism development in Turkey and South Antalya Tourism Area. Then, study uses maps, questionnaire and in depth interview to bring about new ideas related to the changing framework of tourism planning and reveal the change in terms of conceptual and spatial aspects.

Although, the planning process of tourism was the derivative of national tourism policy based on comprehensive planning approach in the 1970s, today the planning process is subject to market forces that causing tourism planning to change from comprehensive holistic planning to market-led partial planning. This is limited only to physical solutions and economic gains ignoring social, leisure perspectives and holistic planning principles. Following such a discussion, this thesis claims that tourism planning since the 1970s has turned into a sectoral and piecemeal planning approach causing implementations which are confined to enclaved tourism developments as directed by market forces in Turkey.

This study will make a contribution at various levels, theoretical and practical professional. The study is theoretically important because western world oriented tourism literature claims that contemporary approach involves flexible, sustainable, integrative, and participatory planning models in tourism rise after the 1980s, however, this is not explanatory for the case of Turkey. Tourism development and planning approach in Turkey differentiates from main stream tourism planning approaches developed in Western Countries. Therefore, this thesis makes a contribution to tourism planning literature for developing countries by revealing and exploring the reasons of the change in tourism planning approach in terms of definition, aims and instrument of planning.

Little research in Turkey except from Tosun's contributions (1997; 1998; 2001; 2005) has been done on why particular objectives and instruments differentiated from developed countries are used in tourism planning since the 1970s; it is an area which would be supported by research. Thus, this study focuses on this change in tourism literature. Very little is known about how planners and bureaucrats define tourism, determine aims and choose instruments to undertake and eventually implement a tourism planning exercise in Turkey. This is a neglected area of tourism research. Therefore, this thesis aims to reveal the elements of tourism planning since the 1970s based on Turkey.

To verify this lack, the present study aims at revealing the change in tourism planning approach in Turkey since the 1970s. To do that, first, the study focuses on the changes in tourism policies which have been influential on defining the path of tourism development in Turkey since the 1970s. In this context, the study focuses on tourism development policies and projects concerning Antalya which is the leading tourism destination of Turkey and reflects the tourism planning policy of Turkey. This calls for understanding the change in tourism definition, tourism planning decisions as well as aims and instruments (land allocation) of tourism planning. Finally, the study generates arguments on the discussion whether tourism planning principles and instruments produce enclaved tourism spaces or not.

The study is also professionally important because it explores the reasons behind the conceptual and spatial change in tourism planning in Turkey through the eye of planners. In terms of professional practice, the findings of this study may be useful to produce multi-dimensional tourism spaces. Multi dimensionality can be achieved through a consciousness that consider not only economic gains from tourism but also social and spatial aspects of tourism. Thus, tourism plans should be prepared based on a notion including integration with other sectors, participatory process and other cultural, social and economical aspects of the locality.

1.2 Contextual Setting of the Study

The 1970s were the years in which tourism sector was introduced into Turkey's development targets and plans as one of the prior sectors. For the first time in 'Second Five Years Development Plan (1968-1972)', supporting mass tourism was aimed because of its relatively more economical benefits. Also, in Fourth Five Years Development Plan (1979-1983), investments of accommodation units in prior regions on tourism and establishing proper tourism complexes to the needs of mass tourism were aimed.

Turkey adopted a comprehensive and integrated planning approach in tourism development and conducted tourism projects with a holistic view in the 1970s. Particularly, with the enactment of Tourism Encouragement Law in 1982, Turkey has witnessed a change in tourism policy which prioritizes piecemeal tourism land development in order to serve mass tourism. Especially, instruments of tourism planning after the 1980s were very important in shaping tourism development in Turkey. When Tourism Encouragement Law came into effect, it superseded integrated tourism projects. Since then, the plan modifications and land allocation concerning the tourism investors' interests has been the main concern instead of it has not dealt with integrated tourism planning. The main modification in Tourism Encouragement Law was the consideration of areas possessing tourism potential and determining these areas as priority zones through declaring them as Tourism Centers (TCs) or Culture and Tourism Protection and Development Regions (CTPDRs). This has been the main objective of tourism planning after the 1980s.

The concepts of TCs and CTPDRs as the terms added with the Law to the tourism legislation and tourism planning terminology, aim to achieve the planned development of tourism in the country. Thus, planning decisions have been formulated within the boundaries of areas declared as TCs or CTPDRs. This situation has been leading to piecemeal land development, and generally public land has been prioritized to develop tourism.

After the 1980s, it has been obvious that the most effective planning instruments have been declaration of TCs or CTPDRs and land allocation which is the method for tourism investors to acquire land use rights provided by Tourism Encouragement Law. Although, such objectives and instruments of tourism planning in Turkey have made significant contributions to development of mass tourism in a piecemeal and sector oriented logic, they reduced tourism planning to a physical tool serving piecemeal land development and producing enclaved tourism space. Thus, the main aim of this study is to analyze the change in tourism planning approach in detail and to reveal the reasons of this change.

To do that, this study uses the most integrated tourism development project, South Antalya Tourism Area in Turkey. Since, Antalya has always been the main focus of state intervention in order to develop tourism, the tourism projects conducted in the city is also appropriate to reveal the change in tourism planning approach since the 1970s.

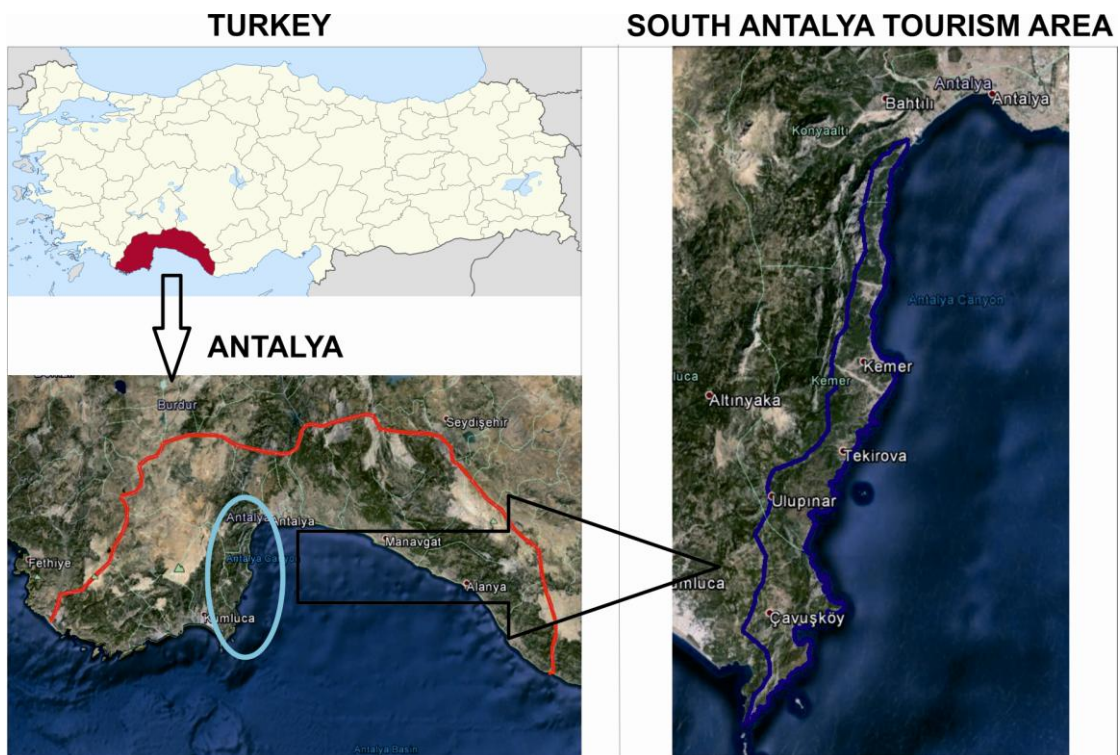


Figure 1.1 The Location of South Antalya Tourism Area
(Source: Google Earth last accessed on 5th February, 2014)

In Turkish literature, there are studies focusing on South Antalya Tourism Development Project (Atik, 2003; Hayırsever, 2000; Canbay, 1995; Akıncıoğlu, 1996). However, the scope of these projects is based on the effects of tourism development on natural and cultural assets rather than planning approach and practices. Thus, the study also aims to fill such a gap in the literature.

In addition, in this thesis it is claimed that the abovementioned way of tourism planning adopted after Tourism Encouragement Law is problematic as aims and instruments of tourism planning should not give way to piecemeal land development serving mass tourism, rather it should serve a holistic development considering integration with other sectors and localities. Such an approach should consider not only economic perspective but also social and leisure perspectives and respect environmental and cultural assets as supported by contemporary tourism planning approaches.

1.3 Content of the Study

This thesis has been organized around five extensive chapters apart from *Introduction* and *Conclusion*. By the *Introduction* part of the thesis, the subject matter of the thesis is formulated by clarifying points in terms of aims, contextual setting of the study and research questions. In the *Conclusion*, a general evaluation on the findings of the local survey is given.

Chapter 2 constitutes conceptual formulation of the research. In this concept, the main theories about tourism concept and tourism planning are explained and critically evaluated. Following the theories, a conceptual scheme is outlined in order to present theoretical points for the thesis.

Chapter 3 intends to state an overview of the development history of tourism in Turkey based on three periods in order to understand the scope and the significance of tourism planning and integrate the theoretical framework of the study with the historical basis.

Chapter 4 introduces the method of the study including the stages of the analysis in terms of gathering and analysis of the research material. Research method is designed to explain the change in tourism planning by addressing the main research question and sub-questions.

Chapter 5 deals with the case study, South Antalya Tourism Area. First of all, reasons to choose the South Antalya Tourism Area as a case study area are explained. Second, the evolution of tourism development in the area based on three phases which focus on aims of tourism plans and spatial development approach is provided.

Chapter 6 introduces the research findings presenting the results that came up from the spatial analysis, questionnaire and in-depth interviews carried out with the professionals. In this respect, first changes in definition of tourism concept and planning decisions in tourism plans are discussed. Then, reasons behind the change are examined in terms of aims and instrument of tourism plans. These explanations enable thesis to infer conclusive remarks.

CHAPTER 2

THEORETICAL FRAMEWORK

In this chapter, the main aim is to present theoretical framework of the study related firstly to tourism concept and secondly to tourism planning. First section of the chapter introduces a review of tourism definitions while second section lays out tourism planning approaches. Finally, section introduces an overall critical evaluation of tourism planning approaches in order to shed a light on and provide a deeper understanding about the change in tourism concept and planning approach in South Antalya Tourism Area which is the case study of this thesis.

2.1 Definitions of Tourism

This section introduces different definitions of tourism which provides a deeper recognition towards the concept. Since this study aims to reveal the change in tourism planning, first how tourism is defined should be understood.

In line with arguments of scholars (Page and Connel, 2009; Tataroğlu, 2006; Wang, 2000), different analyst from different disciplines study tourism and view the concept from their own standpoint. Thus, there are difficulties in recognition and conceptualization of tourism. Considering the fact that there is not a universally accepted definition of tourism, the following discussion intends to explain different definitions and framework of tourism in the literature.

Evaluation of definition and the use of tourism concept are the main focus of this chapter rather than focusing on etymological discussion. However, the root of tourism can briefly be explained.

Korstanje (2007) introduces an etymological discussion in terms of different linguistic perspectives namely *Latin*, *Aramaic* and *Onomastic*. In Latin language, refers to Saxon-Old English, the roots of tourism come from the term *Torn* which means “departure with the intention of returning” On the other hand, proponents of Aramaic language¹ claims that the roots of term comes from *Tur* which “was used for the trip, exploration and movement of people” in Old Aramaic (Korstanje, 2007: 102-103).

The last school, Onomastic School² states that “root of the terms goes back to an old pact between Charles V and the Dellatours” (Korstanje, 2007: 106). According to this school, term of tourism comes from the last name of the French aristocracy family Della Tour having exclusive rights including organized trips.

Apart from etymological discussions, it is appropriate to identify tourism based on *technical* and *conceptual definitions* as discussed in the literature (Burkart and Medlik, 1981; Page and Connell, 2009; Leiper, 1983). Technical definitions introduce tourism definition based on statistical and legislative reasons while conceptual definitions focus on normative and notional frameworks which propose a way of thinking about tourism.

2.1.1 Technical Definitions of Tourism

Attempts to define tourism concept in terms of technical aspects are not new (Chaudhary, 2014; Page and Connell, 2009, Smith, 2004). Since technical definitions of tourism include statistical and legislative points, organizations responsible from tourism, recently *the World Tourism Organization*³ (*WTO*) have attempt to define tourism in order to introduce a common basis to collect data (Page and Connell,

¹ Aramaic is a family of languages belonging to Semitic Family spoken in Western Asia, North Africa and Horns of Africa. For further information, see the study of Yıldız, E. (2011), *The Aramaic Language and Its Classification*, *Journal of Assyrian Academic Studies*.

² Onomastic School is the study of proper names of all kinds and origins of names. For further information about the etymology of tourism, see Leiper, N. (1983). *An Etymology of Tourism*. *Annals of Tourism Research* (2). New York: Pergamon Press. Volume 10.

³ World Tourism Organization is the United Nations agency responsible for the promotion of responsible, sustainable and universally accessible tourism. <http://media.unwto.org/content/understanding-tourism-basic-glossary>.

2009: 12). Thus, the definition of World Tourism Organization provides a basis for all countries.

In this context, technical definition of tourism which is “approved by United Nations Statistical Commission in its twenty-seventh session held from 22 February to 3 March 1993” includes travel and time dimensions as introduced in following sentence.

“Tourism comprises the activities of persons travelling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business and other purposes” (WTO, 2014).

Considering the definition, tourism is used to embrace time dimension and purpose of travel with the intention of specifying key technical issues. The first technical issue is the purpose of travel since each trip does not generate a tourism activity. Therefore, first issue aims to distinguish trip to the work, education, daily shopping or local day to day activities from business, holiday or other travel purposes. Second issue refers to the time dimension which defines minimum and maximum period of time spent away from the home. “A minimum stay of more than 24 hours away from home and a maximum of less than a year” is determined as standard in order to accept the travel as a tourism activity (Chaudhary, 2014; Page and Connell, 2009).

In line with WTO, different scholars also introduce technical definition of tourism (Briones-Juarez et al., 2009; Gunn and Var, 2002; Chaudhary, 2014; Hall et al., 2004). Similar to the definition of WTO, Briones-Juarez et al. (2009: 4) identify tourism within a tourist perspective in four categories. First category is the “activities to develop”. Second category is related to “the existence of a displacement”. Third one is “the permanency in the visit place for at least 24 hours where a night stay should exist to be considered as the use a tourist service” and final category is “the interaction of the tourists with the hosting community”.

Similar to the abovementioned tourism definitions, Gunn and Var (2002: 9) offer a definition focusing on movement of people and activities. According to their

definition, “tourism is the temporary movement of people to destinations outside their normal places of work and residence the activities undertaken during their stay in those destinations and the facilities created to cater to their needs”.

On the other hand, Chaudhary (2014: 5) defines tourism in simple terms and concentrates on component of tourism. In this context, tourism is “the act of travel for the purposes of leisure, pleasure or business, and the provision of services for this act”.

To summarize, technical definitions see tourism as an activity including travelling away from home for at least 24 hours for the purpose of using leisure time in the forms of holiday, business and et all.

Some other scholars deal with tourism through a different conception. They criticize technical definitions of tourism which has emerged simply out of statistical concerns. Another criticism is that these technical definitions ignore different perspectives of tourism (Hall et all, 2004: 4; Page and Connell, 2009).

In line with this argument, Hall et all (2004: 4) states that tourism should emerge from broader perspectives that have enabled articulation of “social, environmental, and political dimensions of tourism, as well as fundamental economic issues of commodification, distribution, tourism labor, and the appropriate role of the state in tourism”. This approach further detailed by the study of Smith (1988: 183) who defines tourism as “the aggregate of all businesses that directly provide goods or services to facilitate business, pleasure, and leisure activities away from the home environment”

To conclude, technical definition of tourism solely are not enough to understand tourism in detail because it does not only cover time and purpose of travel but also is related to the economic, social and leisure issues. Therefore, following section focuses on the conceptual definitions of tourism in order to provide a clear understanding of its meaning, scope and its use.

2.1.2 Conceptual Definitions of Tourism

This section of the chapter introduces the definition of tourism within conceptual framework. Tourism represents multiple conceptualizations and is open to contestations since it “has repercussions in social, environmental, cultural and economic terms” (Hall et al, 2004: 7; Lucivero, 2012: 1). Therefore, this section aims to provide entire essence of the subject and different aspects through the conceptual representation of tourism.

In the first part, section focuses on the definition of tourism within economic concept. In the second part, it represents the meaning of tourism as leisure and recreation tool. Finally, it concentrates on social meaning of tourism.

2.1.2.1 Tourism as an Economic Resource

This part concentrates on the definition of tourism in terms of economic aspects. In literature, expressing tourism in relation to the economic activity addresses a common point which is income generator for a country.

In this respect, tourism is viewed as an efficient tool for economic development and decrease in foreign trade deficit (Günay, 1982, 2006). Chaudhary (2014: 4) also supports this argument and conceptualize tourism as a catalyst for economic development. In this respect, she defines tourism as a “source of foreign exchange earnings a generator of personal and corporate incomes, a creator of employment and a contributor to government earnings”. Similarly, Briones-Juarez et al (2009) perceive tourism as an essential economic activity due to not only the contribution of economic growth but also social development of a country.

Moreover, Debbage and Ionna (2004) who deal with tourism with an economic perspective, see tourism as an industry. However, tourism industry is different from other types of industries due to the tourism product as a bundle of services and experiences in the forms of tangible (hotel) and intangible (customer satisfaction)

elements. Thus, Leiper (1990 cited in Debbage and Ioannides, 2004) uses the term *partial industrialization* to present this differentiation of tourism industry.

In line with the arguments discussed in the literature, the common and dominantly accepted point is that tourism is an activity that generates income and employment thus is a tool of economic resource.

Why tourism is widely seen as an economic tool has certain reasons. One reason is about the changing travel pattern due to increase in mobility capacity and disposable income. Travelling, formerly, was an activity for only high income groups however in time with the improved technologies in transportation system and increase in income level, people has started to travel more for tourism purposes and demanded certain tourism products and services (Chaudhary, 2014; Gunn and Var, 2002). All these contributed to development of tourism as an economic sector.

Conceptualization of tourism as an economic sector, on the other hand, is also related to the government policies. Many scholars (Gunn and Var, 2002; Günay, 2006; Gunn, 1979) mention that governments adopt and prioritize tourism sector since it is seen an easy way of economic improvement. Thus, enabling tourism through creating bed capacity and built environment required for tourism development has become an initial goal for countries particularly for underdeveloped countries. Arguments of Gunn (1979: 9) also support this argument and states that “economic impact of tourism is so overwhelming that it is no wonder that underdeveloped countries seek it and industrialized nations wish to protect it”.

Specifically, for countries having no other alternative economic sector to develop such as Laos, Ethiopia, Maldives and other, tourism is seen as an essential sector “in the insurance of local population survival through hospitality, promoting traditional artistry and crafts” (Brumaru and Taloş, 2011: 187). Moreover, for developed countries, tourism has risen as a resource of *economic reconvert*. In this regard, former industrial areas having cultural and historical heritage are transformed into tourism zones (Brumaru and Taloş, 2011: 187).

On the other hand, another reason behind the adoption of tourism as a government strategy is the changing economic and political structure particularly called as globalization after 1980s. In this respect, tourism has conceptualized as a commodity with the rise of global investment flows in tourism in the forms of multinational enterprises such as transnational hotel chains. Page and Connell (2009: 18) make a contribution about this discussion and asserts that global investment flows cause tourism to be commodified because these flows create “global forms of tourism production” which choose locations at specific tourism zones and shape tourism based on their demands.

To sum up, it is obvious that pointing out tourism as an economic resource ignores other aspects of tourism such as leisure and social meanings. However, solely accepting tourism as an economic resource stays over simple and disregards its other meanings such as leisure activity, holiday need for all.

2.1.2.2 Tourism as Leisure and Recreation Tool

Understanding what tourism is in terms of leisure and recreation is crucial to go beyond economic meaning of tourism which is dominantly accepted in the literature. In other words, it is important to understand the relationship of leisure, recreation and tourism in order to have an adequate conceptualization of tourism (Hall et al, 2004: 4).

Dominant view states that tourism is an economic activity and a primary industry providing job opportunities and countries’ gross domestic product. However, such an economic oriented view stays narrow and ignores public meaning of tourism including leisure and recreation aspects (Hall and Page, 2002; Crompton and Richardson, 1986).

In line with the discussions in the literature (Hall and Page, 2002: 7; Page and Connell, 2009: 4), tourism, recreation and leisure have become more interrelated and overlapped in time as a result of “discretionary spending on leisure activities and the increased availability of time to engage in leisure pursuits and holidays” due to

changing work practices. Thus, tourism should be explained through the lens of leisure and recreation activities. In this respect, firstly it is important to discuss definition of two concepts, leisure and recreation with reference to tourism.

There are a number of approaches concentrated on leisure. Stockdale (1985) stating that leisure is related to life satisfaction introduces three definitions of leisure. First definition sees leisure as a free time activity. Second one introduces an objective view and accepts leisure as a non-work activity. Last definition emphasizes subjective perception of leisure and understands individuals' behavior or attitude in the field of leisure. Since the main scope is to understand the relationship between leisure and tourism, social psychology oriented definitions are not discussed in this study.

Apart from Stockdale, there are other scholars discussing leisure concept. One of the simple approach deals with leisure as *free time activity* and *playful activity* underlying individual behavior in a freeway (Herbert, 1988; Bullon, 1990; Hall and Page, 2002). On the other hand, Gunn (1979: 10) states that leisure is more than "merely non work time". In other words, it is a non-compensated activity which generates pleasure, happiness and enjoyment without external compulsion. Thus, it represents "social wealth" and "self-regeneration" (Tataroğlu, 2006; Muneé, 1986; Briones-Juarez et al, 2009).

However, the main point highlighted here is that each kind of leisure activity such as free time activity spent at home may not associated with tourism. Therefore, as stated by Tataroğlu (2006: 14), it is necessary to distinguish leisure activities connected to tourism. In this regard, leisure definitions referring to out of home are much more appropriate to set a relationship with tourism.

Recreation, on the other hand, is strongly related to the terms *restore*, *refresh*, *renew* and *recreate*. In simple terms, recreation is defined as the pleasant activities during one's free time. Moreover, Hall and Page (2002: 5) defines recreation as "leisure activities undertaken by the residents of an immediate region". Similarly, Gunn

(1979: 24) states that recreation is an “activity engaged in during leisure, activity for pleasure and enjoyment or activity that enriches the lives of people”.

Considering abovementioned definitions, it is evident that leisure and recreation are used synonymously due to similarities between two concepts. However, Mieczkowski (1990) represents the differences and the relationship between two concepts. In this regard, while leisure “is concerned with time” and “a part of free time devoted to activities”, recreation is “defined as any activity pursued during leisure” (Mieczkowski, 1990 cited in Tataroğlu, 2006: 11). In other words, leisure involves recreation since recreation is associated with activities taking place during leisure time. The relationship between leisure and recreation is demonstrated in Figure 2.1.

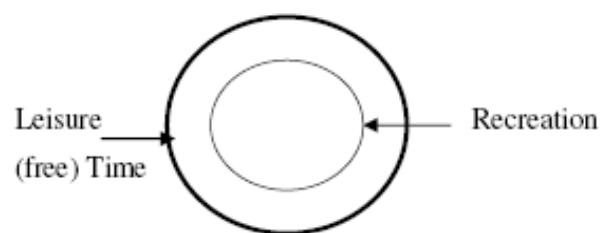


Figure 2.1: The Relationship between Leisure and Recreation

(Source: Mieczkowski, 1990 cited in Tataroğlu, 2006: 11)

In terms of time dimension, Page and Connell (2009: 9) offers a leisure spectrum “viewing tourism and recreation as part of a wider concept of a leisure continuum”. As Figure 2.2 demonstrates, leisure time involves different activities such as home based activities requiring no overnight stay, out of home activities in the forms of recreation and tourism activities requiring stay more than 24 hours away from home. Thus, not all recreation activities taken in leisure time are accepted as tourism. Gunn (1979: 24) also supports this argument and claims that recreation and tourism are not the same but they overlap. Thus, following discussion employs overlaps and relationship between leisure, recreation and tourism.

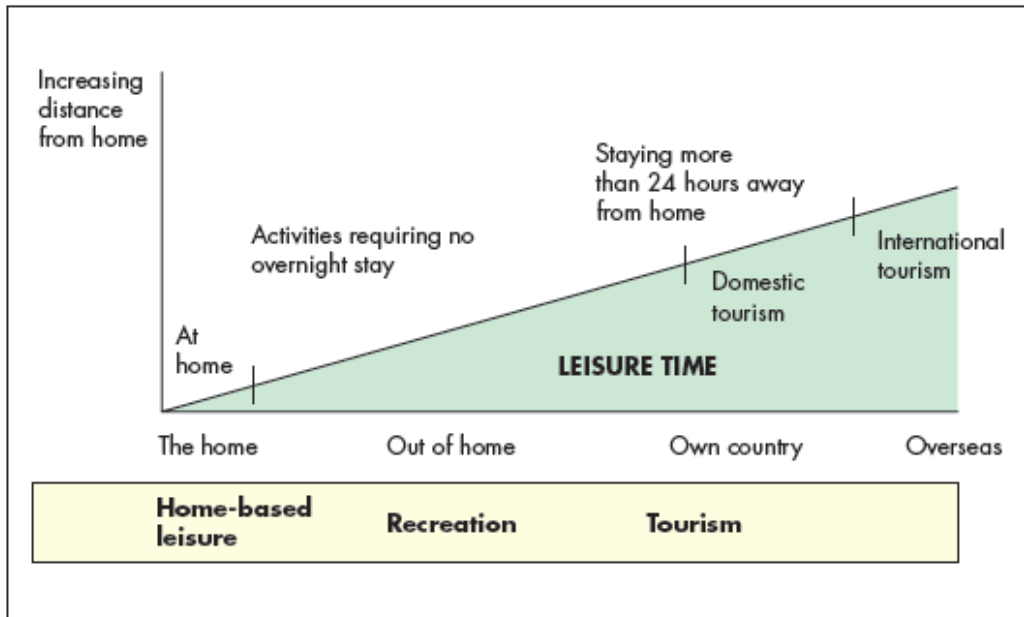


Figure 2.2 The Leisure Spectrum

(Source: Page and Connell, 2009: 9)

Many scholars also accept considerable overlap among leisure, recreation and tourism. In this regard, Hall and Page (2002: 4) explains soft boundaries among the concepts through accepting the view of Parker (1990) which states studying leisure as a whole is explanatory to understand recreation and tourism. In addition, Chaudhary (2014: 8) also emphasize the relationship between concepts and states that “tourism includes...the activities undertaken for leisure and recreation”. Figure 2.3 shows the relationship between the concepts.

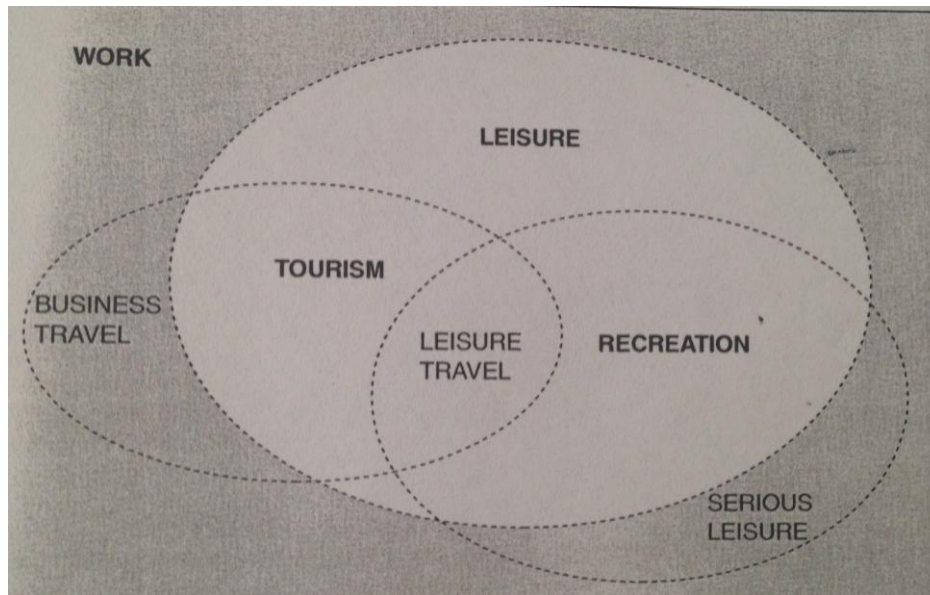


Figure 2.3 Relationships between Leisure, Recreation and Tourism

(Source: Hall andPage, 2002: 5).

To sum up, it is notable to present definitions of Page and Connel (2009: 9) related to three concepts. **Leisure** is defined “as the time, activities and experience derived, characterized by freedom to spend one’s free time”. **Recreation** is viewed as “the activities undertaken in one’s leisure time leading to renewal” and **tourism** is seen as “travel to a destination (involving an overnight stay and 24 hours away from home) which incorporates leisure and recreation activities”.

Together with all discussions, tourism can be accepted as means of leisure and recreation since they are interrelated and overlapping concepts. In line with this argument, some scholars mention the role of tourism development in terms of leisure and recreation. Although tourism activities are mostly accepted as effective an economic tool which directs town planning due to contribution to the development of new built environment in the forms of hotels, tourism should be also taken into consideration through the lenses of leisure and recreation.

In this respect, Günay (2006, 1982) states that tourism should be a part of leisure and recreation oriented planning in a country instead of solely targeting tourism development for economic gains. Adopting such a view provides a tourism

development in the forms not only tourism establishments but also daily use and camping areas which are open to different income groups in a society and ensure the publicness of the coastal area.

To conclude, conceptualization of tourism as a tool of leisure and recreation led to new ways of experiencing tourism development which provides activities such as daily use, camping, and promenade for all income groups in leisure time. Thus, leisure in this study is accepted as a tool which promotes development of tourism spaces open to public and defend public interest in tourism development.

2.1.2.3 Tourism as a Social Tool

Conceptualization of tourism as a social tool is related to the people who participate in tourism movements. Different from economy oriented definition of tourism, tourism as a social tool focuses on the movement of all people rather than only certain groups of tourist.

Considering literature discussion for this view, the common point in definitions of tourism is the term *all*. In this respect, tourism refers to desires and satisfaction of all users, all social classes and all tourists derived from holiday activities (Gunn and Var, 2002; Brumaru and Taloş, 2011; Gilbert, 1990).

In active engagement with social aspects, tourism is discussed as a phenomenon having not only economic roles but also much more meaning and role for society. This argument was also identified and officially adopted in the *Manila Declaration on World Tourism* held in World Tourism Conference of 1980 in Manila. The purpose of the Declaration is to clarify the role of tourism for society through emphasizing responsibilities of state. In this respect, the Declaration recommends that tourism is not a purely economic activity but also a tool of “total fulfillment of the human being, [...] social development in all countries, [...] led to the workers gaining annual paid holidays and [...] represents the recognition of a fundamental right of the human being to rest and leisure” (Manila Declaration, 1980).

Another point emphasized in the Declaration is *social tourism*. In this respect, the Declaration brings social tourism as responsibility of states by declaring the following: “social tourism is an objective which society must pursue in the interest of those citizens who are least privileged in the exercise of their right to rest”.

In line with the Declaration, some scholars also point out social tourism as a term describing a wide variety of holiday types, destinations and tourism establishments which provide wider access or participation of all people including particularly economically weak or disadvantaged groups in society to the tourism activity (Hunzicker, 1951; Minnaert et al, 2011).

Regarding social aspect of tourism, it is clear that human dimension of tourism cannot be ignored. In other words, the view supporting tourism as a social tool can be linked to the interpretation of *right to tourism*. Thus, governments should ensure wider access of all to the tourism activities.

On the other hand, some scholars highlighted that tourism is a social activity and means of communication. Brumaru and Taloş (2011: 191) conceptualize tourism as a pretext of socialization since it provides communication among people through sharing leisure time. Similarly, Briones-Juarez et al (2009: 4) present tourism like a playful activity that facilitates intercultural contacts and contribute to “...the human understanding among people of different cultures”. Moreover, Chaudhary (2014: 3) defines tourism as a social activity which is based on interaction between different communities having different habits and customs. However, all these discussions mainly introduce sociologist’s perspective in tourism which is not the main scope of this study

To sum up, previous parts go some way in explaining that tourism is defined in different aspects and a common definition is not so possible. Thus, it is necessary to broaden the concept of tourism into holistic interpretations. Key elements of this holistic view should comprise economic, leisure and social aspects.

From this review, it may be observed that many elements of economy, leisure, recreation and social are essential to tourism thus it is considered that tourism concept should recognize the overlap of these aspects as the essence of tourism planning.

Further part discusses the spatial representation for tourism concept which is necessary in order to understand how conceptualization of tourism shapes tourism planning.

2.2. Tourism Planning

This part focuses on the definition, origin of tourism planning and how it has evolved based on changing economic and political structure of the world. The change in tourism planning will be discussed in three main periods. In each part, economic and political development will be introduced firstly and their influence on planning and tourism planning will then be discussed.

2.2.1. The Concept of Tourism Planning

Although tourism planning does not have a unique definition in the literature, with the developments in tourism sector after 1960s, tourism planning has become as a specialized area having its own specific techniques, principles, and models while drawing on general planning methodology.

Different experts have tried to define tourism planning with different perspectives. Some of these are introduced in following sentences.

Gunn (1979) was one of the first to define tourism planning as a tool for destination area development, and introduced an economy oriented view. Thus, Gunn see tourism planning as a means for assessing the needs of a tourist receiving destination. According to Gunn (1994), the focus of planning is mainly to generate income and employment, and ensure resource conservation and traveler satisfaction (Andriotis, 2000: 63).

Hall (1970) and Getz (1987) emphasize the other roles of tourism planning. Thus, Getz defines tourism planning as “a process, based on research and evaluation, which seeks to optimize the potential contribution of tourism to human welfare and environmental quality.” This definition reveals that tourism planning does not solely involve the number of tourists and their economic consequences. Its emphasis is on achieving goals of development.

Moreover, Hall (1970) mentions different roles of tourism planning and states that planning is required to have a development on social, economic and environmental issues. To do this, planning becomes “an ordered sequence of operations, designed to lead to the achievement of either a single goal or to a balance between several goals.”

On the other hand, contemporary definition of tourism focuses on the integration and adaptation characteristics of tourism sector. According to Inskeep (1991, p.28), tourism planning is a process utilizing general planning concepts that have proven to be effective in meeting the challenges facing modern development processes but adopted to the particular characteristics of tourism.

Moreover, it includes a decision-making process between the tourism industry and other sectors of the economy, between various sub-national areas and between types of tourism. It requires the integration of the tourism industry into other sectors such as agriculture, industry, transportation and social services. (Tosun and Timothy, 2001: 353).

As it is understood each definition has a different focus. While former definition focuses on the tourism planning as means of economic development, the latter definition see tourism planning as a tool of utilizing the integration capacity of tourism.

Considering the contribution of different roles of tourism planning to the definition, development objectives of a tourism plan need further discussion. In order to successfully design a tourism plan, it is necessary to have a clear understanding of the development objectives to be achieved at national, regional or local levels.

Development objectives may be political, socio-cultural, environmental and economic or combination of these issues.

According to Sharpley and Sharpley (1997), these objectives are:

“A statement of the desired outcomes of developing tourism in a destination and include a wide range of aims, such as job creation, economic diversification, the support of public services, the conservation or redevelopment of traditional buildings and, of course, the provision of recreational opportunities for tourists” (p.116 cited in Andriotis, 2000: 63).

To sum up, planning is an essential activity to achieve the goals of tourism development. It is widely acknowledged that planning is crucial to have a successful tourism development and management; and it is claimed that there is a direct relationship between planning and success of tourism sector. The places with the best tourism development planning are likely to be the most successful tourist destinations (Inskip, 1991; World Tourism Organization, 1994; Lai, Li and Feng, 2006: 1171).

2.2.2 Different Approaches on Tourism Planning

This chapter aims to state different approaches on tourism planning and to reveal how the tourism planning has evolved over time. Development of tourism planning cannot be separated from mainstream planning approach. Thus, each period starts with the explanation of dominant planning approach and then discussion about the evolution of development of tourism planning. In this context, approaches on tourism planning are elaborated under three main headings mainly classical, rational and contemporary approaches.

2.2.2.1 Classical Approach on Tourism Planning

Towards the end of 19th century and the beginning of 20th century is known as the years that early modern planning started to emerge (Ersoy, 2007; Tekeli, 2010; Costa, 2001). As a result of the industrial revolution, all around the world, excessive migrations to cities, insufficient infrastructure, housing, transportation and environmental problems has occurred and planning revealed as a solution for urban problems.

The classical planning school that flourished during this phase was based on the belief that the origin of the vast majority of the problems observed in society was associated with the poor quality of the urban form and infrastructure (Costa, 2001: 426). Thus, planning was seen as an exercise in physical design and most of the planning solutions were proposed by the architectures such as Ebenezer Howard (Garden City), Daniel Burnham (City Beautiful), Camillo Sitte, Tony Garnier (Industrial City), Frank Lloyd Wright (Broadacre City) and Le Corbusier (Radiant City). All these planning solutions were utopians which characterized by remarkable architectural solutions but “only a few were implemented because they were too theoretical to be put into practice” (Costa, 2001: 426).

In this period, it is hard to talk about tourism planning but tourism was seen equal to the concepts of leisure and recreation in the forms of celebrations, festivals, gambling, drinking, etc. (Costa, 2001: 427). Moreover, the expansion of tourism was regarded as being equivalent to the emergence of new urban developments in areas located away from the traditional urban centers (Costa, 2001: 427; Tosun and Jenkins, 1998: 102).

This era is known as unplanned tourism development era. In other words, the main approach in this era is known as Boosterism, a form of non-planning. The phenomenon of boosterism reached its peak of popularity during the 1920s. Boosterism was a civic philosophy that aimed to advertise towns and cities, promote economic development and foster tourism. According to boosterism, tourism is beneficial for a destination and its inhabitants; environmental objects are promoted as

assets in order to stimulate market interest and increase economic benefits and barriers to development are reduced (Getz, 1987; Hall, 1991; Dredge, 1999). However, as stated by Baidal (2004: 317), negative effects of tourism in terms of economic, social, cultural and environmental are not considered in this philosophy.

As a result of that, planners were not very much concerned with tourism, and recreationists were not very much concerned with planning matters. (Costa, 2001: 428).

Similar to town planning, it also may be considered that the roots of tourism planning may be traced back to the phase of the Industrial Revolution, and in particular to the social, economic and urban developments that emerged during this period. Towards the end of this period, with increase in greater disposable income, reduction of working-hours and with improvements in travelling conditions (faster, cheaper and more convenient means of transport as well as better rail and road networks), people started to travel more frequently to areas away from their usual place of residence (Costa, 2001: 427). Hence tourism was viewed as a “simplistic process of encouraging new hotels to open, making sure that there was transportation access to the area, and organizing promotion campaigns” (Inskeep, 1991; Costa, 2001: 427). As a result, towards the end of this period, beginning of partly supply oriented tourism planning period has started.

2.2.2.2 Rational Planning Approach on Tourism Development

After World War II, classical planning approach had remained incapable since it only provided architecture oriented solutions for urban planning. This period had witnessed the wide diversity and complexity in which urban problems were embodied as a result of economic crisis of 1930s. Thus, a new way of thinking, known as rational planning, started to flourish all around the world. Chicago School is well known body which has a role of changing the approach on planning from physical planning to a broader one (Costa, 2001: 428).

With the development of rational planning approach, state had become the main actor responsible from planning activity, in other words, planning was seen as a tool of regulation in the hands of state. Moreover, the planning based on rational approach employs scientific methods since this era was dominated quantitative models and positivism. Following scientific method, the rational planning model has the process of realizing a problem, establishing and evaluating planning criteria, creating alternatives, implementing alternatives, and monitoring progress of the alternatives. As a result of such process, it was believed that planning decisions based on scientific analysis were the best for the interest of society. Public interest was determined by bureaucrats' and planners' values and these values were embedded in the planning process. Thus, public interest has long been a legitimization tool for planners.

Moreover, rational planning approach constitutes the basis of this legitimization in twentieth century by proposing that state intervention in the forms of planning is necessary to “safeguard the public interest against private and sectional interests” (Camphell and Marshall, 2000: 308).

In terms of tourism development, this period was the years when tourism demand has rapidly increased. However, tourism development planning was not prepared systematically until the 1960s (Tosun and Jenkins, 1998: 101). Whereas in urban planning the discussion was centered around the rational paradigm, in the tourism field the 1950s to 1970s were dominated by the rapid expansion of the travel and tourism market. A number of tourist resorts started to mushroom in the warm beaches of the Mediterranean and in the Caribbean. (Costa, 2001: 429).

As a result of such a demand, the main planning approach on tourism is based on issues of accessibility (surface and air transport), accommodation and attractions. It was believed that if a destination had these three inputs, tourism would see an automatic progression. The result of making available these three A's (Accessibility, Accommodation and Attractions) to the consumers without taking the overall view into consideration resulted in mass tourism (Course Preparation Team, 2011: 5). Such rapid expansion of the tourism industry was generally uncontrolled and

gradually changes the face of many (previously) quiet areas of high tourism potential (Pearce, 1989).

However, it was still believed that the expansion of tourism was equivalent to the growth of urban developments for tourism purposes. The expansion of the tourism sector was left in the hands of entrepreneurs interested in short-term profit, and, thus, not concerned with the long-term impact of tourism on the physical and social environment and on the long-term survival of the economic structure of the destination areas. (Costa, 2001: 429). Thus, this approach is known as economic approach on tourism. The main underlying assumptions of this approach is that tourism is as a tool of creating employment, earning foreign revenue, encouraging regional development and overcoming regional economic disparities.

However, economic oriented approach brings certain problems as indicated by WTO report in that period. According to WTO report, the expansion of tourism during this phase followed by an economic rationale, and also that social and physical matters were systematically overlooked by planners. Taking this evidence into account the report concludes that up to the 1980s planning was based on rudimentary market assessment to which a physical plan for equipment and infrastructures was added. The absence of specific tourism planning controls is also blamed by the WTO for being responsible for the failure of tourism planning during this period (WTO, 1980 cited in Costa, 2001: 431).

Towards the end of this period, the problems of economic oriented planning approach rise and as a solution integrated and comprehensive planning approach is also employed in tourism planning as in urban planning theory. The main argument of these approaches is that tourism is not simply defined as an “industry” but also as a “system” (Gunn, 1994; Leiper, 1990; Mill and Morrison, 1998).

2.2.2.2.1 Integrated and Comprehensive Planning Approach for Tourism Development

The integrated and comprehensive planning approaches to tourism development have two meanings. The first one refers to integration of the various components of the tourism sector and the integration of the tourism sector into the macro system which includes socio-cultural, economic, political, environmental factors and the international tourism distribution system itself. The other meaning is related to the mind which elaborates planning activity based on a holistic view.

In tourism, integrated planning refers to an approach to facilitate integration of tourism into overall sub-national, national and international tourism markets (Tosun and Jenkins, 1998: 105). Integrated and comprehensive planning also requires inputs from different sectors, agencies or disciplines and it is an approach which links and identifies relationships between wholes.

There are three main tourism planning approaches following integrated and comprehensive approach tradition.

2.2.2.2.1.1. A Supply-Led Approach – PASOLP (Product's Analysis Sequence) Model

The first model which is known as PASOLP - Product's Analysis Sequence proposed the abandonment of the economic based orientation of tourism sector. Baud-Bovy (1982) introduced this model as an alternative and more efficient planning approach for tourism development. According to Baud-Bovy, the main reason behind the failure of tourism plans was the lack of integration of tourism to the economy and inadequate attention to socio-economic impact of tourism. Thus, they proposed such a model which was declared as an efficient and effective tool for outdoor leisure planning (Lawson and Baud-Bovy, 1977).

PASOLP Model views tourism development from not only economic perspective but also integrated and interconnected way including country's structures and contextual

tourism potential (Costa, 2001: 431). Thus, the main argument of the model claims the integration of tourism development plan into “the nation’s socioeconomic and political policies, into the natural and man-made environment, into the socio-cultural traditions, into the many related sectors of the economy and its financial schemes, and into the international tourism market” (Andriotis, 2000: 66).

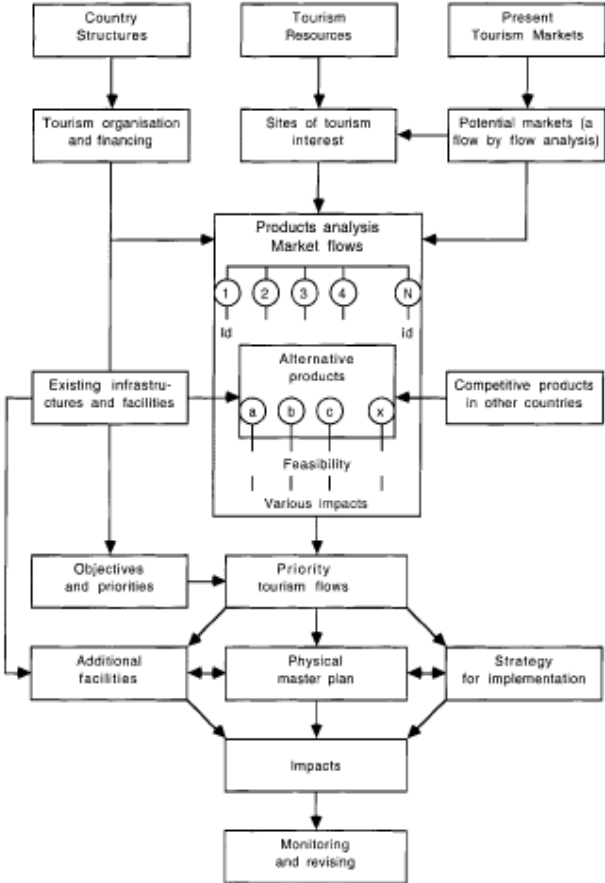


Figure 2.4 Diagrammatic Representation of the Product's Analysis Sequence for Outdoor Leisure Planning (PASOLP) Approach (Source: Baud-Bovy, 1982, reproduced with permission from Elsevier Science)

The Figure above demonstrates the planning process proposed by the model which starts with analysis of country structure, tourism resources and present tourism market. Then, product analysis process is conducted and in this phase alternative products are discussed based on comparison of products in other countries and existing infrastructure and facilities in the country. At the end of this phase priorities

of tourism development is determined and a physical master plan including strategies for implementation and objective for tourism development is prepared. Finally, implementation process works and impact of the plan is monitored and the authority undergoes revision of the plan if necessary.

Following the process, one can claim that PASOLP Model proposes a planning process for tourism development based on rational comprehensive planning since the model uses scientific activity able to find the 'right' solutions for planning decisions. On the other hand, the emphasis of the model is put on the 'product' (or in other words the supply), thus PASOLP model is known as a 'supply-led' approach to tourism planning. According to Inskip (1991: 30), the supply-led approach implies "only those types of attractions, facilities, and services that the area believes can best be integrated with minimum impacts into the local development patterns and society are provided, and marketing is done to attract only those tourists who find this product of interest to them".

2.2.2.2.1.2 Donald Getz's Model

Similar to the PASOLP Model, Getz's model (Figure 2.5) also implies that the planning of tourism development should not be reduced to economic rationale but also consider social and physical perspective (Getz, 1986).

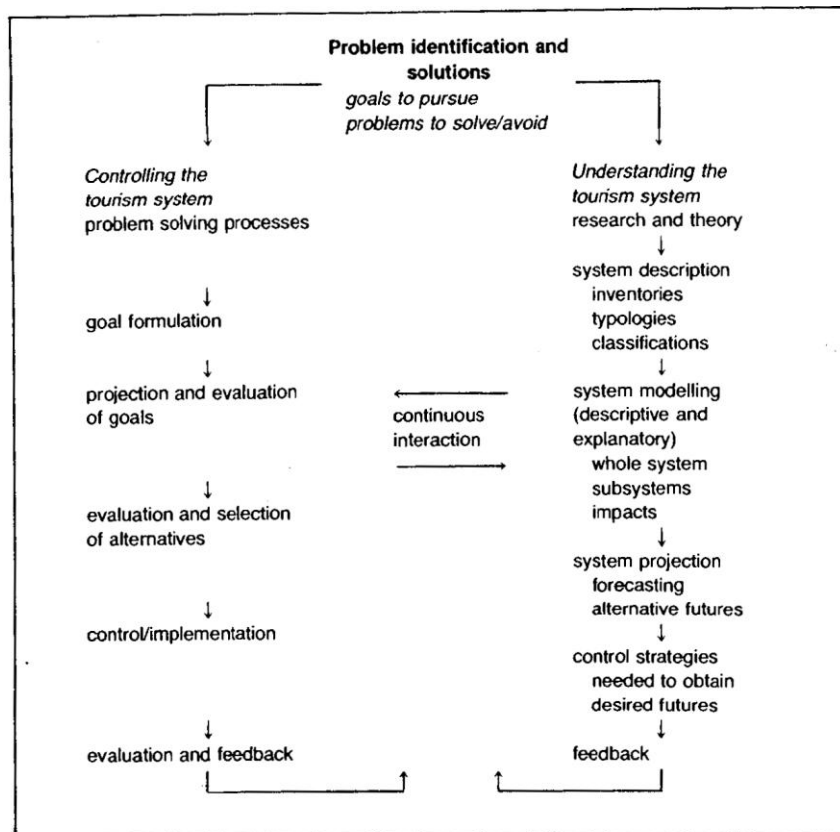


Figure 2.5 Integrative Systems Model of Tourism Theory and Practice
(Source: Getz, 1986)

The essence of Getz’s Model is based on Chadwick System Approach (1971) which rationally handles with planning process. System has many meanings based upon the context in which it is used (Wilson, 1990). In general, system is defined as a set of elements standing in interrelationship (Bertalanffy, 1968; Chadwick, 1978; Tosun and Jenkins, 1998: 103).

Since “tourism is viewed as an interrelated system, it should be planned as such, utilizing systems analysis techniques” (Inskeep, 1991: 29). It was argued that the system approach to tourism planning has two advantages. First, since the system approach is flexible, it can be applied at various levels with a different emphasis at each level (Murphy, 1985). Second, there is a programmed learning and continuous improvement in system planning (Gravel, 1979: 123; Tosun and Jenkins, 1998: 104).

In general, the system approach provides a broader view instead of concentrating on only one issue with a myopic and isolated view. The system approach contains holistic, process oriented, interdisciplinary, analytic and pragmatic kinds of thinking, which creates the advantages of a systems approach. It may be said that it is useful for grasping 'real life' issues (Kaspar and Laesser, 1994; Tosun and Jenkins, 1998: 104).

Getz (1986) applied System Approach for tourism planning and divided Chadwick's basic model into two stages as problem definition and integrating implementation with evaluation (Figure 2.5). First stage "involves statement of the problems, goal and objectives formulation, and an evaluation of alternative actions". Second one focuses on evaluation of plans through a "systematic identification of tourism development inputs (goals, plans, investment and resources), actions (resort development, promotion and visitor services) and outputs (such as visitor satisfaction, social and economic effects)" (Getz, 1986: 29, 30). However, Getz also recommends testing the model in every situation in order to adjust for local circumstances. Otherwise, it may remain as unrealistic to expect the development of tourism as model proposed.

This model undertakes tourism planning not only in a scientific manner but also comprise the "understanding, the description, the modeling, the projection and the implementation of control strategies" (Costa, 2001: 432). Thus, it contributed to change towards tourism planning from economic oriented approach to systematic approach.

2.2.2.2.1.3. Mill and Morrison's Approach on Tourism Development

Mill and Morrison developed the tourism policy model in 1985. Although the essence of the model is based on system approach, the model also reflects new concepts rise after 1980s in planning philosophy discussed in further part.

The main argument of Mill and Morrison is that tourism is not solely an industry rather it is a system "including the elements which are interrelated parts working

together to complete general purposes". Thus they wrote a book named *Tourism System* (Mill and Morrison, 1985).

In their book, they have used system approach to study tourism and modeled system like a spider's web including the elemental character of a perceived tourism system as highly abstract functional regions representing a market, a destination and a corridor between. To them, "the tourism system consists of four parts — Market; Travel; Destination and Marketing" (Tosun and Jenkins, 1998: 103).

Another contribution of Mill and Morrison is the tourism policy model (Figure 2.6). This model stresses that policy and goal formulation are more critical than project and master planning. Thus, this model introduced policy oriented way of thinking to tourism planning.

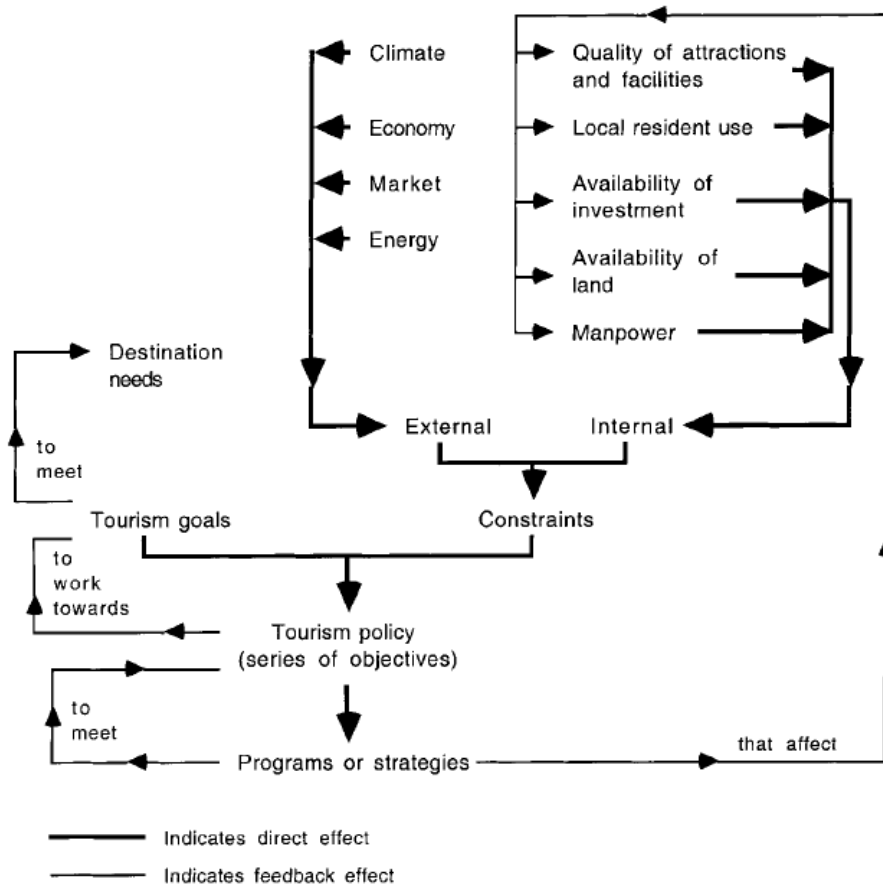


Figure 2.6 Tourism Policy Model
 (Source: Mill and Morrison, 1985)

Moreover, the model also makes an emphasis on importance of programs and strategies to meet tourism policies. Thus, tourism policies including series of objectives and program or strategies should be formulated together. By doing so, it is believed that feedback mechanism in planning can work properly. Another contribution is related to the way analyzing destinations. According to the model, analysis should comprise both internal and external factors for an effective planning process. Internal factors are quality of attractions and facilities, local use, availability of investment and land, manpower. All these are decisive in formulation tourism goals. However, only these factors are not enough to make overall decisions. Thus, the model also proposed to analyze climate, economy, market and energy as external factors which “have to be undertaken with close links to the uniqueness of every place”. (Costa, 2001: 437).

It is undeniable that Baud-Bovy's, Getz's and Mill-Morrison's models provide useful guidelines about the way in which tourism planning should move forward. In addition, they have contributed to shift the tourism planning emphasis from an economic perspective towards an integrated and comprehensive view of the systems.

In this period, it is obvious that the tourism literature focused on the system, comprehensive and integrated planning approaches. Thus, tourism is viewed as an interrelated system and all aspects of tourism development such as institutional elements, environmental, socio economic aspects should be analyzed. In other words, tourism is handled in a holistic manner.

However, according to Costa (2001: 432), these models were “still advocating some courses of action very much closer to the town planning 'rational' and 'systematic' approaches of previous decades”. Inskeep also supports this view by stating that tourism planning literature in terms of techniques, principles and models was still very poor up to the 1990s.

2.2.2.2. Tourism Area Life Cycle Model

The *Tourism Area Life Cycle (TALC)* is a model which explains development cycle of tourism destinations. Butler (1980) first proposed the model by introducing life cycle based on certain variables such as visitor numbers, accommodation statistics etc. against time as illustrated in Figure 2.7. Moreover, TALC model has six stages namely exploration, involvement, development, consolidation, stagnation, and either rejuvenation or decline which each destination would possibly follow (Butler, 1980: 4; Ma and Hassink, 2013: 92). In other words, it appears as so rational that TALC model proposes a similar development pattern for every tourism destination.

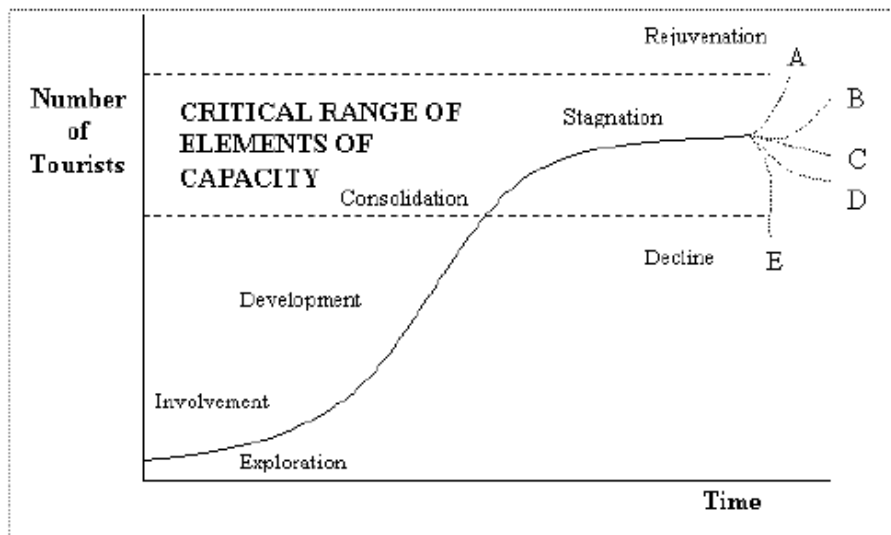


Figure 2.7 The Tourism Area Life Cycle

(Source: Butler, 1980: 7)

TALC model also determines the factor which affect the life cycle of a tourism destination. According to the model, factors such as “the rate of development, the numbers of tourists, accessibility, government policies, environmental problems and numbers of similar competing areas” are effective in the evolution of a destination (Butler, 1980).

However, as stated by Ma and Hassink (2013: 93-94), the factors proposed by Butler may not be so definite that “the key factors influencing the evolution of a resort vary from area to area”. In this context, three main categories of factors which are open to changes based on characteristics of a resort are introduced namely “physical factors (locational advantage, environmental conditions...etc.), social factors (economic conditions, changes in the preference and needs of tourism and the political environment) and human-oriented elements (man-made attractions, tourism planning and management, resort marketing, transport accessibility, the capability of entrepreneurs and tour operators, tourism investment and government policies)” (Ma and Hassink,2013: 93-94).

Although recognizing the fact that TALC model is explanatory for development pattern for tourism resort, there are some scholars who extended the model in order to overcome certain critics about the accuracy of the stages and path dependency. In this context, Agarwal (2006) introduced additional steps to the model called as “reorientation” after stagnation step in order to represent restructuring effort which may end up with post stagnation, rejuvenation or decline (Figure 2.8). Success or failure of reorientation process determines “...decline and subsequent rise” of the resort” (Butler, 1980: 11).

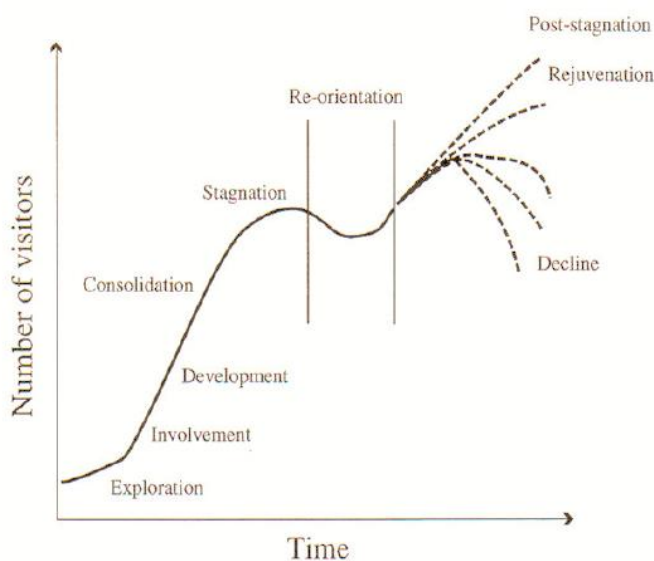


Figure 2.8 Modification of Butler Tourist Cycle of Evolution Model

(Source: Agarwal, 2006)

On the other hand, Ma and Hassink (2013) introduced a supplement to the TALC model which is *Evolutionary Economic Geography*. The essence behind this alternative model is based on the “path dependence” and “co evolution” in tourism development which are seen as necessary to explain “...how and why the tourism area evolves depending on...initial conditions including preexisting natural or cultural resources, adventurers’ experience, location advantage and economic base” (Ma and Hassink, 2013: 97).

2.2.2.3. Contemporary Planning Approach on Tourism Development

During 1970s, several important economic, political, social, and technological events such as the oil crisis, globalization, the expansion of information technology, etc., all played a role in undermining the essence of rational planning paradigm that dominated planning theory and practice during previous decades.

In terms of economic structure, 1970s crisis has brought a change in mode of production that is flexible production system. In such a new production organization, the survival strategy is defined as being *competitive*. In such a manner, defining policies for competitiveness have become highly crucial and popular in the world. There are lots of papers that try to explain the survival strategies through knowledge and information generation and circulation such as *cluster development policies*, *regional innovation strategies (RIS)*, and *learning regions*. The main focus of such competitive policies highly depends on endogenous potentials of cities or regions. Therefore, it is aimed to create an *innovative medium* that is accepted as the key notion of competitiveness.

According to Gedikli (2010: 284), competitiveness agenda also interlinked with the “investment in transportation and communication infrastructure, mega urban projects, waterfront developments, other tourist and investor attractions, cultural/health/education facilities” and also environmental agenda has risen as an crucial complementary of competitiveness.

In line with above mentioned changing conditions, localities are forced to adopt a more entrepreneurial style of planning in order to enhance city competitiveness and this situation served to expand new planning approaches including participatory, strategic spatial planning etc.

The change in economy has certain effects on the mode of state that is *de regulated state* having less power and less responsibility when compared to Keynesian welfare state. This way of regulation of state is explained as result of the limited financial resources of the state and the inadaptability of flexible production to nation state barriers (Scott, 2001: 820). Therefore, a new era has started for state based on sharing its responsibilities with other actors having financial power such as private organizations, NGOS or other type of public institutions. The main focus point of change in regulation mechanisms is the *governance system* and *emergence of new institutions*. The theories about governance generally mention about the horizontal and negotiation based decision making process, participatory environment and satisfying results for all participating actors and society.

The nature of the new policy regime that is mentioned as governance above indicates that heterarchic self-organization as opposed to the hierarchical mode of organization associated with the term government (Jessop, 1998: 29). In this context, New Regionalist paradigm entails *institutional approach* in order to understand the role of the new institutions in the rising regional economy since governance practice prefers a platform that is based on the participation of different actors to decision making process.

The increasing concern on participation led by governance issue revealed the need a more “democratic” style of planning that served to expand participatory planning agenda.

Apart from change in economic and political structure, there is also a new way of thinking namely *post modern philosophy* rising in the second half of the 1980s. Postmodern philosophy is much differentiated from modern philosophy since the former focuses on relations and processes based on a contingent time - space

phenomenon while the latter is related to the cause and effect relations verified by a scientific truth which is universally accepted. Therefore, in postmodern philosophy the way of acting is socially constructed: that is, moulded in social relations with others and through these relations embedded in specific contexts. (Albrechts, 2006: 1156)

As a result of new paradigm, the mainstream planning approaches, popularly known as Rational Comprehensive Planning, have seen an inconvenient tool since it fails to provide platforms fostering social relations. In other words, “communicative rationality paradigm comes into effect here, contrasting the instrumental rationality paradigm of the modernist era” (Gedikli, 2010: 284).

It became increasingly clear that a number of different planning concepts -such as the communicative platforms – cannot be achieved solely through mainstream planning approaches thus, strategic spatial planning that pays attention to discourse, is more adaptable to changing circumstances and process oriented has received widespread acceptance for some 20 years.

All these changes in planning agenda also have an effect on tourism planning and practice. Governments have realized that existing intervention tools to tourism industry would not be sufficient because of “the emergence of powerful tour operators, and with better informed and more exigent customers” (Costa, 2001: 435). Thus, governments started to develop new tourism strategies compatible with changing economic and political structure in order to compete among growing number of holiday resorts all around the world. In this context, Pearce (1992), Wahab (1988) and Bennett and Krebs (1991) emphasis on importance of organizational structure which foster more democratic decision making process for tourism planning decisions in order to adapt competitive order.

In this period, survival strategies have focused on the promoting and keeping uniqueness and distinctiveness of tourism destinations (Costa, 2001: 435). Therefore, tourism planning has re-conceptualized as to formulate strategies which sustain

localities' environmental, physical, cultural, social and economic aspects in a democratic decision making process.

Thus, the new framework claimed for tourism planning includes sustainable and participatory approaches in order to overcome myopic tourism development planning approaches. This period is known as contemporary planning approach period which fosters “proactive rather than reactive policies; social responsiveness; forms of strategic planning able to bring together ideology and market forces; organizational structures allowing flexible approaches; horizontal policies; and decentralization of the decision-making and decision-taking process” (Cevat and Tosun, 1998: 102).

Two approaches of planning for tourism development raised in this period are discussed below.

2.2.2.3.1. Sustainable Tourism Development Approach

The sustainable development approach on planning has risen as a reaction to unlimited growth of tourism in forms of mass tourism. Particularly, countries and regions whose economy is dependent on tourism sector have realized the shortcoming of mass tourism including environmental and socio-cultural problems. As a result, there is an increasing agreement on “the need to promote sustainable tourism development to minimize its environmental impact and to maximize socio-economic overall benefits at tourist destinations” (Neto, 2003: 6).

One of the pioneer definitions of sustainable tourism was developed by the World Tourism Organization (WTO) in the context of the United Nations sustainable development process. According to this definition, sustainable tourism refers to tourist activities “leading to management of all resources in such a way that economic, social and aesthetic needs can be fulfilled while maintaining cultural integrity, essential ecological processes, biological diversity and life support systems” (UN, 2001a cited in Neto, 2003: 6).

Following above definition, it can be claimed that sustainable tourism proposes a planning process considering economic, social, cultural and environmental perspectives. By doing so, it is believed that tourism planning can “carry developmental achievements into the future in such a way that future generation are not left worse off” (Tosun and Jenkins, 1998: 103). In addition, employing sustainable tourism planning approach, authorities can succeed in balancing social and economic objectives without damaging environment (UN, 1999).

It is widely accepted that sustainable development must meet three fundamental and equal objectives namely economic, environmental and social (UN, 1999). Economic objectives refer that a sustainable tourism place should include a variety of environmentally sound business, industries and institutions. In addition, tourism place should provide jobs, training, education and residents’ money remains in the tourism destination. In terms of environmental objectives, conservation and management of natural resources is the main aim in harmony with human needs. In this context, the preservation of biodiversity and maintenance of ecological integrity are main criterion which is a result of environmental sensitization which has a direct link with society (Baidal, 2004: 318).

Finally, social objectives should provide the maintenance and enhancement of quality of life. Here, sustainable tourist destinations should recognize people’s evolving sense of wellbeing, belonging, place safety and connection with nature. Moreover, it is important to enable people to feel empowered and to take responsibility based on a shared vision, equal opportunity and having their say in a sustainable tourism planning process.

Apart from objectives, Ivars (2001) introduces a set of criteria for sustainable approach. First criterion is related to its holistic nature which includes economic, environmental, social, cultural, political and technological aspects. Thus, holistic approach requires a “multidisciplinary approach to planning” and a balance between “political and scientific...component of planning” adapting to the political, social and economic context of locality. Related to the first criteria, second one refers to power of local scale in order to facilitate sustainable approach in practice. Finally,

considering local scale, to adopt a sustainable approach “a new role of the planner, more aware of and committed to the process, with the ability to identify the stakeholders, reconcile interests, and favor social consensus” are required (Baidal, 2004: 318).

To sum up, the main contribution of sustainable tourism approach is to introduce tourism development strategies which ensure natural resources maintained and recognize economic, environmental and socio-cultural values by raising community awareness.

2.2.2.3.2. Community Participation Approach on Tourism Planning

Community Participation Approach has gained importance with the rise of sustainable tourism development approach since sustainable approach “emphasizes the right of local people to take part in the decision-making process in order to have an effect on their well-being” (Wisansing, 2008: 48). Moreover, the change in economic and political structure of the world also forced governments to adopt a more democratic way of planning process comprising new actors such as NGOs, local people, private sector and so on.

There are many scholars (Murphy 1985; Gunn 1988; Haywood 1988; Blank 1989; Simmons 1994; Jamal and Getz, 1995; Reed 1997; Timothy, 1999) who discuss and address the importance of community based tourism planning. Although, in literature, this approach is known in different names such as interactive planning, collaborative planning, co-operative and participatory planning, the common for all is to consider of the local community’s ideas and desires through active participation of them in the planning process (Tosun and Jenkins, 1998: 110).

It is believed that active participation is required in order to reach better decisions. According to Gunn (1994: 20), final decisions have a much better chance of being implemented if different actors such as experiments, local people, public institutions, private sector etc. rather than planners have been involved. Thus, community

participation requires decentralization in order to give an opportunity to local people to become involved in the decision-making process (Tosun and Jenkins, 1998: 110).

In literature, Pinel (1999) developed the *Community Based Tourism Planning Model* (CBTP) which was partially inspired by the “Tourism Planning Community Development Model” developed by Reid, Fuller, Haywood, and Bryden (1993) (Figure 2.9).

The model brings strategic approach and community development principles to tourism planning in order to foster a tourism planning process which considers community values, needs, initiatives and opportunities. Community participation approach to tourism highly emphasis on the participation of stakeholders such as residents, operators, governments, NGOS in order to develop a more sustainable tourism industry and balance economic, social, cultural and environmental factors in tourism development (Pinel, 1999: 279).

In addition, CBTP model promote stakeholders to share their tourism experience and local people to guide and set a direction for tourism development. Of course, all this process is highly depend on the collaboration and cooperation of stakeholders who take responsibility in the planning process and commit for that. This community-based approach is fundamentally linked with a “belief in human potential for favorable growth” (Biddle and Biddle, 1965: 58 cited in Pinel, 1999).

The Figure 2.9 demonstrates CBTP model having four major phases namely community assessment and organization development phase, planning and preparation phase, delivery phase and monitoring and evaluation phase. First phase relies on an initial and periodic community assessment process that harnesses stakeholder’s experiences, concerns and desires. This is called social inventory which is accepted as “the complement other tourism resource inventories (infrastructure, services, attractions, biophysical features, and cultural features) for making more informed and accountable decisions while building organization and infrastructure capacity” (Pinel, 1999: 279).

Second phase aims to determine product and program development, services and infrastructure development and marketing strategies through social and tourism resource inventories. In following phases, these development strategies are delivered and put into implementation.

Community-based tourism planning is about tourism awareness raising, identifying guiding elements and clarifying stakeholder relationships. By doing so, the model aims to introduce strategic thinking to tourism development with taking into consideration local people's needs and desirable tourism influences; in addition provide not only tourism development but also opportunities to clarify community strengths, challenges, obstacles, and opportunities for social, economic, and ecological well-being (Pinel, 1999: 279).

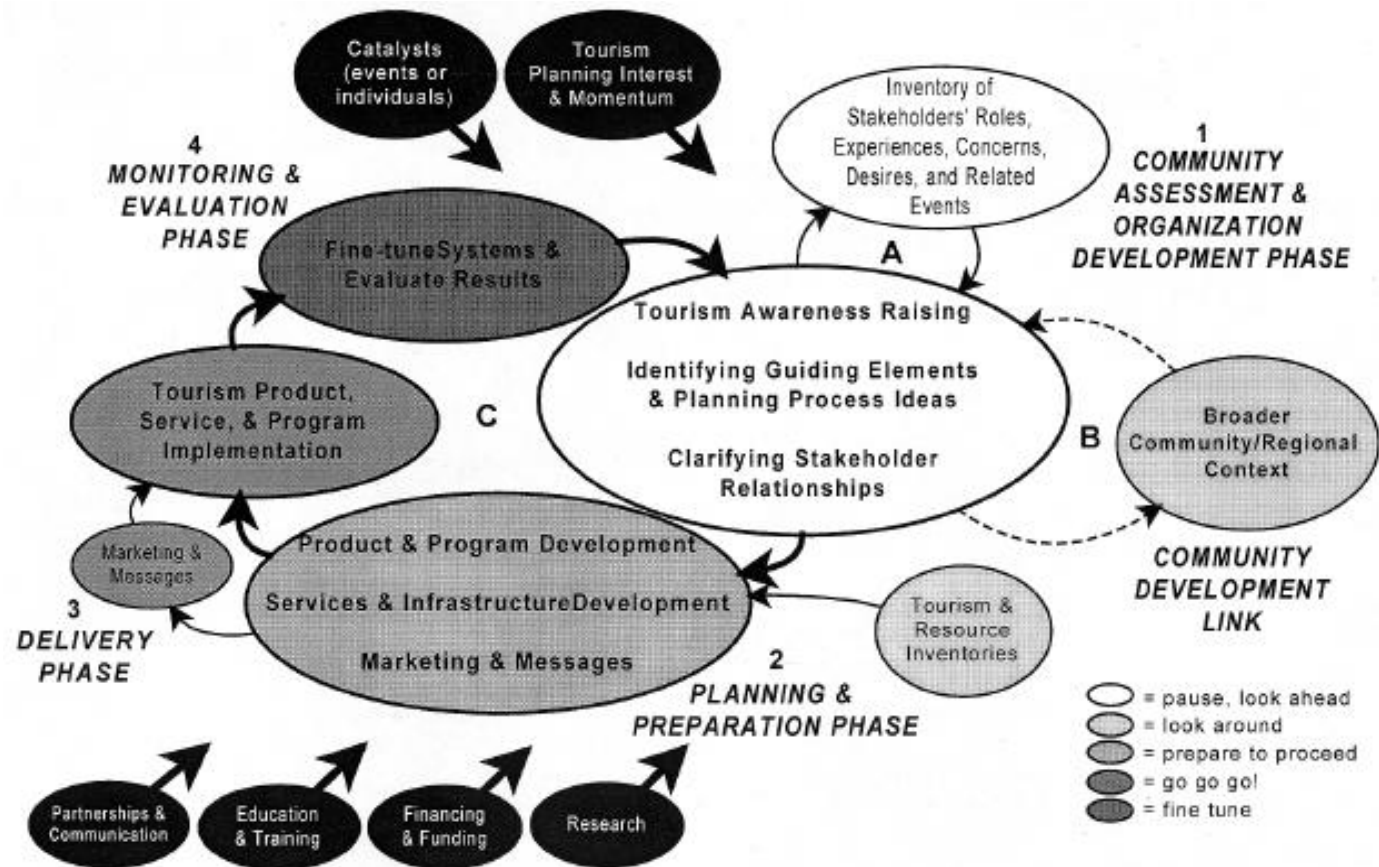


Figure 2.9 Community Based Tourism Planning Process Model

(Source: Pinel, 1999: 279)

Community participation is considered as a tool to design tourism development in such a way that participants are encouraged to take tourism development matters into their own hands via mobilizing their own resources, defining their needs, and making their own decisions about how to use tourism for meeting their own needs. In other words, community participation as a tourism development strategy is based on community resources, needs and decisions (Tosun, 2005: 336).

Table 2.1 provides approaches and attitudes towards planning for tourism, and some of the changing characteristics of tourism planning over three periods.

Table 2.1 Tourism Planning Approaches

	Classical Planning Approach	Rational Planning Approach	Contemporary Planning Approach
Mode of Economic Growth	Post-war reconstruction	Import substitution	Export Substitution
Dominant Planning Paradigm	Physical planning	Instrumental Rationality	Communicative Rationality
The Role of State	There is no involvement of the state	The role of the state is to plan tourism development through direct investment and promoting private sector	State acts as a strategic initiator to promote Public-Private Partnership
The Role of Market	Not much concerned in tourism activities.	Not a main actor at the beginning, but started to involve in tourism at the end of this period.	Main actor investing in tourism facilities.
The Role of Community	Not concerned in tourism planning	Not concerned in tourism planning process.	Increased role in tourism planning
Approach To Tourism Planning	Boosterism Not a specialized tourism planning approach.	At the beginning, tourism is presumed as an economic development sector. In the midst of this period, comprehensive and integrated approaches have become dominant.	Sustainable and participatory tourism planning approaches without neglecting integrated and systematic approaches.
Characteristics of Tourism Development	Leisure and recreation	Mass tourism	Emergence of alternative tourism.
Objective of Tourism Planning	Advertising town and cities and foster tourism	Acknowledgement of multi-dimensional aspects of tourism (economic, social, cultural ...etc.)	Sustainable tourism development with reference to environmental and social sustainability, participatory planning

To sum up, a review of approaches to tourism development planning indicates that they have firstly moved from a historical, narrow consideration of physical requirements to more comprehensive and integrated approaches and then to more sustainable and participatory approaches.

In addition, it can be claimed that contemporary approaches on tourism planning proposes some points. One is that tourism planning process, in contemporary approach, should be based on sustainable and participatory oriented way of thinking. However, it does not refer to divorce holistic and integrated approaches in planning process. Thus, tourism policies must be built on by taking into account the social, economic and physical characteristics of every place (Mill and Morrison, 1985; Murphy, 1985). Moreover, tourism objectives and instruments should consider integration of tourism sector with other sectors through ensuring sustainable tourism development. In addition, tourism policies have to be determined by public participation in order to lead to the development of more knowledgeable creative and better adjusted policies (Costa, 2001: 438).

To conclude, sustainable and participatory approaches through integrated and holistic thinking can be considered as a convenient mechanism for tourism planning in literature. However, as de Kadt stated (1979), adapting approaches developed by Western World may not meet developing countries' needs. Moreover, as Keskinok (2012: 355) emphasized "content of tourism planning and policy cannot be separated from the political economy of a country". Thus, further part set a critical discussion on this issue.

2.2.3 Critical Evaluation of Tourism Planning Approaches

A critical examination of tourism planning approaches is required because abovementioned theoretical discussion developed in the hands of Western Scholars may not very explanatory for particularly tourism oriented localities in less developed countries. This statement is also supported by Göymen (2000) and Tosun (2001, 2005). According to them, the contemporary tourism planning approaches such as the participatory tourism development or sustainable tourism development

approaches had become a reality in the developed world whereas it has not been recognized yet in the developing world in the early 2000s. For example, community participation approaches on tourism planning “assumes participatory civil institutions that may not exist in politically less developed countries” (Burns, 2004: 31).

In this term, Burns’s critic is very explanatory. Considering the change in planning approaches in time, Burns made an important contribution about nature of tourism planning by introducing “Development First” and “Tourism First” approaches which are demonstrated in Figure 2.10 (Burns, 2004: 26).

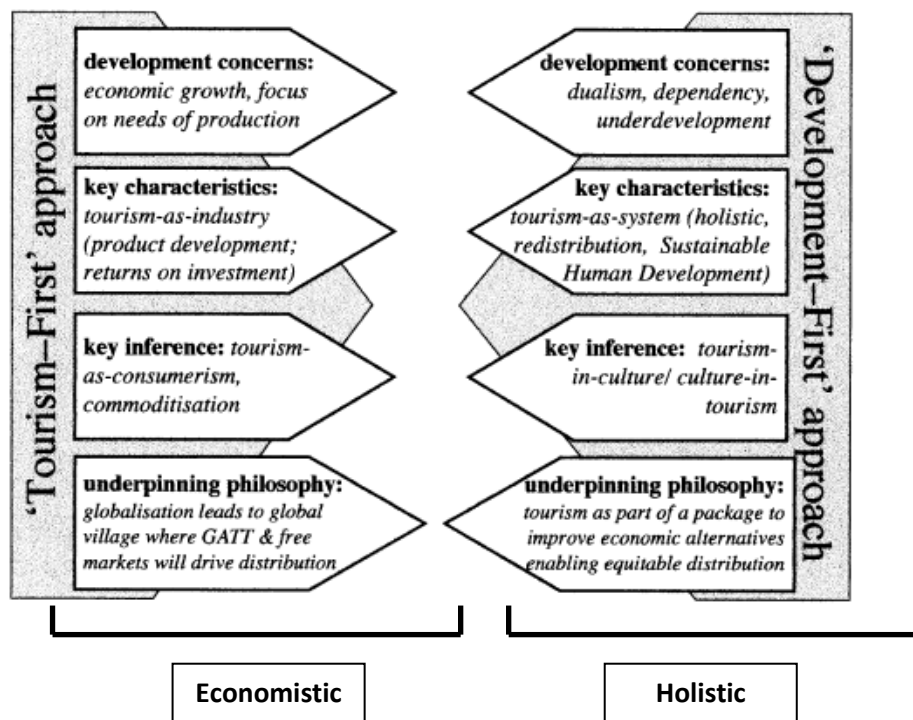


Figure 2.10 Bipolarities in Tourism and Development
(Source: Burns, 2004: 26).

“The Tourism First Approach” sees tourism as an industry and focuses on the economic enlargement. Actually, the roots of the Tourism First perspective are to be found in the supply-led approach to tourism development epitomized by the World Bank and its executing agents (consultant planners). The well-known model

developed based on tourism first approach is Products Analysis Sequence for Outdoor Leisure Planning (PASOLP) (Burns, 1999: 332).

The main aim of this approach is to locate suitable sites for the development of resorts, hotels, and other tourist attractions, which, for these planners/developers, constitutes tourism supply (Gunn 1993: 35). Moreover, the fulfillment of developers and consumer needs is another concern of this approach. Burns introduces a figure to show the relationships in planning based on tourism first perspective.

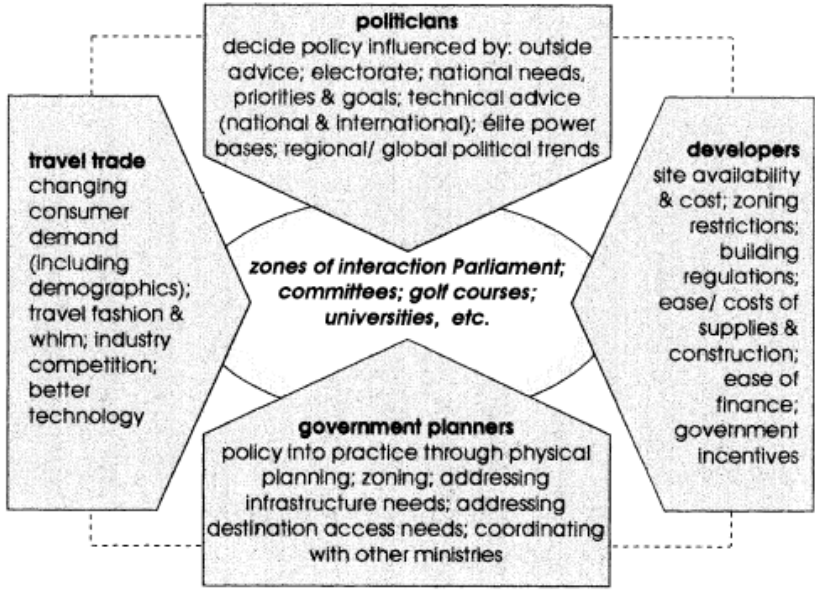


Figure 2.11 Inter-Relationships in Planning.

(Source: Burns, 1999: 335)

According to the model, there is a dialectical relationship among different tourism actors such as politicians, developers, government planners and local communities. For example, politicians give a priority to developers, customers and electorate in order to satisfy their demands. In this way, developers gain access to new tourism sites, the demand of customers and electorate are met. However, it is obvious that “local community is shown as having no real access to the planning process” (Burns, 1999: 334). Thus, the figure only emphasis the stronger links exist among politicians, developers and the industry.

Such a way of thinking of tourism planning is criticized because it brings certain shortcomings such as the use of public resources for infrastructure investment whereby the main beneficiary is not society at large, but private profit (Burns, 1999: 336).

On the other hand, “The Development First Perspective” is focused on sustainable human development goals as defined by local people and local knowledge. This view handles with tourism planning as a system (Burns, 1999: 336).

The main aim of this approach is to use tourism as a tool of development of local community. Therefore, tourism, for most part, should give priority to the elimination of poverty, the creation of productive employment, rural development and the betterment of the place of women. Actually, Burns states that proposal of Development First view shares the central elements of development by the United Nations Development Program (Burns, 1999: 337). In other words, this approach introduces a social concern for tourism planning.

To sum up, a Tourism First Approach provides benefits for the international tourism industry and local elites while a Development First Approach provides benefits for a far wide range of actors including local level.

Another criticism focuses on “non-western” perspectives of tourism and reinforces a wider vision of tourism’s role in societies and the global community. According to Higgins-Desbiolles (2006: 1192), tourism as an “industry” discourse has caused to be forgotten the power of tourism as a social force in the current neo-liberal era.

From this statement, it is understood that although current tourism planning approaches focuses on sustainable and participatory planning, in reality and practice, current tourism planning activities serve the interest of neo-liberal development strategies. This way of thinking also sees tourism sector as the force of growth strategies promoted by the neoliberally driven institutions such as the International Monetary Fund and the World Bank which are claimed to “pressure developing

countries to adopt neoliberal policies as part of the structural adjustment programs that are a pre-requisite to obtain loans” (Higgins-Desbiolles, 2006: 1195).

From the perspective of less developed countries, adopting neo-liberal strategies to tourism sector has pursued the hegemony of market on the sector instead of promoting domestic tourism. Clearly, Higgins-Desbiolles (2006: 1195) claims that the discourse of tourism as “industry” has been developed for particular political purposes.

First of all, in developing countries, with the effect of neo liberal policies, tourism is used as a means of economic development in order to generate revenue. Thus, tourism investors have used community resources for their own accumulation. As a result of such situation, one of the basic aims of tourism which provide benefit for humanity remains unfulfilled (Higgins-Desbiolles, 2006: 1193).

At this point, Higgins-Desbiolles proposes the need to balance economic development with environmental protection and alleviation of poverty since tourism does not only offers economic contribution but also other positive values including “improving individual wellbeing, fostering cross-cultural understanding, facilitating learning, contributing to cultural protection, supplementing development, fostering environmental protection, promoting peace and fomenting global consciousness which contributes to the formation of global society” (Higgins-Desbiolles, 2006: 1197). In other words, tourism purpose is to serve both human needs which refers to tourism as a social force and economic growth which refers to tourism as industry (Figure 2.12).

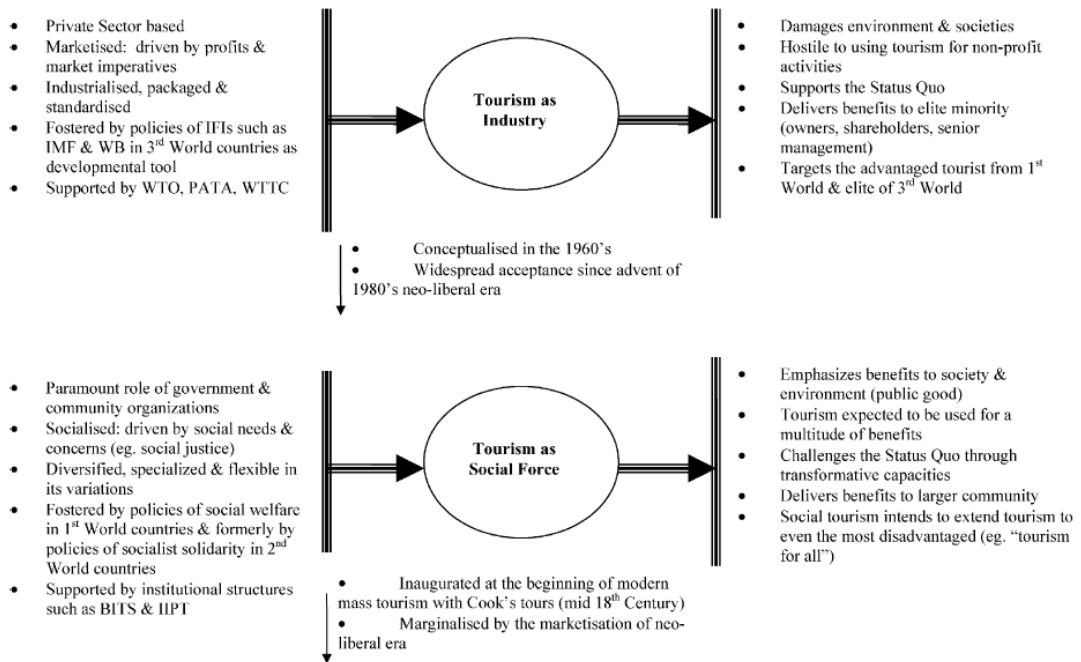


Figure 2.12 Perspectives on the Purpose of Tourism: Tourism as an industry and Tourism as a social force

(Source: Higgins-Desbiolles, 2006: 1198).

Finally, Ivars-Josep (2004) combines two aspects of tourism planning including economic approach and physical-spatial approach. In this respect, economic aspects see tourism as an economic instrument and physical spatial approach introduces territorial dimension to tourism's planning (cited in Keskinok, 2012: 356).

As a result, it can be claimed that tourism is much more than an industry. Therefore, tourism should be supported and to be viewed in this broader context referring to tourism's two main roles.

To conclude, it is obvious that there are problems of fit in transferring tourism planning theories and practices from developed to developing countries (Tosun and Jenkins, 1998: 107). Thus, the socio-economic and political structure of a country must be taken into account while any planning decisions are to be made or recommended. Thus, examination of tourism planning development based on economic-political structure in Turkey is required.

CHAPTER 3

TOURISM PLANNING IN TURKEY

Development of Turkish tourism cannot be separated from the general economic development of the country under various government policies. Since planning is a continuous process, policies have to be evaluated according to exogenous changes and additional information. That is particularly true for tourism, an industry sensitive to changes in politics and economy.

The development of tourism planning in Turkey can be examined through three phases depending milestones of the tourism industry regarding the organizations, tourism policies, approach on tourism planning and formal plans. In this context, the change in tourism planning policy in Turkey is reviewed starting from the 1920s. Although tourism development and planning in Turkey, especially the international tourism could not gain any significance or priority for the Turkish government until 1950, the period between 1920s-1950s constitutes the first part of the chapter in order to explain initial developments and show the evolution of tourism planning.

3.1 First Period: Initial Period of Tourism Policies without Tourism Planning Vision (1923 – 1962)

3.1.1 Organization and Institutions

Tourism affairs have started with the Traveler's Association in 1923, which dominated the tourism policy in Turkey. This association changed its name into the Touring and Automobile Club in 1930, which served for the tourist, who especially came to Istanbul, in accommodation opportunities; it regulated the prices list of tourist destinations and organized meeting, congress and courses for the training of

tourist guides (Tezcan, 2004: 51). This institute published the first road map and touristic guides, arranged courses and examination for tourists' guides, organized tourism related researches, meetings and conferences (Nohutçu, 2002: 4).

Another major organizational tool was the Tourism Bank established in 1955. Tourism Bank, as an organizational instrument of tourism policy, was established to provide credits for private sector and to establish and operate tourism facilities built by other public entities (Nohutçu, 2002: 5). The task of the organization is to provide credits to would-be-investors; establishing and managing "model facilities"; and providing technical and project support to private entrepreneurs (Göymen, 2000: 1032).

In 1957, the first time tourism was represented as a ministerial affair named as Ministry of Press Publication and Tourism. This institutional set up is the result of increasing international tourism potential in Europe and critical shortage of foreign currency of Turkish economy (Tezcan, 2004: 54).

The last institution related to the tourism sector was the establishment of State Planning Organization in 1961. The main aim is to adopt a centrally planned economic model by preparing five year development plans that include guidelines and obligations for tourism sector.

3.1.2 Tourism Policy

The first decade passed mostly with the consolidation of republican ideology and the revolutions in line with 'modernization' ideology (Nohutçu, 2002: 3). This era was the birth of New Republic and the efforts to set national policies, where tourism policies could not gain so much importance. Thus, it is not possible, however, to talk about a tourism policy or strategy yet. In this period, tourism was not defined as a response and policy solution to economic problems of the country (Nohutçu, 2002: 4).

In the last decade of this period, Turkish government started to aware of tourism as an policy issue since Turkish economy was suffering from critical shortage of foreign currency and serious deficit at balance of payment due to the liberalization of international trade that resulted in a sharp increase in imports and a very small increase in exports (Tezcan, 2004: 52; Nohutçu, 2002: 4).

After tourism initially come on the agenda of the government as a policy issue, the first law on tourism was enacted namely “Law for Encouragement of Tourism Industry” (6086) in 1953. The importance of this law was that it was the first attempt to set a regulation to administrate tourism facilities in accordance with a policy. The law brought a Licensing System for the tourism facilities, meaning these facilities were obliged to fulfill certain standards and service quality to obtain the Tourism Licence (Tezcan, 2004: 53; Nohutçu, 2002: 5).

3.1.3 Approach on Tourism Planning and Formal Plans

No formal plans were produced at this stage but the government took the role of establishing tourism facilities in accordance with international standards based on policies compatible to the Law 6086. It initiated pilot and model investment for private sector to show how such facilities should be designed, built, furnished and operated. Pension Fund built Hilton and Tarabya in Istanbul, Büyük Ankara Hotel in Ankara, Büyük Efes in İzmir and Çelik Palas in Bursa which are such examples in compliance with the tourism policy (Tezcan, 2004: 53; Nohutçu, 2002: 6).

To sum up, the first period has witnessed initial developments in tourism sector supported by the state in the forms of facilities or law. However, it is not possible to mention about a national tourism policy or planning approach in this period.

3.2 Second Period: State-Led Tourism Policies and Rational Tourism Planning (1963-1981)

3.2.1 Organization and Institutions

In this period, it was first time that tourism was represented as a specialized governmental organization by the Ministry of Tourism and Promotion that formerly established Ministry of Press, Publication and Promotion was renamed as in 1963 (Nohutçu, 2002: 7). This is the milestone in tourism development in Turkey since the government realized the need for guiding, supporting, coordinating and supervising of tourism sector. In 1976, the Physical Planning Department for tourism development was established under the Tourism Bank of Turkey. Then, the department became sub department of the Tourism Planning Directorate of the Ministry of Tourism and Information in 1978 (Keskinok, 2012: 356).

The role of the Ministry much more focuses on standardization of the tourism facilities in terms of licensing and supervision of existing facilities. Moreover, the Ministry has the role “to indulge in planning; determination of room-rates for hotels and prices on tourist menus of restaurants; and opening of training centers to meet increased demand for qualified personnel” (Göymen, 2000: 1032).

In terms of planning, the most significant organization was the Ministry since it did not only designed tourism policy but also conducted integrated tourism development projects in this period. The well-known comprehensive and integrated project was South Antalya Tourism Development Project that is explained in further parts.

3.2.2 Tourism Policy

During this period, the Five Year Development Plans, the first of which was prepared in 1963 by the State Planning Organization (SPO), set the national tourism policy. These plans are the basic policy documents that guide public and private sector by introducing strategies, tools and investment programs at macro level. For the public sector, the plan was obligatory while it was for the private sector (Nohutçu, 2002: 9).

In this period, the Development Plans* which handle tourism as a sub sector under the heading of service sector implies the role of tourism sector as an economic tool and a holiday opportunity for working population. In this respect, the main objectives were indicated as (Nohutçu, 2002: 10; Olalı, 1984: 180; Tezcan, 2004: 55, Göymen, 2000: 1031):

- Utilize tourism resources of the country in order to contribute to the national economy in terms of balance of payments and the Gross National Product.
- To create new employment possibilities.
- To develop social tourism in order to meet the recreational and vocation needs of Turkish citizens.
- Tourism resources of the country would be used in the balance of utilization and protection.

Moreover, towards the end of this period, development of national physical planning and mass tourism was proposed in order to develop tourism facilities in an order.

In order to achieve these objectives, the role of state was to “indulge in pioneering investments in superstructure and physical infrastructure particularly in transportation and communication to encourage private enterprise and to develop social infrastructure in terms of general education, tourism training, health, and hygiene” (Göymen, 2000: 1031).

To sum up, state was the main actor responsible from tourism development and the perception to tourism had two dimensions in this period; one was to accept tourism as an economic tool and second was to see tourism as a social tool to provide citizens holiday opportunities.

* In this period, there were Four Development Plans namely First Five Year Development Plan (1963-1967), Second Five Year Development Plan (1968-1972), Third Five Year Development Plan (1973-1977) and Four Five Year Development Plan (1979-1983).

3.2.3 Approach on Tourism Planning and Formal Plans

To achieve the aims abovementioned, state utilized special projects in the forms of plans and built environment in this period. As parallel to developments in tourism sector and general tourism planning approach in the world, in Turkey the state was the main actor in tourism development and adopted tourism planning based on rational paradigm in this period. According to Keskinok (2012: 355), “Turkey followed a comprehensive and integrative framework in terms of physical and economic planning for tourism development”. As a result of such a planning approach, tourism plans take into consideration domestic tourism, environmental protection and social welfare objectives apart from foreign tourism, land development for tourism and economic development (Keskinok, 2012: 355).

One of the main tourism policy set by Development Plans in this period was to increase the share of domestic tourism in the sector and to provide holiday opportunity to the middle class and lower middle class. In other words, state was responsible from developing domestic and social tourism. Social tourism was defined as “the type of tourism, practiced by those who would not be able to afford the cost of a holiday without assistance of a public and/or private organization” (Tarhan, 1998).

It is possible to state that social tourism represents one of the prior aims of tourism approach in this period. Considering political and economic structure of the world, the state played a key role in the protection and promotion of the economic and social well-being of its citizens in this period. Particularly, social state was based on the principles of equality of opportunity. Thus, main approach on tourism can be stated that every citizen should have the holiday opportunity in order to reproduce themselves.

In order to develop domestic and social tourism, governmental institutions and public foundations provided assistance or subsidy in the forms of social holiday camps for public sector employee in this period. 60.000 bed capacities were created in order to encourage middle and low income people to have holiday opportunity. Moreover,

government encouraged low price accommodation capacity at holiday resorts and implemented a credit program to encourage family pensions after 1972. All incentives aimed to increase domestic tourism (Tezcan, 2004: 59; Sarı, 2010: 90).

On the other hand, state also dealt with mass tourism, coastal tourism and the search for large scale investments in this period since development plans had stressed the importance of national physical planning and mass tourism.

The first attempt, in order to develop national tourism planning and utilize the mass tourism development, was the declaration of the coastal strip from Çanakkale-Balıkesir province boundary to Antalya - İçel province boundary as the tourism development region with the decision of the Council of Ministers in 1969 (Official Gazette, 1969). Tourism oriented physical planning studies were initiated in these regions by the Ministry of Tourism and Promotion, in coordination with the Ministry of Reconstruction and Re-settlement (Nohutçu, 2002: 10-11). Such an attempt was also meaningful since development plans failed to introduce spatial dimension and implementation projects.

As indicated, the five-year development plans aimed to concentrate tourism investments on “priority zones”. In this context, the South Antalya Tourism Development Project (SATDP) was utilized as one of the major and prioritized tourism development project (Nohutçu, 2002: 12; Tezcan, 2004: 59).

The basis for the “SATDP” was Development Plans prepared for East and South of Antalya after the declaration of “Seashore of Balıkesir-Antalya” as a Tourism Development Region” at 1969 by Tourism Bank (Günay, 1982: 337). The project covered 80 km of coastline from Antalya to Kemer embodying several villages and the ancient cities of Phaselis, Olympus, and Idyros (Nohutçu, 2002: 12).

The state has taken all the necessary precautions for the successful implementation of this project. Inskip, was member of the project team, states that “SATDP is the most outstanding integrated tourism development of Turkey, which incorporates from the beginning, planning- programming- finance and operation stages within one

project” (Inskip, 1991: 1). This view also reflects the main planning approach which is integrated, comprehensive and has a holistic view.

3.3 Third Period: Investor Oriented Intervention on Tourism Development and Piecemeal Tourism Planning (1982 -Today)

This period is known as neo liberalization and export oriented development in Turkey as the result of 1970s crisis in the world and the military coup of 1980 in Turkey (Erkuş-Öztürk, 2010: 108; Nohutçu, 2002: 14). Particularly, these two developments caused constant deficits in the balance of payments, saturation of economic growth rate and other macroeconomic problems in Turkey. To overcome economic problems, Turkey adopted export-oriented economical decisions in order to trigger national economy (Nohutçu, 2002: 14).

In this respect, tourism has risen as an attractive sector in Turkish economy. Since it is not subject to trade barriers, it has easily become the part of export oriented growth strategy and was expect to contribute to Turkish economy (Erkuş-Öztürk, 2010; Tosun, 1999).

3.3.1 Organization and Institutions

In this period, the role of state has changed from the main actor that handle with tourism planning in an integrated manner to the facilitator that encourage investors and elaborate tourism in a piecemeal way.

The main progress triggered this change was the remerge of Ministries of Culture and Tourism by Law numbered 4848 in 2003. Thus, tourism policy and tourism planning process was still shaped by the Ministry centrally “in the light of the needs of the national economy and private enterprises” (Erkuş-Öztürk, 2010: 109).

Different from previous period, the Ministry set tourism policies based on not only developments in Turkey but also changing trends globally. Thus, the Ministry set tourism agenda mainly focused on competitiveness, customer satisfaction,

sustainable tourism planning, keeping up with recent global tourism trends, destination based planning and marketing that are rising concepts in the tourism literature (Tezcan, 2004: 87).

3.3.2 Tourism Policy

In 1980s, the change in the economic and political structure resulted in a radical transformation of the country's policies which focuses on economic gain and ignores social and environmental roles. As stated by Keskinok (2012: 356), economic oriented policies of state have remarkable effect on tourism planning resulting in a radical change from a regional tourism planning perspective to ad hoc policies.

Particularly, the rise of neo-liberalization in Turkey also affected tourism policies and Turkey started to perceive tourism as "a relatively cheap and easy means of securing foreign currency earnings" and a tool of keeping up with global trends. In other words, "tourism was among the sectors of special importance for development" (Nohutçu, 2002: 15).

As a result, a radical change in tourism strategy was occurred with the enactment of Tourism Encouragement Law (2634) in 1982 in order to increase bed capacities and develop mass tourism which comes to the fore as tourism policies in the country.

- **Tourism Encouragement Law Code: 2634**

In order to understand the tourism policy in this period, Tourism Encouragement Law 2634 is introduced in terms of concept, planning approach and instruments.

The Tourism Encouragement Law No. 2634, enacted in 1982, is the first and the most important law in Turkey that has formed the tourism policy and tourism development implications based on mass tourism (Kuvan, 2005). Aim of the Law is to bring a more dynamic structure and mechanism to tourism sector with arrangements and measurements.

For the first time, this law introduced some spatial concepts namely *tourism regions*, *tourism areas* and *tourism centers* which are prioritized areas for tourism investments, promotion and developments. *Tourism regions*, *tourism areas* and *tourism centers* are defined in the Article 3 of the Law as below:

“Tourism Regions: Regions whose borders are determined and declared by suggestions of the Ministry and decision of Council of Ministers.

Tourism Areas: Areas, where natural and socio-cultural values intensify, which are foreseen as primary development areas among tourism regions, and whose locations and borders are determined and declared by suggestions of the Ministry and decision of Council of Ministers.

Tourism Centers: Important parts of tourism regions within or outside, whose locations and borders are determined and declared by suggestions of the Ministry and decision of Council of Ministers”.

In a critical manner, *Tourism Regions* described in the Law displays only a legal status. The law does not mention what kind of features of a region make it to be considered as a *tourism region*. On the other hand, description of *tourism areas* in the Law contains statement of “areas where natural and socio-cultural values intensify”. When socio-cultural values are considered, human and society factors appear as a component of *tourism areas*. This refers to settlements with their urban and architectural values, life styles, cultures, etc. in various scales. Finally, description of *tourism centers* declares that these areas can be anywhere with its statement of “important parts of tourism regions within or outside...” However, term of being important for tourism seems quite doubtful. The main reason to introduce such a triple hierarchy of tourism concepts is to develop tourism in a comprehensive way. However, recent developments in tourism cause to fail to reach this purpose which discussed in further parts.

In terms of planning, the law also includes provisions in tourism regions and centers. According to Article 5, The Ministry of Culture and Tourism had the authority to prepare and approve ‘Tourism Oriented Implementation Plans’ in tourism regions, areas and centers. However, these plans should comply with upper scale decisions produced by Ministry of Public Works and Settlement⁴ which was in charge of approving Environment Plans according to Article 9 of Building Numbered. Environment Plans are generally 1/25000 scale and strategic plans, which include strategic decisions. It means that the Ministry has no authority and concern to produce strategic decisions in tourism regions, areas and centers which are determined by the Ministry itself.

Furthermore, even Ministry of Culture and Tourism declares a “negative opinion” to a planning proposal within these borders, Ministry of Public Works and Settlement, who is responsible for approval of the plans, is not obliged to consider this legally. Thus, it is a quite contradictory situation that Ministry of Culture and Tourism has no authority to make decisions even in implementation plan scale in tourism areas and centers as tourism areas and centers are determined by the Council of Ministers according to suggestions of Ministry of Culture and Tourism. However, the ministry lacks decision making authority in these areas although it generates policies.

In terms of instrument of the planning, the law introduced allocation of public land to investors on a long term basis in order to achieve a significant increase in tourism investment.

Articles 8, 9, 10, 11 and 12 of Tourism Encouragement Law Numbered: 2634 include provisions related to “Tourism Purposed Usage of Real Properties”. A and D items of Article 8 of the Law contain provision below:

“Real properties belong to treasury and forest land in areas, which are reserved for tourism and whose plans are made upon request of the Ministry, in tourism areas and tourism centers shall be allocated to

⁴ The name of the Ministry was changed as Ministry of Environment and Urban Planning in 2011.

the Ministry by the related authority...the Ministry is authorized to rent, allocate these real properties to Turkish and foreigner real and legal bodies, to give easement rights including private and permanent rights on these properties, to give free easement right in favor of the public body, which will execute infrastructure facilities on the areas that are required for infrastructure, according to terms mentioned in item (C)”.

This legalizes allocation of Public and Forest lands under provision of “areas under authority and possession of the state” mentioned in Article 6 of the Law for tourism usages by Ministry of Culture and Tourism and tourism enterprises. Land allocation authority given to Ministry of Culture and Tourism within the context of the Law Numbered 2634, leads to declaration of areas where allocatable public land intensify in practice.

In brief, the main aim of the Tourism Encouragement Law No. 2634 is to accelerate mass tourism development. This Law appropriated State-owned land for tourism development, reduced bureaucratic formalities for tourism investors, relaxed restrictions on the employment of foreigners in the tourism sector, and introduced vocational education and training development projects. These incentives were given to tourism investments that took place in *tourism regions, tourism zones and tourism centers* as determined by the law. So that, the law envisaged tourism investments to be channeled to priority zones that foster spatial concentration in tourism development (Tosun, 2001: 291; Göymen, 2000: 1033).

In 1980s, another major tourism policy tool similar to other periods was the Fifth Five Year Development Plan (1985-1989) which were affected by neo-liberal policies. The focus was on mass tourism and increase bed capacity. Moreover, the plan mentioned the integration of tourism development strategies with environment and cultural protection strategies but this was not a former tourism policy (5th Development Plan).

The first decade of this period has continued to cover mass tourism developments. Although the authorities were aware environmental and cultural aspects of tourism sector, the creation of bed capacity still continued to meet only international demand (Tezcan, 2004: 68).

In 1990s, with the impact of Tourism Encouragement Law, the role of private sector rise in tourism development while public sector left pilot and sample tourism investment role. Following this policy, state owned tourism facilities (TURBAN) were decided to be privatized in this period (Tezcan, 2004: 72).

Five-Year Development Plans prepared during the 1990s indicated a change in tourism policy which was triggered by changing economic and political structure of the world. Two plans prepared in this period, the Sixth (1990-1994) and Seventh (1996-2000) Five Year Development Plans, had the common policy of diversifying tourism activities and developing certain tourism types beyond sea-sand-sun based activities (Six Development Plan and Seven Development Plan). Moreover, the plans suggest “environmental sustainability and a balanced development, holiday opportunities for the citizens” (Nohutçu, 2002: 19).

As stated, development plans aimed to diversify tourism and direct private investment to less developed tourism regions. Particularly, high rate of investments were maintained for Black Sea coast, east and southeast regions of Turkey instead Aegean and Mediterranean coasts as an economic policy to reduce the difference at the level of development among regions. However, this policy failed and investments could not be directed to these regions. On the other hand, State provide more holiday opportunities for the citizens and promote social tourism possibilities for middle and low-income people, but this aims also could not be achieved “apart from building a camping site at Kemer in Antalya by the Tourism Bank” (Tarhan, 1997; Tezcan, 2004). Moreover, the pressure on coastal areas continued in the forms of mass tourism development.

In 2000s, sea-sun-sand centered tourism development has been declined as a tourism policy not only in the world but also in Turkey. Thus, tourism policy focuses on

promoting competitiveness and having greatest share from world tourism market. Besides that, diversification of tourism is still on the agenda including organic tourism, congress tourism, health tourism, extraordinary sports tourism, spiritual tourism.

To maintain main tourism policy issue, the first progress was the amendment of Tourism Encouragement Law by Law numbered 4957/2634 and enactment of the regulations related to this law. The new law has arrangements in order to facilitate development of tourism sector in an effectual way.

- **Amended Law on the Tourism Encouragement Law Code: 4957**

The new law can be eliminated in terms of changes in concepts and planning. The ‘Amended Law on the Tourism Encouragement Law Numbered: 4957’ was enacted in 2003.

The most important amendment put forward with the Law Numbered: 4957 was that the priority zones of *tourism regions*, *tourism areas* and *tourism centers* constituting the triple tourism area hierarchy were replaced with the expressions of *Culture and Tourism Protection and Development Region (CTPDR)* and *Tourism Center* by removing the level of *tourism area* and making a dual grading. Moreover, different than the Law Numbered: 2634, the concept of *Culture and Tourism Protection and Development Sub-region* has been added to this grading chart. This grading aims to create both the opportunity of developing an integrated scenario within the scope of the region.

The proposed concepts with the law are described in article 1 as follows:

“Culture and Tourism Protection and Development Regions (CTPDR):

The regions, borders of which are determined and declared with the proposal of the Ministry and the decision of the Council of Ministers in order to protect and utilize the areas

involving intensive historical and cultural values or/and high tourism potential and make use of them to provide the development of sector and planned improvement,

Culture and Tourism Protection and Development Sub-regions:

The lands, which are determined with 1/25.000 scaled or lower scaled plans, and which covers types of tourism and one or more of the any kind of technical and social infrastructure areas and culture, training, entertainment, trade and housing areas and could be separated into sub areas in itself,

Tourism Centers: The sites or parts, which are necessitated to be developed primarily within or out of the culture and tourism protection and development regions; and borders, location and place of which are determined and declared with the proposal of the Ministry and the decision of Council of Ministers; and which have the importance owing to tourism movements and activities”.

CTPDR, which could be regarded as the match of the expression of *tourism region* described in the Law Numbered: 2634, firstly was made more comprehensible in terms of its title and changed in a positive way by adding the terms of “culture” next to tourism and “protection” next to development. *Culture and Tourism Protection and Development Sub-region* are described not only referring to tourism usages but also covering the other urban utilizations. Hence, it is supported with the Law to drafting a planning scenario to be developed for a tourism development region considering the whole region and the urban needs of settlements in it.

Another statue of tourism areas, not title but description of which has been amended with the Law Numbered: 4957, is *tourism centers*. For *tourism centers*, different from the definition in the Law Numbered: 2634, the expression of “necessary to be developed primarily”, which is included in the abovementioned description of *tourism areas*, is added. However, the expression of “within or out of the CTPDR”,

which has been criticized in the description included in the former Law, takes place in the amended description. With this expression, according to the regional development, priority should be provided for the *tourism centers* other than the CTPDR, which could be regarded as a good tool for creation of a regional tourism development scenario. This means to support the partial planning and tourism development in spite of the all the amendments realized in the Law.

Another important change put forward with the Law Numbered: 4957 is about the planning authorities and process. As it was mentioned before, the plans scaled 1/25000 and 1/5000 of the Tourism Regions, Areas and Centers were approved by the Ministry of Public Works and Settlement upon the proposal of the Ministry of Culture and Tourism in accordance with the Law Numbered: 2634. In addition of article 2 of the Law Numbered: 4957 and the provisions on approval of reconstruction plans included in the Law Numbered: 2634 are amended as follows:

“The Ministry is entitled to make, get made, approve on its own initiative and adjust the plans at any scale for culture and tourism protection and development regions and tourism centers... It is essential to get the positive view of the Ministry before infrastructure and superstructure projects, which will create environmental impact through the sale, allocation, renting, boundary declaration and change carried out by other public institutions and organizations on the culture and tourism protection and development regions and tourism centers”.

This law authorizes the Ministry to approve the plan at any scale for *CTPDR* and *Tourism Centers* and aims to create an integrated tourism development scenario and put it into implementation. In addition to this, the Ministry of Culture and Tourism became a policy maker institution in the planning process of tourism.

In last decade of this period, two five-year development plans were prepared namely Eight Five Year Development Plan (2001-2005) and Ninth Five Year Development

Plan (2007-2013) based on global changes in tourism industry of the world. In order to change the demand on mass tourism, development plans underlie the necessity of diversifying tourism activities and sorts. Moreover, maintaining sustainability, efficient policies to achieve maximization in tourism revenues, and rational usage of tourism assets are suggested.

Particularly, in recent Development plan, three main tourism policies are suggested which are developing tourism sector as a tool for decreasing regional development and income gaps; increasing the quality in the development of the sector; and lastly, enabling the sector taking the biggest share as much as possible in the world's tourism sector (9th Development Plan).

The last progress in tourism policy is the Tourism Strategy of Turkey - 2023 study which is in line with the objectives of the 9th Development Scheme (covering the period between 2007 and 2013). The Ministry of Tourism and Culture prepared a long term strategy for tourism development. The strategy report covers the aims, visions, actions, and policies for the tourism sector development of Turkey until 2023. In the social side of the development plan, the government is planning to establish provincial tourism councils including representatives from the central government, local authorities, and NGOs to take decisions and make policies (Kültür ve Turizm Bakanlığı, 2007: 7).

The strategy is heavily based on the diversifying the sorts of tourism. In the report of the strategy, other than sea tourism, health and thermal tourism, winter tourism, golf tourism, eco-tourism, congress and fair tourism were aimed to develop. (Kültür ve Turizm Bakanlığı, 2007: 22-23). The document proposes a tourism planning approach that supports economic growth, is physically applicable and socially oriented and fairly reflects the principle of sustainable tourism.

To sum up, in last decade tourism policy focuses on economic growth in terms of increasing the number of tourists, increasing the tourism revenues per capita, increasing the quality of services and tourism facilities, diversifying the marketing

channels, diversifying tourism facilities based on competitive, sustainable, and protects natural sources.

3.3.3 Approach on Tourism Planning and Formal Plans

The decisions of Development Plans and Turkey Tourism Strategy (2023) prepared in this period is not supported by relevant authorities and tourism sector has mainly focused on mass tourism placed in coastal regions; therefore it can be claimed that the policies are stayed as written. The main reason behind this fact is the planning approach adopted in this period.

In order to understand planning approach, first it is appropriate to discuss planning objective of this period. The main objective of planning is to produce enclaved tourism space based on physical information gathered by the Ministry of Culture and Tourism. Although the policy document such as development plans and tourism strategy just claim vice versa – promoting sustainable tourism and diversification of mass tourism, in the last period Turkey has witnessed a quick tourism development in coastal regions particularly in Antalya.

The tourism planning approach conducted by the Ministry has roughly four elements: (1) gathering information, (2) preparing analysis and synthesis maps, (3) determination of planning decisions and notes, and (4) approving of plan (see Figure 3.1). The process is always undertaken in this sequence, and each stage permits elaboration of sub-processes. For example, gathering information consists of collecting forest, agriculture, wetland, demography, disaster etc. information related to the planning site and site survey.

Considering this process, it can be claimed that the tourism planning adopted by the Municipality takes a scientific/rational approach since planning decisions are formulated based on determinism. Moreover, planning decisions are bound to the rationality of the planners and bureaucrats working at the Ministry. This may cause representation problem of the reality since a planning site could have contextual characteristics which are not easily realized by the central government.

The main weakness of such a planning approach is to formulate planning decisions within the boundaries of declared TCs or CTPDRs. This situation causes piecemeal land development and generally public land is prioritized to develop tourism. However, the organic relations with the rest of the planning area and its environs are not taken into consideration. As a result, enclaved tourism space is produced in practice.

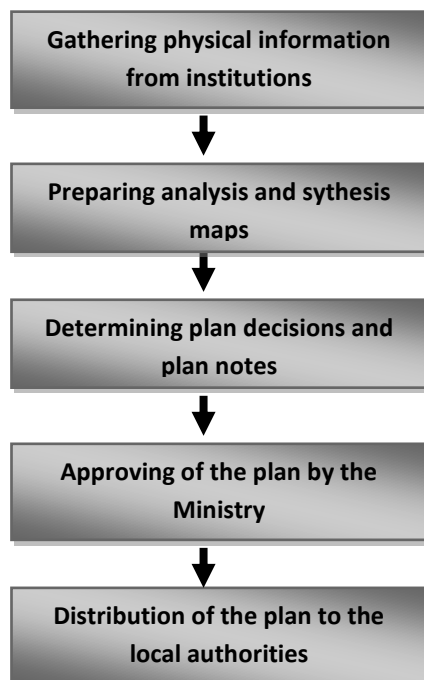


Figure 3.1 Tourism Planning Process in MCT

Another issue discussed in terms of planning approach is the tourism planning instruments introduced in this period. The most effective planning instruments in this period are declaration of Tourism Centers (TC) or Culture and Tourism Protection and Development Region (CTPDR) and land allocation which are provided by Tourism Encouragement Law.

In terms of TC and CTPDR, 270 TCs and CTPDRs have been declared since 1982 when Tourism Encouragement Law was enacted in (Figure 3.2). When the number of these areas is analyzed, a sharp increase in the number of them can be observed since 2000s. Moreover, it is also seen that Antalya is the leading city with 30 TCs

and CTPDRs, and İstanbul has 19 TCs, Muğla has 19 TCs and CTPDRs and İzmir has 17 TCs and CTPDRs respectively.

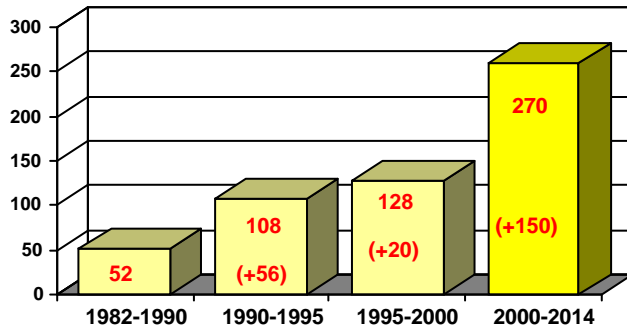


Figure 3.2 Number of Tourism Centers and Culture and Tourism Protection and Development Regions Declared between Years 1982-2012

(Source: The Ministry of Culture and Tourism Archive)

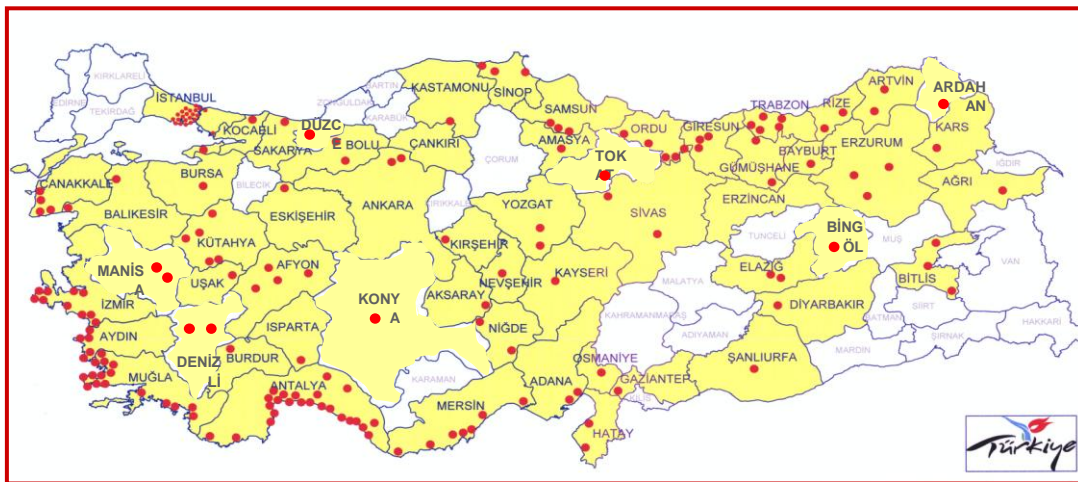


Figure 3.3 Distributions of TCs and CTPDRs in Turkey

(Source: The Ministry of Culture and Tourism Archive)

The most effective tool to develop tourism in Tourism Centers and CTPDRs is the land allocation instrument which is the method for tourism investors to acquire land use rights from the government. Since 1985, 411 publicly owned lands have been

allocated to tourism investors and Antalya is again in a leading position with 266 allocations.

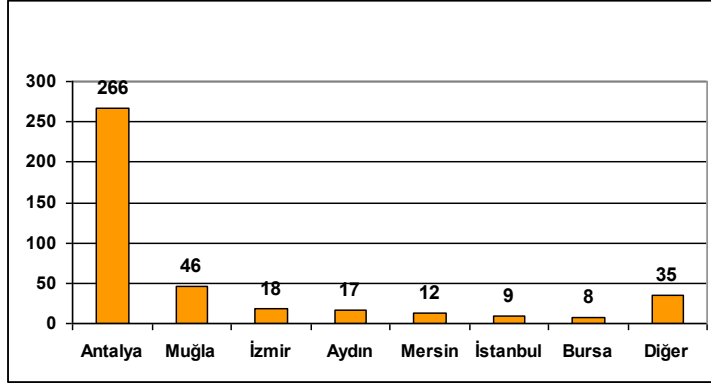


Figure 3.4 Distribution of Allocated Land Based On Provinces
(Source: The Ministry of Culture and Tourism Archive)

In terms of planning instruments, it is obvious that the main focus of state intervention in order to develop tourism is on Antalya in this period. Through such a development strategy, available treasury lands in coastal regions have been utilized in favor of mass tourism development in Antalya. With a piecemeal planning approach, priority zones in Antalya are developed in the forms of enclaved tourism space. This claim is based on the changing planning approach which caused a differentiation between luxury beach hotels and settlements behind them. Particularly, the tourism planning approach only focused on the development of priority zones of tourism and ignored settlements behind these zones. According to Tezcan (2004: 78-79), “local settlements could not benefit directly from coastal development; indeed in some cases they have lost the chance to access the coasts”.

As discussed in theoretical framework, "contemporary approach" that involves flexible, continuous, comprehensive, integrative, and participatory and system planning models in tourism has risen after 1980s. However, this is not such the case for Turkey since 1980s. Tourism development and planning approach in Turkey differentiates from main stream tourism planning approaches developed in Western Countries. Therefore, developing countries should develop an appropriate method of

planning by using the right mix and proportion of components of the contemporary approach, taking into account their own circumstances (Tosun and Timothy, 2001: 358).

The main planning approach differentiates from previous period thus it is claimed that the planning approach after 1980s changed from integrated, comprehensive and holistic view to sectoral and piecemeal view. Thus, the main aim of this study is to analyze the change in tourism planning approach in detail and to reveal the reasons of this change.

Table 3.1 Comparison of Tourism Planning Approaches Before and After 1980s.

	Before 1980s	After 1980s
Mode of Growth Capital Accumulation	Import substituted (industrial development dominate capital accumulation dynamics)	Export substituted Stagnation of industry, the rise of commerce, services and tourism as a catalyst of economic growth)
The Role of State	Main actor / Indulge in pioneering tourism projects and investments	Facilitator (facilitates the operation of market forces)/ Encourage tourism investors through planning practices
The Role of Market	Not a main actor	Main actor investing in tourism sector
The Role of Community	Not considered	Participation of community considered in policy documents but not involved in planning process
Objective of Planning		
Approach to Tourism	Both a social and economic tool	Easy means of economic development and tool of keeping up global trends
Significant Tourism Characteristics	Social tourism Initiation of mass tourism	Extension of mass tourism
Approach of Tourism Planning	Rational Comprehensive Planning	Piecemeal Planning
Aim of Tourism Planning	to initiate large and integrated tourism projects	to develop priority tourism zones (TCs-CTPDRs)
Spatial Approach on Tourism Development	Holistic	Development tourism through land allocation instrument
Instrument of Planning		
Project conducted in this period	Large scale tourism projects (South Antalya Tourism Development Project)	TCs and CTPDRs (ex. Belek TC)
Land Development Strategy	Expropriation	Land Allocation
Planning Authority	Planning team from central government in collaboration with World Bank	Central government in collaboration with planning bureaus
Planning Tools	Land use plans, development plans	Land use plans, development plans, implementation plans
Legislative Tools	Not a specialized law for tourism	Specialized laws (Tourism Encouragement Law)

CHAPTER 4

METHOD OF INVESTIGATION THE CHANGE IN TOURISM PLANNING

This chapter introduces the methodological framework of the study. It includes the sequential steps for the planning of the adopted research process for the case study. The methodological framework is structured in reference to the formulated research question. Following the main research question of “How the tourism planning approach has changed in Turkey in terms of definitions of tourism concepts and plan decisions in relation to aims and instrument of tourism planning since 1970s?”, the study aims to reveal professionals⁵’ perspective on the change in tourism planning approach.

Literature on research methods technique in tourism studies introduced that tourism researches commonly use quantitative, qualitative or mixed techniques (Cukier, 2006; Walle, 1997; Goodson and Phillimore, 2004; Xin et al, 2013). This study employs qualitative and quantitative research methods complementarily by improvement existing methods of analyzing and positioning data in tourism studies.

The adopted steps followed for case study research is illustrated in the Figure 4.1. Design of empirical study has two main parts including change in definition of tourism land use concepts and change in tourism planning decisions.

⁵ Professionals refer to mainly city planners, culture and tourism experts and senior bureaucrats who involved or are still involving in tourism planning process, particularly in South Antalya Tourism Area.

The first part introduces reasons to choose South Antalya Tourism Area as case study. Second part mainly employs qualitative research technique and the third part mainly focuses on analysis employing quantitative research technique.

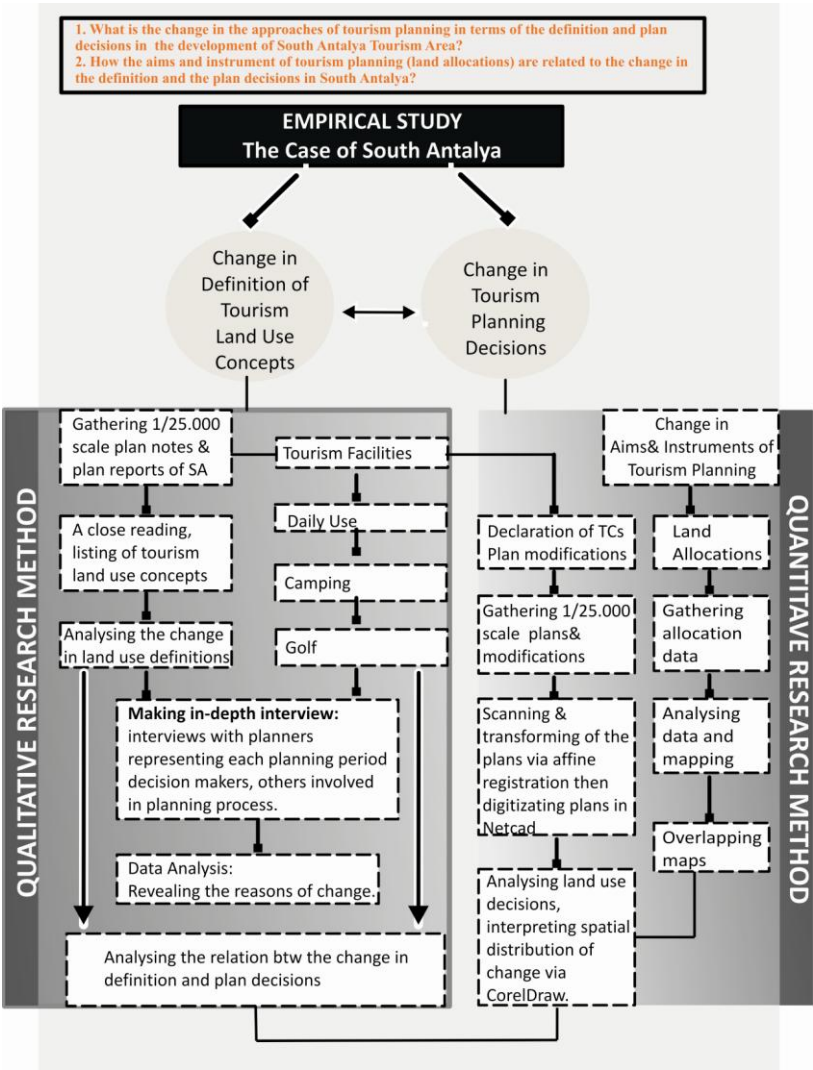


Figure 4.1 Research Design

4.1. Reasons to Choose South Antalya As A Case Study

South Antalya is situated in the western part of Antalya which is the leading tourism city in Turkey. Particularly, basic tourism indicators support the leading position of Antalya in tourism. In terms of number of tourists, Antalya contributes one third of total tourist arrivals of Turkey in 2012. Antalya is also the leading destination in

terms of tourism investments consisting of 710 tourism establishments and 346.165 bed capacities (Ministry of Culture and Tourism, 2012).

Table 4.1 Basic Tourism Indicators for Turkey and Antalya, 2012

	Number of Tourist Arrivals			Number of Tourism Establishments		Number of Beds	
	Local	Foreign	Total	Investment Licensed	Operation Licensed	Investment Licensed	Operation Licensed
Antalya	2 272 239	10 298 769	11 726 601	145	710	67191	346165
Turkey	14 350 129	19 264 058	31 782 832	960	2870	273877	706019

Source: Data is obtained from Official Website of Ministry of Culture and Tourism

On the other hand, Antalya is also leading city in terms of state interventions including declaration of tourism centers, planning policies and public land allocations which has an influential effect on tourism development. Erkuş-Öztürk (2010: 112, 2010: 108) also supports this argument and states that “planning policies of the central government, development projects and land allocations” were very influential in tourism character and gave a mass tourism character to the pattern of tourism development in Antalya. The table also shows that Antalya has the highest number of the public land allocations and declared tourism centers compared to the other provinces of Turkey (Table 4.2).

Table 4.2 Number of Public Land Allocations and Declared Tourism Centers/CTPDRs by Provinces, 2012

	Number of Land Allocations	Declared Tourism Centers or CTPDRs
Antalya	266	30
Muğla	46	19
İzmir	18	21
Aydın	17	7
Mersin	12	9
İstanbul	9	19
Bursa	8	3

Source: Data is obtained from Official Website of Ministry of Culture and Tourism

Antalya, as a leading tourism destination, represents the development of tourism policies and planning approach of Turkey. South Antalya (Kemer) and East Antalya (Belek, Side) are primary tourism development project areas which the Ministry of Culture and Tourism has focused on and has initiated tourism planning studies since 1980s. Particularly, tourism development of South Antalya is a case in point since it is the first integrated tourism development plan launched in 1970s and still continuing. Therefore, this study aims to reveal the change in tourism planning approach with a specific focus on South Antalya which offers a good example of tourism planning approach decided at a national scale.

The South Antalya Project Area is situated in the western part of Antalya, which is one of the most popular tourism sites in Turkey. The project area is well known with its scenic coastal areas, beaches, archeological and natural sites (Inskeep and Kallenberger, 1992: 87).

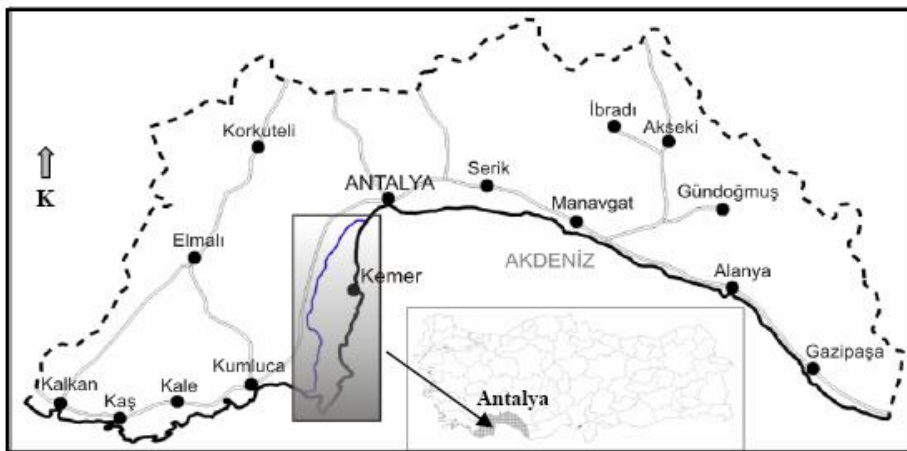


Figure 4.2 The Location of South Antalya in Turkey
(Atik et all, 2006: 167)

In the study area, there are five sub-regions namely Beldibi, Göynük, Kemer, Çamyuva and Tekirova. Olimpos-Beydağları National Park surrounds the sub-tourism areas of Beldibi, Göynük, Kemer and Tekirova within the study area (Atik et all, 2010: 22).

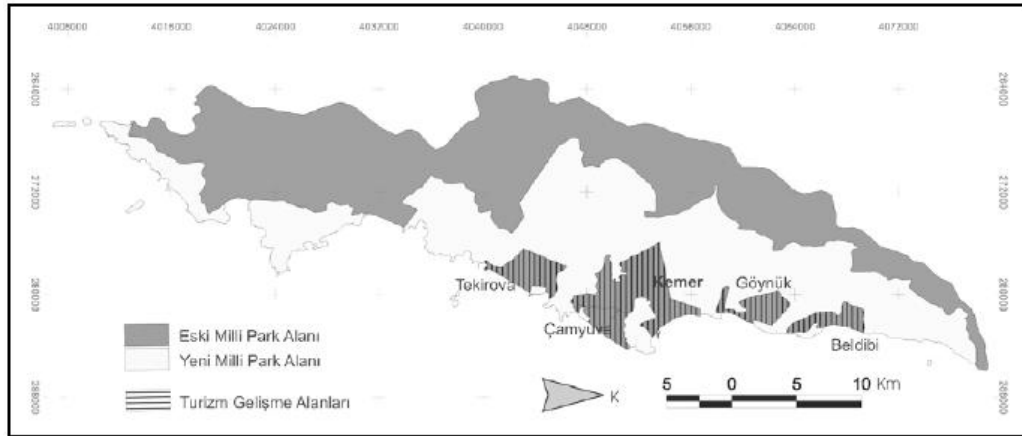


Figure 4.3 Location of South Antalya Tourism Development Area
(Adopted from Atik et al, 2006: 168)

The South Antalya Tourism Development Area constitutes a significant share of Antalya tourism performance. In terms of tourist arrivals, Kemer, local municipality of the South Antalya Tourism Area, achieved the highest figure compared to the other districts in Antalya (2011). Moreover, Kemer has 76587 touristic facilities, recorded as operation licensed.

Table 4.3: Number of Tourist Arrivals in Antalya by Districts, 2011

	Number of Tourist Arrivals		
	Foreigner	Local	Total
Alanya	1 662 704	369 194	2 031 898
Finike	40 548	7 903	48 451
Kaş	4 534	4 184	8 718
Kemer	1 803 098	548 085	2 351 183
Kumluca	5 721	11 335	17 056
Manavgat	1 885 603	158 071	2 043 674
Serik	1 907 249	383 275	2 290 524
Side (*)	750 710	63 026	813 736
Kalkan (*)	9 882	2 732	12 614
Muratpaşa	1 098 138	514 062	1 612 200
Konyaaltı	199 774	141 679	341 453
Kepez	2 001	12 224	14 225
Aksu	84 400	56 469	140 869
TOTAL	9 454 362	2 272 239	11 726 601

Source: Data is obtained from Official Website of Ministry of Culture and Tourism

Table 4.4: Number of Tourist Arrivals in Antalya by Districts, 2012

	Bed Capacity
Manavgat	120426
Alanya	111637
Kemer	76587
Serik	59301
Merkez	41405
Demre	2015
Kaş	1730
Kumluca	1676
Muratpaşa	1394
TOTAL	416171

Source: Data is obtained from Official Website of Ministry of Culture and Tourism

The goal of fostering tourism development in the region was first suggested back in the 1970s. However, this study claims that the tourism planning approach has changed dramatically just as Tourism Encouragement Law was enacted after 1980s to support mass tourism as a country policy. In this context, tourism planning with reference to definition of tourism and spatial development decisions has changed and become a reference to the famous phrase "income generator" after 1980s. Despite integrated logic of the project at first, planning implications in the region has ignored original logic in time. This study aims to reveal the change in tourism planning in terms of definition of tourism, spatial development decisions, aims and instruments of tourism plans with a specific focus on the South Antalya Tourism Development Project.

4.2 The Stages of the Analysis

The case study chapter focuses on two interrelated topics namely change in definition of tourism land use concepts and planning decisions. Following parts define the methodological structure of the study in sections. First section introduces the ways used in gathering the research material. The other section explains the evaluation and analysis of research material discussing data analysis techniques.

4.2.1 Gathering the Research Material

In this research a range of data sources are used, 1/25.000 scale tourism plans, plan reports, plan notes, government reports, local history archives and other available statistical data and experiences of planners.

4.2.1.1 Documentation

As the main concern of the analysis is what has planned and changed since 1970s in case of South Antalya Tourism Area, both the 1/25.000 scale tourism plans and the archive documents are required during the analysis. Thus, first of all, 1/25.000 scale tourism plans are gathered from the plan archive of the Ministry of Culture and Tourism (eleven tourism plans).

To evaluate the change, tourism plans of South Antalya are scanned and transformed via affine registration in Netcad. Later, plan decisions are digitized via layers and the required maps are ready for spatial analysis. Moreover, apart from maps, the reports, plan notes, land allocation data are also gathered from the archive in order to support the analysis.

4.2.1.2 Questionnaire and In-depth Interview

After documentation step, the additional data is gathered through questionnaire and in-depth interview. Both of data gathering techniques are essential to reveal the reasons of the change from the perspective of respondents.

The research is primarily based on the respondents' recent involvement with a planning exercise for tourism development in South Antalya Tourism Area. Respondents who are decision makers, experts and planners worked or are still working in the planning process of the collected plans in different periods and this narrative data is collected through in depth interview.

Data is gathered in September-November, 2013 during face to face surveys with each respondent who are city planners, culture and tourism expert and senior bureaucrats involved in tourism planning process particularly in South Antalya Tourism Area. In this context, the research has been carried out with 33 respondents representing professionals from different working periods in tourism planning process in Ministry of Culture and Tourism.

The Figure 4.4 shows the distribution of respondents based on working periods at the Ministry and related institutions conducting South Antalya Project.



Figure 4.4 Distribution of Respondents based on Working Periods at the Ministry

33 respondents represent that;

-Twenty-two of respondents (20 city planners and culture and tourism experts; 2 senior bureaucrats) are actively working at the Ministry and are selected from thirty-eight representing total number working at the Investment and Tourism Planning Department in the Ministry;

-Nine of respondents (6 city planners; 3 senior bureaucrats) worked for South Antalya Tourism Planning in past periods at the Ministry. Survey could not be conducted with only two respondents who worked for South Antalya Tourism Project in the 1970s due to certain reasons (lack of information, passing away)

-Two of them are city planners from planning bureaus which prepare some tourism plans of South Antalya for the Ministry.

The questions focus on the voices of these respondents for two key reasons 1) because of the influence of these actors in the decision-making process in tourism plans, and (2) because the role of these actors is to represent tourism planning approach since 1970s.

The preparation of the questionnaire and in-depth interview depends on the findings of documentation analysis. In this context, the survey conducted with respondents is composed of two sections. The first section is the questionnaire part in which respondents are asked to rate different perspectives defining and contributed to the change in general tourism concept and planning according to their experience. Respondents rated the statements according to the Lykert-scale items.

Second section specifically focuses on South Antalya Tourism Area Planning through questionnaire and open-ended questions. Firstly, respondents are asked to rate how much statements are explanatory for the change in tourism land use concepts, the aim of planning and attitude to land allocation with reference to South Antalya Tourism Area. Then, in-depth interview part in which respondents are asked open ended questions to explain reasons behind the change in concepts and plan decisions identifies key contents related to the case.

4.2.2 The Evaluation and Analysis of Research Material

The study uses spatial analysis, content analysis, descriptive quotations and descriptive statistics to analyze the data gathered through in-depth interviews and Lykert-scale rating in order to answer two research questions of the study, “What is the change in the approaches of tourism planning in terms of the definition and plan decisions of tourism planning in the development of South Antalya Tourism Area? How the aims and instrument of tourism planning (land allocations) are related to the change in the definition and plan decisions in South Antalya?”

4.2.2.1 Spatial and Documentation Analysis

The collected plan documents help to explore and extract the change in tourism planning in case of South Antalya Tourism Area in terms of concept and plan decisions.

Firstly documentation analysis is selected as an appropriate way to reveal conceptual change. Particularly, the change in definition of tourism land use concepts and aims of the plans need a close reading of the collected plans in association with the plan reports, notes and tourism legislation in Turkey. Then, the essential step consisted of highlighting the change in concepts representing tourism in each planning period.

On the other hand, the change in plan decisions is revealed through the analyzing land use decisions of collected plan modifications in time series. The analysis includes three steps.

1. The land use decisions of the collected plans for the periods 1977, 1988, 1990, 1996, 2005, 2007, 2008, 2009, 2010, 2012 and 2013 are quantified in NetCAD
2. Then land use categories are compared via CorelDRAW and analysed based on two different notations which are T1 and T2 uses.
3. Finally, land allocation data is overlapped on the maps and spatial pattern of change is revealed.

Comparative analysis helps the study resolve the changes of land use decisions in time. The basis of continuities and discontinuities in the decisions caused by plan modifications is revealed. Considering the contemporary piecemeal development practice, monitoring and recording the constant change of the tourism land use decisions appears as an important issue.

4.2.2.2 Analysis of Questionnaire and In Depth Interview

However, only documentation and spatial analysis cannot help to understand the change itself and reasons of the change. Since one of the main aims of the study is to explain the reasons behind the change in planning approach in South Antalya Tourism Area since 1970s, further ways of analyzing data collected through questionnaire and in-depth interview are helpful.

The quantitative data gathered during the questionnaire is analyzed through descriptive statistics⁶. With the help of this technique, Lykert-scale items are demonstrated in the study. On the other hand, the verbal/narrative data collected during in-depth interviews is analyzed by using content analysis techniques⁷.

Since the largest amount of information related to the reasons of the change in terms of conceptual and spatial presented in this thesis has been collected by interview-questionnaires, content analysis is selected as an appropriate tool to examine messages contained in speeches. Furthermore, this technique allows one to observe the frequency of the mentioning of the particular reasons of change and to reveal some other issues which are not prevalent in the literature reviewed.

⁶ Descriptive statistics are used to describe the basic features of the data in a study ... provid[ing] simple summaries about the sample and the measures and simply describ[ing] what is or what the data shows (Friedman, 1998, p.40).

⁷ Content analysis is the technique *for making inferences by objectively and systematically identifying specified characteristics of messages* (Holsti, 1969, p.14).

CHAPTER 5

CHANGE IN TOURISM PLANNING IN SOUTH ANTALYA: CASE STUDY

This part aims to focus on the evolution of tourism development in South Antalya. Since the main concern of this thesis is to reveal change in tourism planning approach in terms of conceptual and spatial aspects, first it is appropriate to discuss the logic of tourism planning of each period based on aims and spatial development strategies. Such a discussion is also important because the change in tourism planning approach is stimulated by planning interventions of public institutions such as implications of tourism plans, projects and land allocations which is scope of this study.

5.1. Evolution of Tourism Development in South Antalya

The configuration of the South Antalya as a predominantly tourist area has been marked by a process of development starting in the 1970s which has gone through different stages. One of the most relevant tourism policy initiatives implemented in Turkey has been the tourism excellence plans, which focus on improving South Antalya as a tourism destination.

This part explains how the South Antalya Region developed into a tourism area and analyses different phases of its evolution which reflect aim of tourism planning and spatial development approach.

The evolution of tourism policy and planning in South Antalya Tourism Area may be divided into three distinct phases, taking into account the changes operating in the policy objectives and in the planning approaches.

5.1.1 Phase 1: Efforts to Launch Tourism Model (1963-1973)

Phase 1 occurred after the establishment of the Ministry of Tourism and Promotion (1963) in Turkey. Tourism policies during this period were characterized by the declaration of “Seashore of Balıkesir-Antalya” as a Tourism Development Region” at 1969 and major studies of tourism plans had initiated around the declared region.

The idea of preparing tourism plans for South Antalya got off the ground when the State Planning Organization⁸ of Turkey charged Scandinavian Planning and Development Associates with the preparation of master plan for Antalya South and East. The planning firm completed the master plan for the region in 1971.

5.1.1.1 Aim of the Tourism Plan

The master plan merely focused on the development of tourism facilities in the form of mega structures and with regard to success of the plan, the document proposed a system of organization. This was introduced as the basic philosophy of the plan and many other countries had not realized the importance of that issue rather they rarely focused on the recreational facilities for international tourism (Helweg, 1971: 2).

It should be noted that the master plan did not have integrated logic, rather, the project focused on determining the location of large tourism investments in order to serve mass tourism. On the other hand, for the implementation of the master plan, an administrative system was created to carry through the goals and intentions of the plan. In this context, a new legal framework for the master plan of Antalya South has been proposed.

⁸ The name of State Planning Organization was changed as the Ministry of Development in 2011.

5.1.1.2 Spatial Development Approach

In the document, fourteen sites to develop tourism come to the fore and for each site, spatial development decisions have been proposed involving built up tourist zone, built up urban zone, landscape zone, agricultural zone, traffic zone and water zone. Moreover, each land use decisions introduced bed capacity, density and architectural design recommendations.

In the plan, around 50.000 beds have been suggested to develop tourism in 14 selected tourism areas that are shown in Figure 5.1. These areas are called as built up tourist zone desired to be used for only tourist accommodations and facilities. Kızıltepe, Kiriş, Kemer and South-North Deniz have been selected as the areas where concentration of a large number of tourist beds could be developed (Helweg, 1971: 4).

From the perspective of tourism planning approach, the master plan led to the certain critics. Firstly, the plan proposed over bed capacity without considering land ownership of the region (GATGP, 1977: 59). In addition, Günay (1982: 343) states that the plan merely identifies large scale tourism investment so small scale tourism development is ignored in the area. On the other hand, the plan decisions also omit the local and physical characteristics of the region in terms of socio-economic structure, population dynamics and natural park status etc.

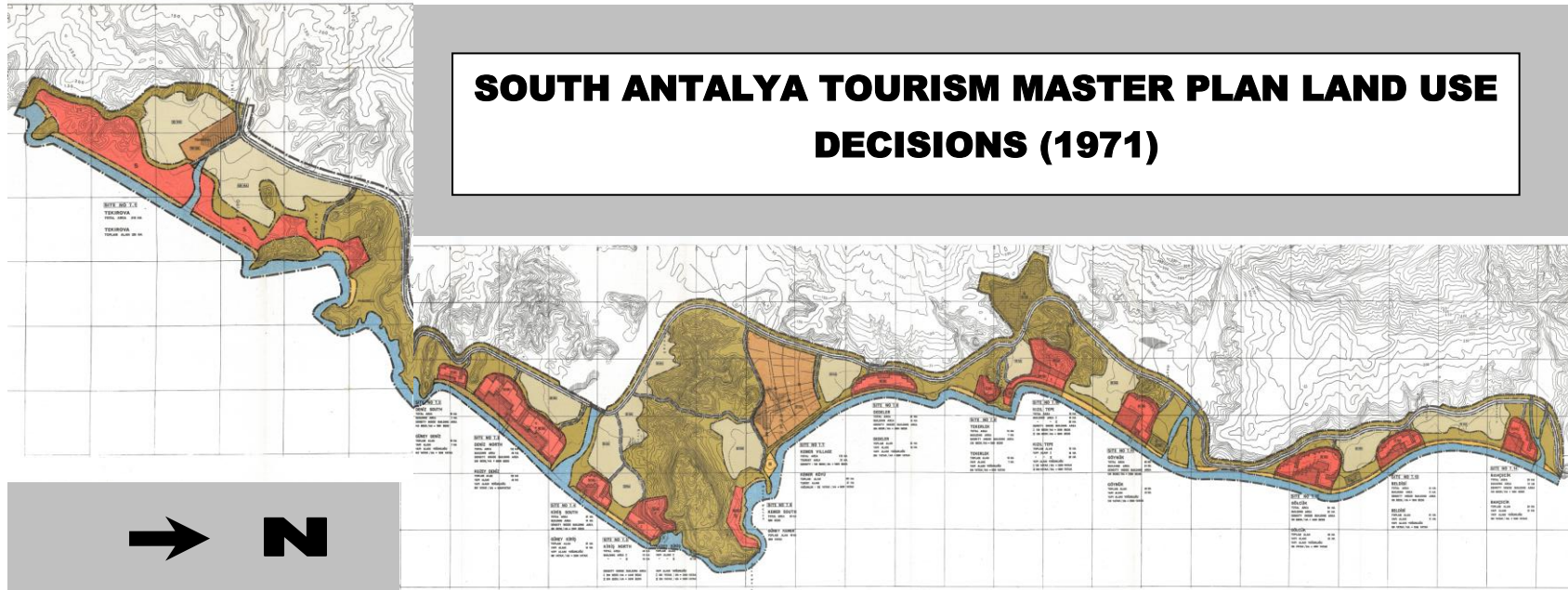


Figure 5.1 Master Plan by Ole Helweg (Source: Helweg, 1971).

5.1.2 Phase 2: Integrated Project Stage - South Antalya Tourism Development Project (1974-1981)

This phase can be characterized by state's initiatives to develop tourism with a rational comprehensive planning logic in South Antalya. A major tourism project during this phase was South Antalya Tourism Development Project (SATDP) which covers an area of 80 km. long and reaches from the new Antalya Port to Gelidonya Foreland and also borders the Olympos- Beydağları National Park (Inskeep, 1991: 1).

SATDP, started in 1974 and came into force on 07.07.1977, was added to the agenda after the achievement of South Antalya Master Plan mentioned in Phase 1. The project was financially supported by World Bank with reference to the Loan Agreement no: 1310 (Inskeep and Kallenberger, 1992: 89). In this context, The Ministry of Tourism, as the coordinator of the Project, received international expertise and The Tourism Bank was appointed as the consultant company. Such a preparation process of the project provided a collaborative environment for different experts.

SATDP is known as the first integrated project which “incorporates from the beginning the planning, programming, finance and operational stages of the project” (Altaş, 1991: 1; Erkuş-Öztürk, 2010). Integrated logic of the project contributed to the diversification in planning decisions including settlement, transportation, infrastructure, tourism built up areas etc. Thus, this project is accepted as an example of rational comprehensive planning (Günay, 1982: 346, 347).

For the successful implementation of the project, state played an active part in some issues such as providing high quality of infrastructure, financial aid and incentives for private sector, protecting natural and historical assets, and construction of social facilities (health center, hotel training center and training hotel, tourism office and municipality building) in the Kemer support (service) town (Erkuş-Öztürk, 2010: 113; Altaş, 1991). In order to share the responsibility of central government in investing on infrastructure, GATAB (South Antalya Tourism Infrastructure

Association) was established by the government in the sub-province of Kemer, Antalya. The establishment of such an association is the result of a collaborative approach of the project (Erkuş-Öztürk, 2010: 114). Thus, World Tourism Organization selected SATDP as one of the six most successful integrated tourism projects in the world (Inskeep and Kallenberger, 1992). Thus financial resources allocated to tourism in state budgets were very high in this period.

5.1.2.1 Aim of the Tourism Plan

The project document introduces the very aim of the plan as to create bed capacity to serve mass tourism (Altaş, 1991: 1). Apart from bed capacity, the aims of plan were defined as to (Altaş, 1991: 2-3);

- _ “supplement region’s economical and social development with tourism and increase the development, realize balanced regional development, and handle the tourism integrated with various sectors of the region,
- _ provide the protection of natural environment in addition to meet the needs of recreation,
- _ meet the needs of users of differentiated income level; create variety of touristic supply,
- _ provide a legal tool for multidimensional controlling of environment,
- _ increase the dependence of tourism complexes to the region. Develop dependent complexes to the close environs from commodity and service sides instead of self-sufficient tourism complexes and equip the settlements to provide these inputs,
- _ encourage also small capacity tourism complexes to create variety and competition and to restrict closeness to the outside,
- _ plan the tourism complexes as providing social integration”.

During this stage, the bed capacity of South Antalya is known as about 800 including Valtur Holiday Village, Olimpos Motel and small scale tourism facilities in Kemer Village (Örs, 2005: 205). Thus, public initiatives focused on creating tools to increase bed capacity to enhance competitiveness with rival sun and sand destinations.

On the other hand, since the document employs a rational comprehensive logic, the plan considers not only the increase in bed capacity but also a variety of aims ranging from protecting and controlling natural environment to providing social integration by meeting the needs of users from differentiated income and encouraging variety of tourism complexes.

5.1.2.2 Spatial Development Approach

As stated in the aims of the project, instead of creating self-sufficient tourism complexes, the project team planned the categories of land use and defined roles of spatial development logic for all settlements in the area.

In this context, Beldibi, Kızıltepe (Göynük), Tekerlektepe, Tekirova and Güneydeniz (Çamyuva) are taken as “Tourism Development Sites”, while Kemer is defined as a service city. The plan introduces three main reasons to select these areas as tourism development sites. Firstly, the land ownership is mainly composed of public land which provides an easier way to develop tourism via land allocation. Secondly, these areas are closest to airport and highway projects which are about to finish. Finally, these areas have a high potential that may encourage tourism development (GATGP, 1977).

Kemer was planned to give tourism complex oriented services in the area in order to discourage the development of self-sufficient tourism complexes and to provide benefit for both local people and tourism entrepreneur (Inskeep, 1991: 4).

Moreover, the plan document also defined the essential conditions which plan modifications should meet (GATGP Report, 1977: 122): according to the report, a plan modification should;

- Provide the balance of protection and use,
- Control destructive effects on natural resources,
- Be feasible both economically and socially,
- Take precautions against pollution.

In addition to these, if the plan modification proposes to change the uses of an agricultural area into settlement or tourism uses, then the project should prove that new activity has much more socio economic benefit than the agricultural use.

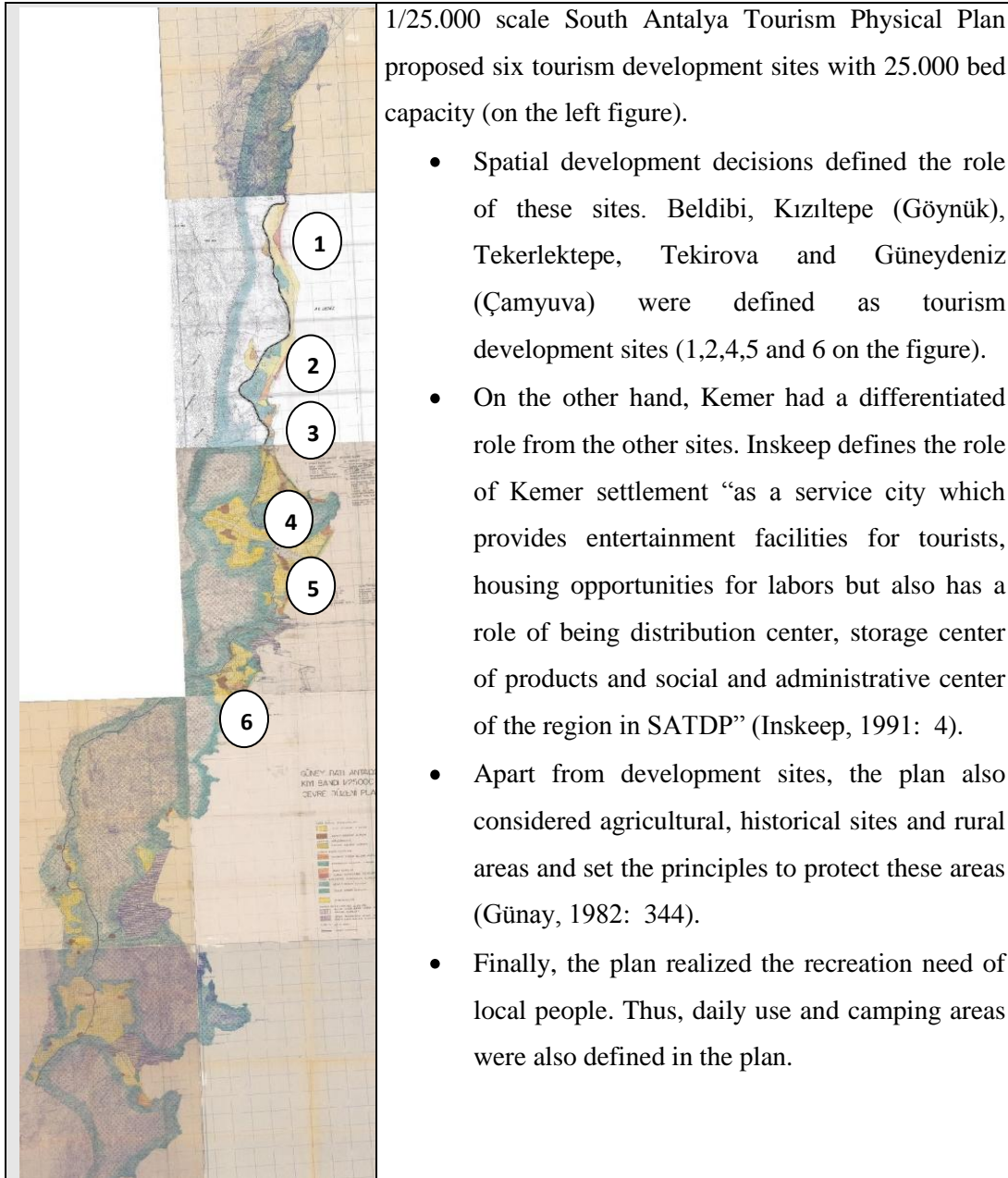


Figure 5.2 1/25.000 scale South West Antalya Tourism Plan approved in 1977 (Source: Archive of the Ministry of Culture and Tourism).

5.1.3 Phase 3: Declaration as Tourism Area and Plan Modifications Stage (1982-Today)

Phase 3 was marked by the enactment of Tourism Encouragement Law as a result of investment oriented national tourism policies. The new concepts, tourism area - tourism center, were created in order to plan and develop tourism spaces. In regard to this law, The South Antalya Tourism Development Region was declared as Tourism Area in 1982 and the borders of the tourism area were revised in 1990 (Figure 5.3).

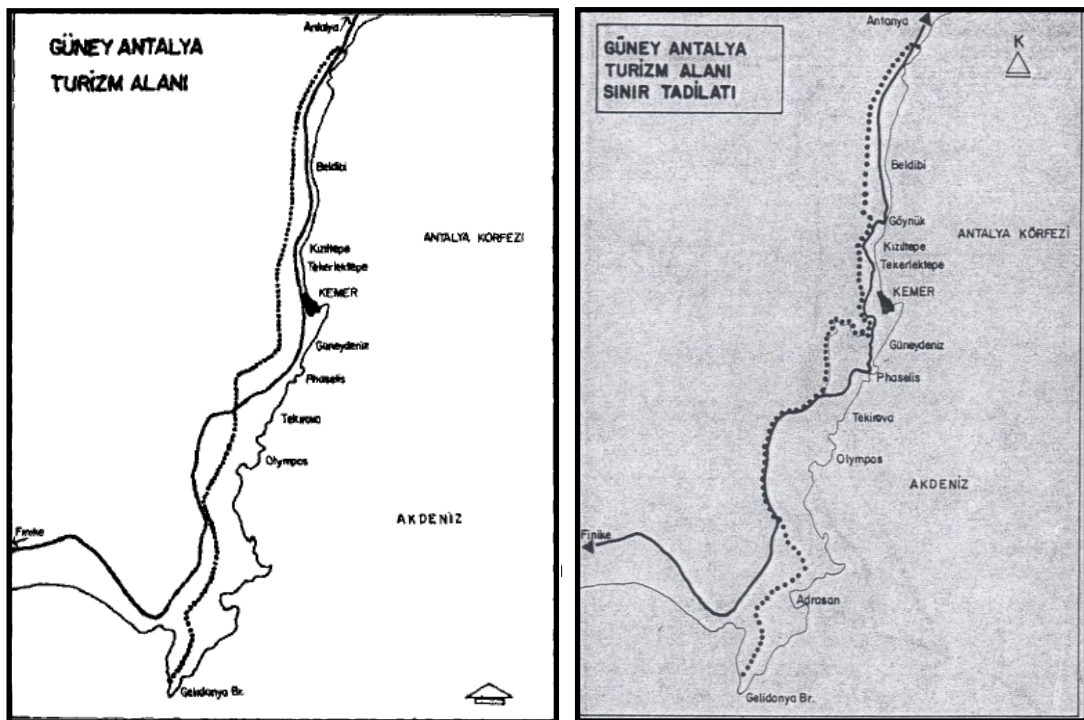


Figure 5.3 The Borders of South Antalya Tourism Area (1982 declaration on the left side; 1990 declaration on the right side).

It should also be noted that after the declaration of South Antalya as tourism area, the borders of National Park were narrowed from 69.800 ha to 34.425 ha in 1988. According to Atik (2006: 168), the border revision of the National Park is a result of the increasing demand on tourism on coastal areas of South Antalya namely Beldibi, Göynük, Kemer, Çamyuva and Tekirova.

A period of implementation began towards the end of 1980s. Thus, this phase was characterized by increased public investments. Locally, the investments include mainly infrastructure construction such as drinking water network, Kemer Town infrastructure network (water network of drinking water, rainwater collection network and sewage network), sewage purifying plants, electricity network, construction of forest roads, solid refuse disposal plant and construction of the state highway between Antalya Port and Tekirova. In addition, since the plan determined Kemer as service city, Kemer Yacht Marina, Health Centre, Kemer Municipality, Tourism Office Building and housing for public sector employee and the tourism personnel were constructed (Inskip, 1991: 4-7).

During this phase, the new regulation on tourism, which provides tax reduction, tourism credits and land allocation for investors, produced changes in tourism development of Antalya including South Antalya in terms of increase in tourism investments.

The major change, in this phase, was plan modifications which tourism regulation led to and this is the major differentiation of tourism planning compared to the previous phases. In South Antalya Tourism Area, 8 main plan modifications have occurred since 1980s.

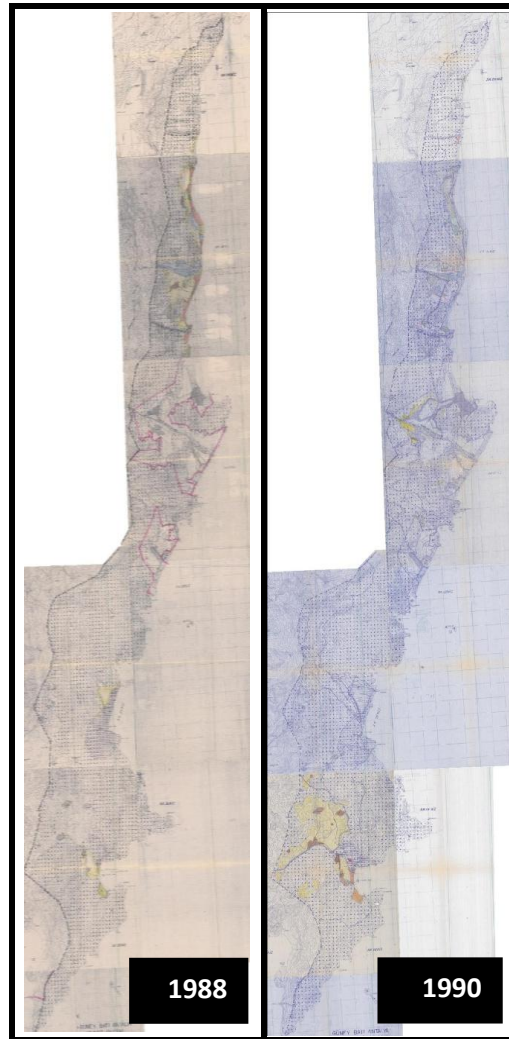


Figure 5.4 1/25.000 scale Plan Modifications

(Source: Archive of the Ministry of Culture and Tourism)

As the report of Inskip (1991) states, base plan targeted 25.000 bed capacities for the region in 1977. Then it has been increased to a bed capacity of 39,000 by plan modifications in order to create better capacities for mass tourism in a short period of time. With the increasing demand, the capacity proposed as 52.000 in 1988. The bed capacity of 52.000 as approved by the 1988 Master Plan was increased to approximately 65.000 beds in the revised plan which was approved on 1990.

In order to be able to provide alternative facilities for visitors to Southwest Antalya the project allocates various places for entertainment zones with the aim of attracting people inland from the coast (Inskip, 1991: 9). However, after the revisions on the plan, the targeted bed capacity has been increased to about 75.000 in 2000s.

Considering plan modifications, it is obvious that two of them, approved before 1990s, employ a holistic view, however, rest of them represent a partial view.

With plan modifications, there occurred a significant increase in bed capacity due to the high emphasis on sun and sand model. In that period, South Antalya Tourism Area has become a typical example of the resorts that emerged along the Mediterranean coast during mass tourism boom. Particularly, the situation improved after 2000s is associated with the change in tourism planning approach which is the focus of this study.

In order to understand the differentiation of phases, the dynamic and complex nature of tourism planning should be examined in detail. In this context, it is critical to examine how planning of South Antalya have addressed issues such as excessive bed capacity, utilization of daily use and recreation uses for other purposes and diminished agricultural and forest land. Although the goals of the first integrated plan requires the utilization of mechanisms to envision and plan for the future across economic, environment, social and political dimensions, the plan modifications approved after 2000s only established mass of tourism attractions.

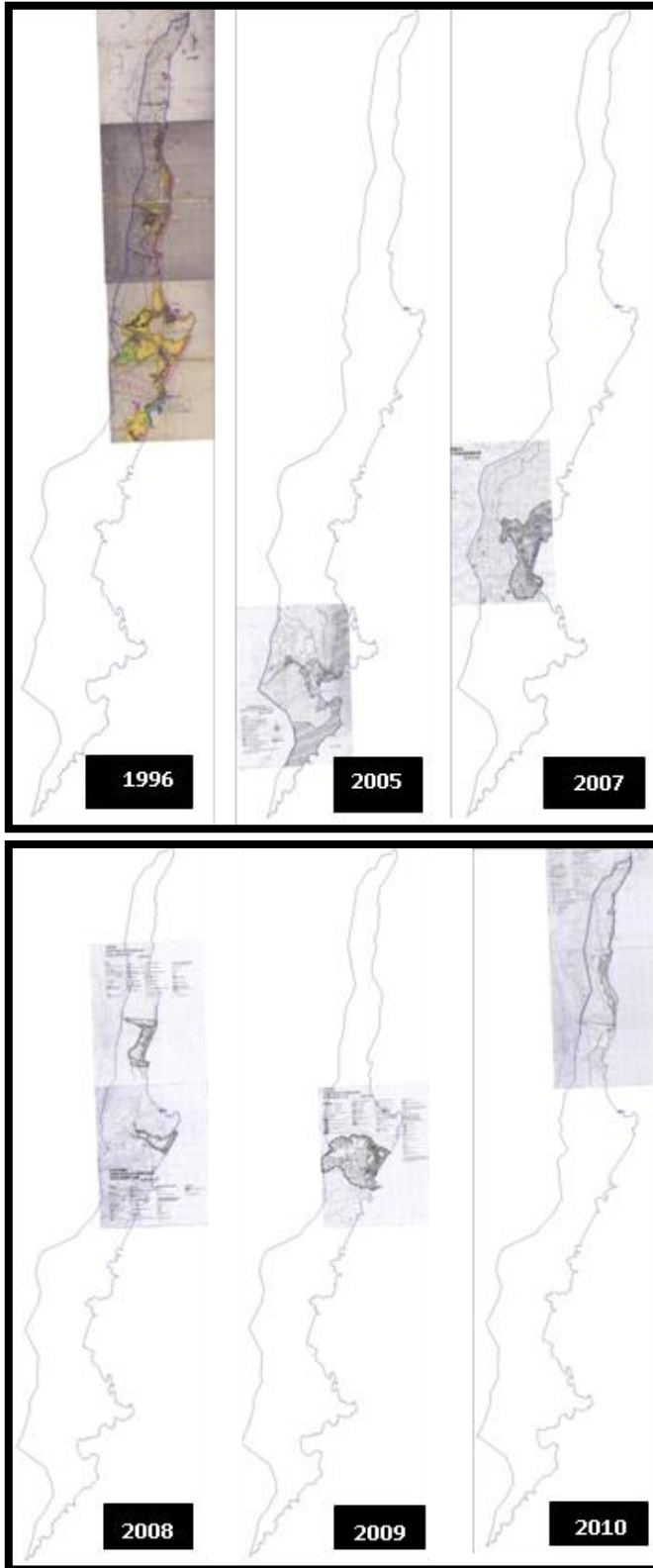


Figure 5.5 1/25.000 scale Partial Plan Modifications
 (Source: Archive of the Ministry of Culture and Tourism)

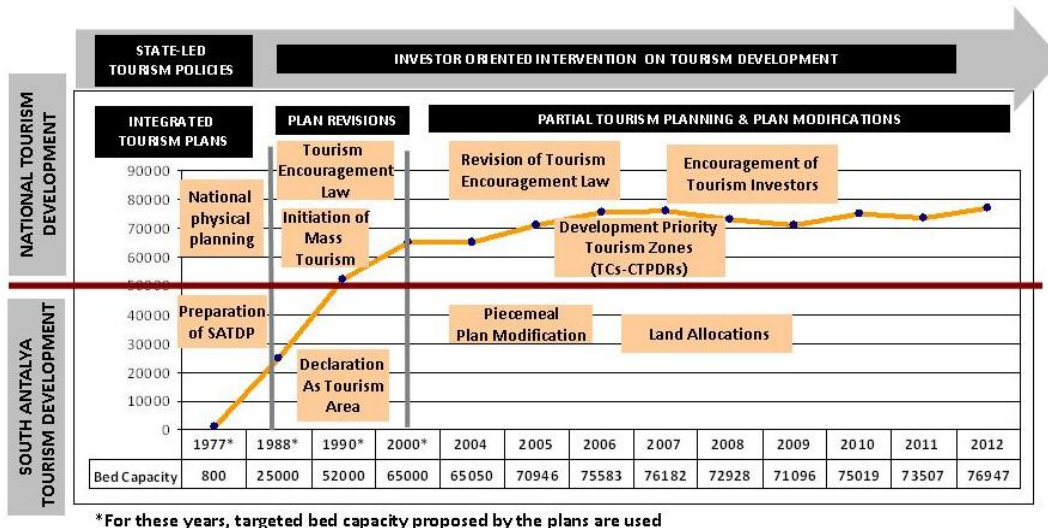


Figure 5.6 Development of Tourism in South Antalya

Tourism planning cannot be separated from the evolution of tourism policy in Turkey, whose phases are basically defined according to the relevant changes operated in the politico-administrative organization (the essential milestones).

CHAPTER 6

CHANGE IN DEFINITION OF TOURISM CONCEPTS AND PLANNING DECISIONS IN SOUTH ANTALYA TOURISM AREA

This chapter briefly introduces the change in definition of tourism concepts and planning decisions in relation to tourism development in South Antalya Tourism Area. With this aim, the first part focuses on the change in tourism concepts following two stages. First, the change and current situation of tourism plans have been analyzed, after which documents and plans in planning authority were examined in order to reveal the change in tourism concepts. Then, this stage concentrates on research findings in order to reveal reasons behind the change in concepts by presenting the results came up from the questionnaire and in depth interviews carried out with professionals who worked for South Antalya Tourism Planning.

Second part concentrates on the change in planning decisions in South Antalya Tourism Area. The change was delineated through 1/25.000 scale physical plans for the years 1970s, 1980s, 1990 and 2000s. To do that, the part presents the spatial analysis about the five sub regions namely Beldibi, Göynük, Kemer, Çamyuva and Tekirova located in South Antalya Tourism Area. Thus, the aim of this part is to analyze and reveal how and why plan decisions have changed in relation to tourism development in South Antalya Tourism Development Area. And finally the chapter introduces tourism plan aims and instruments as a means of change in tourism concepts and plan decisions.

6.1 Changes in Definition of Tourism Concepts in the Plans

As discussed in the previous chapter, the definition of tourism concept in literature is mainly based on technical perspective. Since the tourism activity has different perspectives including economic, leisure and social activities, this part focuses on expressing the change of tourism concept in relation to different perspectives. However, such conceptual research in literature focuses on individual perspective; therefore, a more detailed analysis should help to understand the change in conceptual definition of tourism. Since the study claims that conceptual definition of tourism has been constructed and changed based on economical and political environment of the country, the voice of government officials and planners' perspective about the subject is the focus of this part.

To do that, this part focuses on the change in definition of concepts of tourism in relation to tourism facilities, daily use area, camping and golf. In order to understand the use of these concepts better and how these have changed over time, as proposed by Xin et al (2013: 78), first a review of plan documentation is done for each concept. Then, results of the interview and the questionnaire present reasons behind the change of each concept and introduce current and practical use of the concepts constructed through professionals who worked as planning staff of South Antalya Tourism Area.

6.1.1 Definition of Tourism Concept

As the chapter related to theoretical framework points out, there are a variety of tourism definitions all reflecting a range of perspectives including technical and conceptual aspects. This study focuses on conceptual aspects of tourism since the definition of tourism would not really be explanatory to understand the change in the concept if the discussion focuses on the technical aspects instead of conceptual ones. Therefore, based on the discussion in tourism literature, this study employs three perspectives of tourism concept.

- Tourism as an income generator = economic tool
- Tourism as a recreation and leisure activity for all = leisure tool
- Tourism as a holiday activity for all = social tool.

Figure 6.1 represents the results regarding answers of the respondents to the question asked during interviews in order to reveal practical definition of tourism concept based on three perspectives. Respondents' top rated definition of tourism concept is economic tool with 66,7%. On the other hand, respondents rather highlighted leisure tool with 54,5 %; while social tool has the highest ratio as non-defining concept. This result confirms that tourism concept is accepted as an economic tool in institutional practice. Leisure and social perspective of the concept are of secondary importance.

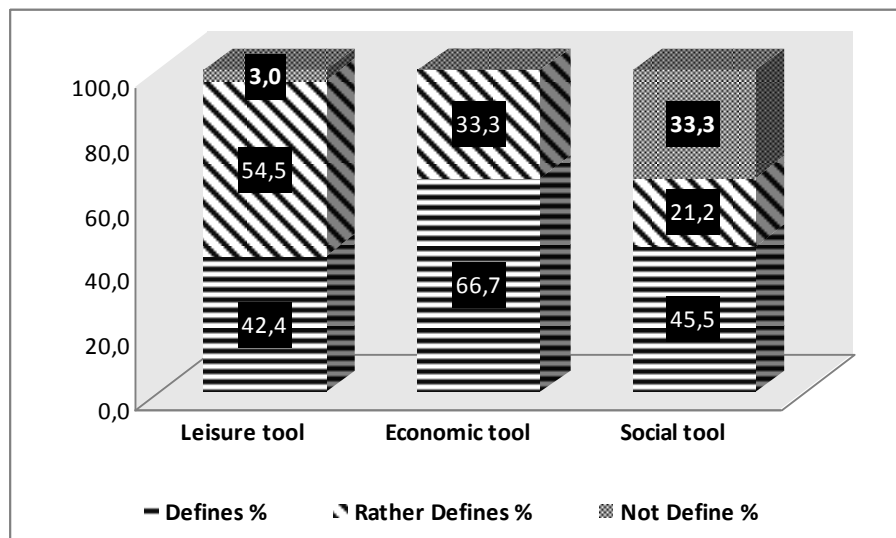


Figure 6.1 Definition of Tourism Concept

As discussed in the theoretical framework, tourism is not only an income generator but also a tool of leisure and social activity for all. Regardless of practical use of concept, quotations in Table 6.1 support this argument since respondents mentioned that three aspects together define the concept (Table 6.1).

Table 6.1 Sample Quotations for Tourism Concept

<i>"I say tourism involves these three."</i>	(Respondent 25)
<i>I think these three have right parts but it is still an economic tool. No one can reject the economic side, however, the economic side shall not be to the disadvantage of the other two"</i>	(Respondent 17)
<i>"It defines once these three come together"</i>	(Respondent 12)
<i>"I think they distinctively define it"</i>	(Respondent 22)
<i>"The definition is made once they are brought together. None of them are singly enough for the definition"</i>	(Respondent 16)
<i>"Once the three be brought together, the concept turns out to be a concept"</i>	(Respondent 4)

Also, respondents answered the question whether the concept of tourism has changed since 1970s when the first tourism planning and project started. Most of the respondents accepted the change in tourism concept with a ratio of 94%. Next analysis presents the results of the content analysis based on respondents' subjective descriptions and explanations about the change of tourism concept from 1970s. Responses revealed five main dimensions including planning aspect, environmental aspect, economic aspect, political aspect and social aspect.

Once respondents were asked appropriate words defining tourism concept in 1970s, tourism concept is explained with holistic, comprehensive planning logic, balance between use and conservation and economy-development words. Thus, findings of the analysis signify that in 1970s tourism concepts represents with planning and environmental aspects. However, in 2000s respondents use the political and economic aspects to explain the concept. The main change in conceptual definition is related to the change in most mentioned aspects.

It is obvious that economic and political aspects of the concept gained priority from 1970s. In 2000s, the concept is identified with land allocation, bed capacity,

diversification of tourism, legal instrument – Tourism Encouragement Law and tourism investors which are the results of national tourism development in current period as discussed in previous chapter. On the other hand, respondents identified different content of planning aspects for tourism concepts comprising two periods. While respondents identified use of tourism concept in 1970s with holistic-comprehensive, mass tourism, planning team words, in 2000s, the concept is defined with rent oriented, adhoc, partial and plan modification. This result confirms that the change in the content of tourism planning caused the change in definition of tourism concept.

Table 6.2 Content Groups for Aspects of Tourism Concept in 1970s

Content Groups	Frequency of Mention	Ratio (%)
Planning Aspect	24	25
*Holistic/Comprehensive	12	13
*Mass Tourism	6	6
*Planning Team/Project	6	6
Environmental Aspect	24	25
*Balance btw use and conservation	14	14,6
*Environmental concerns/Nature	8	8,3
*Future generations	2	2,1
Economic Aspect	18	18,8
*Economy/development/marketing/currency	13	13,5
*Bed capacity/supply	5	5,2
Political Aspect	15	15,6
*state led	5	5,2
*pilot project	2	2,1
*law/encouragement/infrastructure/public land	8	8,3
Social Aspect	15	15,6
*social development	8	8,3
*development/increase in income level of local people	5	5,2
*leisure based/public	2	2,1
TOTAL	96	100

N: 33

Table 6.3 Content Groups for Aspects of Tourism Concept in 2000s

	Frequency of Mention	Ratio (%)
Political Aspect	32	32,7
*New tourism concepts/types	15	15,3
**Tourism cities, tourism centers	3	3,1
**Diversification of tourism, alternative tourism, culture tourism, shopping tourism, mass tourism, international tourism	12	12,2
*Legislation (Tourism Encouragement Law, 2634)	2	2
*Tourism Investor	15	15,3
**Private sector, investor, investor oriented	6	6,1
**Political pressure, directing the Ministry, passivize of the Ministry, lag behind tourism investors	9	9,2
Economic Aspect	29	29,6
*Land allocation (forest-Treasury lands, distributing public land)	4	4,1
*Bed capacity (tourism establishment, bed supply, opening coast to tourism establishment)	6	6,1
*Economic tool (input, motivation, profit, luxury consumption, minimum investment-maximum return, economic system)	19	19,4
Planning Aspect	23	23,5
*Quality of planning	17	17,3
**rent /construction right oriented	2	2
**unplanned, adhoc	6	6,1
**partial, parcel, private land/area, particular	9	9,2
*Plan modifications	3	3,1
*Lack of planning team	3	3,1
Social Aspect	7	7,1
*Poor social concern	3	3,1
*Consciousness in tourism (tourism education, local consciousness)	4	4,1
Environmental Aspect	7	7,1
*Imbalance between use and conservation (maximum use of natural areas, declining use of coastal areas)	7	7,1
TOTAL	98	100

N: 33

Considering the change in tourism concept which focuses on economic and political aspects, next figure illustrates reasons behind this change. According to the respondents, demand of tourism investors is the most effective factor with 66,7 % and tourism policy ranks second with 54,5 %. On the other hand, respondents stated that tourist demand has the highest ratio as not an effective factor on conceptual change.

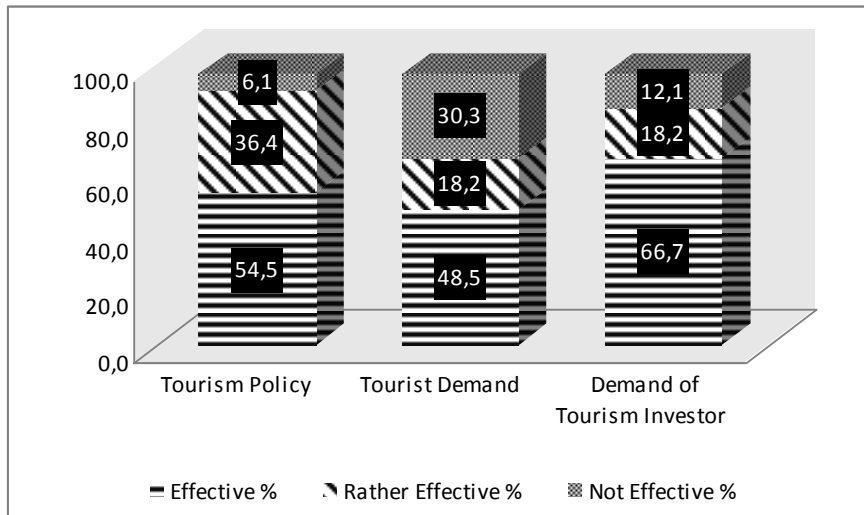


Figure 6.2 Reasons behind the Change in Tourism Concept

As stated by Keskinok (2012: 355), “the content of tourism planning and policy cannot be separated from the political economy of a country”, quotations in Table 6.4 support this argument and illustrate dialectical relationship between demand of tourism investor and tourism policy. Thus, the intervention of state through the demand of tourism investors has shaped and changed the tourism concept in a way prioritizing economic aspects.

Table 6.4 Sample Quotations for Dialectical Relationship between Tourism Policy and Demand of Tourism Investor

“The politics of the government falls behind. They fall behind whereas they should be foreseeable.”

(Respondent 3)

“The government designs tourism policy as to the investors. A dialectical relation exists between tourism investors and the government.”

(Respondent 17)

“The government has a mind accepting tourism as an economic tool; unfortunately...The main actor here is the tourism investor. The tourism investor puts pressure on the government, saying that ‘Allow us for a construction here and there’. This pressure falls on the shoulders of the bureaucrats and technocrats at the government’s service. It leads to a change in concept as well.”

(Respondent 25)

“The demands of the tourism investor come first. The tourism policies of the state can not affect it. The investments direct the touristic demands around the globe. The government does not have any tourism policies since the head of the government is steered by the tourism investor.”

(Respondent 26)

On the other hand, during the interviews with active senior bureaucrats, contradictory arguments supporting that tourism policy of state and tourist demand have a strong effect on not only tourism concept and also tourism investor have revealed. Such an apparent contradiction can be explained with political pressure that cause senior bureaucrats to hesitate to share own thoughts. However, such arguments do not represent the general attitude towards the issue.

To sum up, research findings revealed the change in tourism concept which prioritizes the economic aspects rather than leisure and social aspects and the main effective factor in this change is the dialectical relationship between tourism investors’ demand and tourism policy.

6.1.2 Analyzing the Change in the Concept of Tourism through Tourism Plans in South Antalya Tourism Area

In order to understand that why tourism concept has changed in time, one should analyze the practical use of tourism concepts in tourism plans. Thus, this part focuses on four tourism concepts namely tourism facilities, daily use, camping and golf representing the practical use of tourism concept in tourism plans approved in South Antalya Tourism Area.

These practical concepts are determined as a result of documentation analysis including plan notes, plan reports and authors' experience in tourism sector. Therefore, each concept is analyzed in two steps: first the use of concept in plan notes and reports of 1/25.000 scale Tourism Plans approved in SA Tourism Area from 1970s to today is analyzed and the change in each concept is revealed. Then, reasons behind the change are discussed with the help of interview results.

6.1.2.1 Tourism Facilities

- **Definition in Plan Notes**

In order to understand the change in the concept, it is appropriate to analyses the use of tourism facilities with the help of documentation analysis including plan notes and reports of 1/25.000 scale physical plans for the years 1970s, 1980s, 1990s and 2000s. To do that, this part attempts to explore the use of concept in plan documents and reveal the change in conceptual use. Then, it extracts different concerns of plan notes for tourism facilities to show the change in content of the concept.

First, the study examines how tourism facilities are defined and named in plan documentations (see Table). In reference to plan notes, there are three concepts introduced namely Organized Tourism Development Area, Tourism Development

Area and Tourism Facility Area⁹. First two plans approved in the years 1977 and 1988 use the concept Organized Tourism Development Area, then the following two plans, 1990 and 1996, named the concept as Tourism Development Area and finally plans approved in 2000s introduced Tourism Facility Area concept.

In all plan notes, the common thing is that qualifications and certification criteria of tourism establishments constructed in tourism areas are taken into consideration through referring to the related Regulations in each period¹⁰. According to these Regulations, tourism accommodation unit is defined as *Tourism Establishments* referring to “commercial ventures operating in the tourism sector jointly or individually established by real or legal persons of Turkish or foreign nationality” (The Regulation on the Certification and Qualifications of Tourism Establishments, Article 4-f).

However, in reference to plan notes, it is obvious that the concepts used in initial plans comprising years 1977 to 1996 refer not only to establishment oriented perspective focusing on economic concerns but also to different concerns in terms of social, leisure and spatial.

Table 6.5 demonstrates different concerns for each plan notes of tourism facilities. In terms of social and leisure concern, plan documentations focus on ensuring public access to the coast and meeting the need of all users. In this context, 1977 and 1988 plan notes promote public access from inner side to the coastal area of South Antalya through setting 7 m. and 10 m. pedestrian ways between tourism facilities. However, following plan notes ignored these plan notes and only introduced general articles related to the protection and utilization of coastal areas which are obligatory articles

⁹ The concepts respectively refer to: “Organize Turizm Gelişim Alanı, Turizm Gelişim Alanı, Turizm Tesis Alanı”

¹⁰ Regulations in each period introduced the standards of tourism establishments based on certification and qualifications. First regulation is “Turizm Müesseselerine Ait Vasıflar Yönetmeliği” in 1965, then after enactment of Tourism Encouragement Law in 1982, it is revised and renamed as “Turizm Yatırım ve İşletmeleri Nitelikleri Yönetmeliği” in 1983 and today regulation is in force as “Turizm Tesislerinin Belgelendirilmesine ve Niteliklerine İlişkin Yönetmelik”.

of Coastal Law¹¹ and 1982 Constitution. On the other hand, only initial plan of the area concern meeting the holiday need of all user through introducing note focusing on the variety of tourism supply and the development of small capacity tourism complexes.

In terms of economic concerns, plans approved in 2000s provide certain notes for partial tourism development of tourism facilities. Here, as discussed in previous chapters, partial tourism development is claimed as a result of economic oriented approach to tourism planning. Therefore, while initial plans promote an organized tourism development and regulate such a development with plan notes, recent plans of the tourism area introduces special conditions focusing on floor area ratio, maximum height of the establishments and bed capacity.

Considering spatial concerns, 1977 and 1988 plan notes introduced spatial development strategies promoting organized development of tourism facilities. Moreover, plan approved in 1988, 1990 and 1996 have plan notes aiming to limit the intensity of land use of tourism facilities in the area. As followed from the Table 6.5, such spatial concerns are not much taken into consideration in plans approved in 2000s

¹¹The plan notes related to the “In the utilization of sea coasts, lake shores or river banks, and of the coastal band along the sea and lakes, public interest shall be taken into consideration with priority” is written as plan notes as an obligatory article (Article 5 and 6) of the Coastal Law numbered 3086 was issued in 1984 and then numbered 3621 in 1990 to determine the conditions of use of coast.

Table 6.5 Analysis of Plan Documents Based on the Use of Tourism Facilities

	1977	1988	1990	1996	2008	2009	2010	2012	2013
USE OF CONCEPT IN PLANS									
Organized Tourism Development Area	+	+							
Tourism Development Area			+	+					
Tourism Facility Area					+	+	+	+	+
PLAN NOTES FOR TOURISM FACILITIES									
Social & Leisure Concern									
Ensuring Public Access to the Coast									
Gerektiğinde turizm alanları içerisinde kıyıya dik doğrultuda serbest geçiş sağlayacak en az 7m.'lik kamuya açık yaya yolları bırakılacaktır.	+								
Farklı yatırımcılara tahsis edilen her yapı parselinde komşu parselde yapı yaklaşma mesafesi en az 10 m.dir		+							
Deniz, göl ve nehirlerde herkesin mutlak eşitlik ve serbestlikte yararlanmasını sağlamak için kıyılarda yapı ya da duvar, çit, parmaklık, tel örgü, hendek, kazık vb. Engeller yapılamaz		+	+	+	+	+	+	+	+
Kıyıları devletin hüküm ve tasarrufu altındadır. Kıyıları herkesin eşit ve serbest olarak yararlanmasına açıktır. Kıyı ve sahil şartlarından yararlanmada öncelikle kamu yararı gözetilir		+	+	+	+				
Meet Holiday Needs of All Users									
Create variety of touristic supply, encourage also small capacity tourism complexes to create variety and to restrict closeness to the outside	+								
Economic Concern									
Promote Partial Development of Tourism Facilities									
Mevzii imar planları için gerekli alan büyüklüğü ile yatak sayısını tespitle Kültür ve Turizm Bakanlığı yetkilidir.					+				
Ö lejandı verilen konaklama tesis alanlarında E:0,40 olacaktır. Bu alanlarda konaklama tesisi beya konaklama ve ticaret yapılabilir. Tek başına ticari üniteler yapılamaz. İkisi yapılması halinde E:0,35					+				
Turizm Tesis Alanlarında otel yapılması halinde Maxh: 13.50 m.; Tatil Köyü yapılması halinde Maxh:10.50 m.dir.							+	+	+
Spatial Concern									
Limit the Intensity of Land Use of Tourism Facilities									
Organize turizm gelişim alanlarında toplam yatak kapasitesinin %30'unu aşmamak ve devamlılık göstermeyecek şekilde kültür ve turizm bakanlığınca uygun görülen parsellerde max h:24.50 m. olarak yükseklik verilebilir. For 1996 plan, maxh:13.50 m.		+	+	+					
Özel lejandı verilmiş Turizm Gelişim Alanlarında yapılacak 1/1000 ölçekli plan kararlarına uygun olarak düşük yoğunluklu tatil köyü, otel, kamping, pansiyon ve günübirlik gibi kullanımlar yer alabilir		+	+	+					
Ö lejandı ile gösterilen turizm tesis alanlarında doğal topografik yapı ve bitki örtüsü özelliklerini bozmayacak ve tahrip etmeyecek açık alan aktiviteleri kullanımlarına yer verilecektir. Konaklama tesisleri yapılamaz. E:0,03 hmax:5,50 m.							+		
Promoting Organized Tourism Development									
Bu alanlar için hazırlanacak mevzii imar planları en az 2,5 hektarlık bir alanı ve toplam 300 yatak kapasitesini kapsamalıdır	+								
Seçmeli Yiğınlar Politikası Beldibi, Kızıltepe, Tekerlektepe, Tekirova ve Güneydeniz organize gelişme alanı olarak tanımlanmıştır	+								
Planda Organize Gelişim Alanları veya Turizm Tesis Alanlarında 1/1000 ölçekli Uygulama İmar Planlarının yapılması ile turistik tesisler yapılabilir.		+							+

- **Change in Concept: From Organized Tourism Development to Tourism Facility Area**

Documentation analysis revealed that the conceptual use of tourism facility has changed from Organized Tourism Development to Tourism Facility Area. This part presents the contents groups defining elements for two concepts that are generated through the interviews.

Explanatory words for Organized Tourism Development Area mostly included organized spatial development referring in common, a project oriented approach, tourism development sites and multiple land use. In terms of Tourism Facility Area, partial spatial development is the most mentioned phrases comprising parcel oriented approach and land allocation (Table 6.6).

Table 6.6 Content Groups Representing Tourism Concepts

	Frequency of Mention	Ratio (%)
Organized Tourism Development Area		
Organized Spatial Development	36	100
Project oriented approach	21	58,3
Tourism development sites	10	27,8
Multiple land use	5	13,9
Tourism Facility Area		
Partial Spatial Development	17	100
Parcel oriented approach	13	76,5
Land allocation	4	23,5

The results of interview make the definition of each concept possible. In this regard, Organized Tourism Development Area refers to a spatial organization of tourism facilities employing a project oriented approach and considering integration of multiple land uses in selected tourism development areas. Moreover, this concept also have social and leisure concerns regarding arrangements made possible public access to the coast and met holiday need of all users. Quotations in Table 6.7 represents this finding of the study

Table 6.7 Sample Quotations for Organized Tourism Development Area

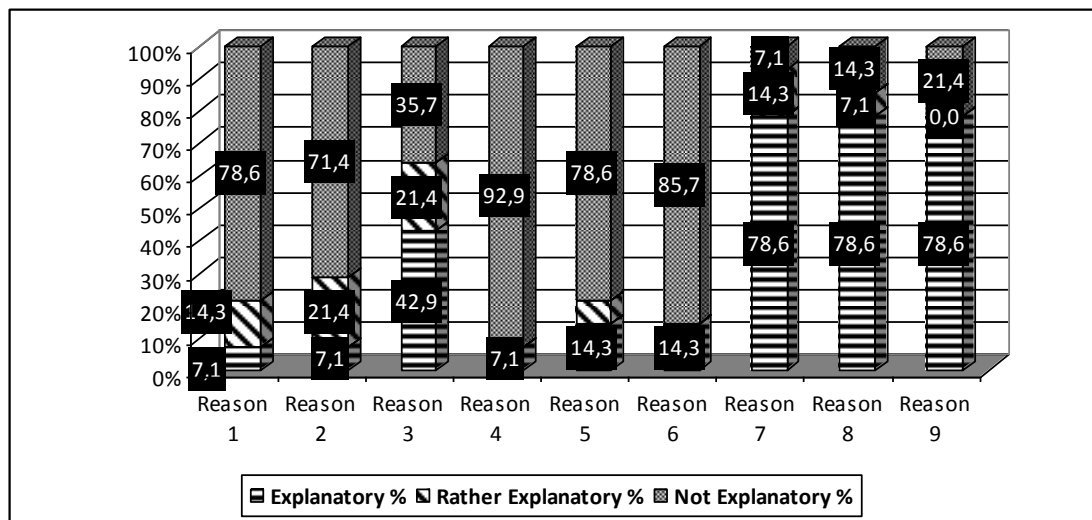
<p><i>“Project team finds out and develops a concept called Touristic Station there...It brings spatial variety”</i></p> <p style="text-align: right;">(Respondent 17)</p>
<p><i>“The organized tourism development area defines the region; the other one defines facilities”</i></p> <p style="text-align: right;">(Respondent, 21)</p>
<p><i>“We are inspired by organized industrial zones...We had in mind to bring infrastructure and prevent those from going everywhere randomly.”</i></p> <p style="text-align: right;">(Respondent 25)</p>
<p><i>“You don’t mean one hotel through the concept of organized tourism development area. This concept brings with itself lots of facilities including their infrastructures and operations.”</i></p> <p style="text-align: right;">(Respondent 27)</p>
<p><i>“The Organized Tourism Development Areas were areas that involved everything and were planned to be a regional protected area. Within this area, there were places where activities like entertainment etc. were foreseen to be planned.”</i></p> <p style="text-align: right;">(Respondent 32)</p>

On the other hand, Tourism Facility Area is a concept representing tourism establishments with partial spatial development logic. Thus, this concept has an economic concern since it focuses on parcel oriented development of tourism facilities through the allocation of public land to the tourism investors.

Interview results revealed the definition of each concept. To understand reasons behind this conceptual change, respondents rated reasons according to their explanatory level.

Figure 6.3 shows that reason 7 (providing allocation of public land to tourism investors), 8 (encouraging mass tourism by creating gated tourism spaces) and 9 (limiting public use of coastal areas due to extended and gated use of tourism facilities) are the main reasons behind the conceptual change from Organized Tourism Development Area to Tourism Facility Area. However, reason 4 (preventing the development of gated tourism spaces), reason 6 (proposing open spaces, public roads etc. in order to ensure publicness and accessibility to the coast), reason 1 (providing an organized development of environment), reason 5 (providing

diversification of tourism facilities for all users) and reasons 2 (providing organized spatial development) which are phrases referring Organized Tourism Development Area are stated as not explanatory reasons of the current use of concept as Tourism Facility Area.



Reason 1	Providing an organized development of tourism facilities
Reason 2	Providing organized spatial development
Reason 3	Providing diversification of tourism facilities in terms of types, star etc.
Reason 4	Preventing the development of gated tourism spaces
Reason 5	Providing diversification of tourism facilities for all users
Reason 6	Proposing open spaces, public roads etc. in order to ensure publicness and accessibility to the coast
Reason 7	Providing allocation of public land to tourism investors
Reason 8	Encouraging mass tourism by creating gated tourism spaces
Reason 9	Limiting public use of coastal areas due to extended and gated use of tourism facilities

Figure 6.3 Reasons behind the Conceptual Change from Organized Tourism Development Area to Tourism Facility Area

6.1.2.2 Daily Use Concept

- **Definition in Plan Notes**

Regarding practical use of tourism concept in plan documents, another concept analyzed in this part is Daily Use concept which represents leisure aspect of tourism concept. Beginning from 1970s, daily use area has been defined in all plan notes and documentations.

According to the documentation analysis, all plan notes introduced the same definition of the concept; the only exception is the 1977 plan note since it introduces additional notes related to the daily use areas.

In this concept, the common explanation of Daily Use area:

“Accommodation units are not permitted in daily use areas. Only daily use oriented establishments such as beach facilities, restaurants, tea gardens and so on are allowed in these areas”

Considering the plan note, it can be argued that only establishments and types of daily use activities permitted is identified instead of introducing notes ensuring leisure needs of local people and other users. Only 1977 plan note takes into consideration leisure aspects of daily use areas through introducing purpose of assigning these areas in plans. In this regard, the plan note mentions daily use concept as areas proposed to meet the daily use need of local people refers to people living in Antalya.

Moreover, daily use concept is also introduced as a tool in order to prevent excessive development of tourism facilities along the coast of South Antalya and ensure public access to the coast (South Antalya Project Plan Report, 1977: 120). In line with this, initial plan consider public use of coastal area of South Antalya while other plan notes ignore this perspective of the concept and mainly focused on regulations related to the daily use activities in the form of establishments which represent economic meaning of daily use concept.

- **Change in Concept: From Leisure Activity to Economic Resource**

Documentation analysis revealed that the essence of the concept has changed. The essence of the change can be explained that the concept has lost its leisure meaning in time by focusing daily use establishments referring to economic aspects.

Following the discussion, there are two different definitions for the concept:

1. Daily use refers to areas which meet the leisure and recreational need of local people, controlling excessive development of tourism facilities along the coast through preventing being blocked by a single tourism investor, providing public access to the coastal area of South Antalya (South Antalya Project Plan Report, 1977: 120).
2. Daily use refers to establishments including eating and drinking activities, recreation, entertainment and sports facilities without accommodation facilities. (Article 37, Regulation on Tourism Establishments and Qualification).

In line with two definitions, the following discussion presents change in the concept generated through questionnaire and interviews. Respondents were asked to select one abovementioned definition appropriate to their experience, practical knowledge and way of thinking. The questionnaire result shows that 60 % of respondents selected definition 1 and rest of them (40 %) selected definition 2.

Considering the result, it can be stated that definition 1 refers to the definition in the minds of planners while the other represents the practical use of the concept defined in the “Regulation on the Certification and Qualifications of Tourism Establishments”. As supported by Günay (2006: 6-7), with the enactment of Law #2634 and related “The Regulation on the Certification and Qualifications of Tourism Establishments”, the concept only prioritized qualification of establishments that can be constructed in daily use areas rather than focusing on leisure perspective including beaches, picnic areas and other activities representing traditional use of local people. Thus, using the second definition implies the economic meaning of the daily use area.

In line with interview results, it is revealed that daily use areas should be open for all users and provide minimum services including food, drinking, changing room, shower etc. In other words, these areas should meet the leisure need of all people but

current South Antalya plans reduced daily use definition as an economic resource by identifying establishments which tourism investor can operate in these areas. Quotations in Table 6.8 from the respondents illustrate this result.

Table 6.8 Sample Quotations for Definition of Daily Use Concept

<p><i>“To me, Daily Use is a place not to be left empty. It must be a spot where the people can take water, fruits, and drinks and be operated by someone. It should be open to public. One must be able to sit on sand or lie on sunbeds regardless of buying anything. At least, minimum service shall be provided.”</i></p> <p style="text-align: right;">(Respondent 19)</p>
<p><i>“It is a place where one-day visitors come and minimum needs are met. The visitor would drink, bath and take off his/her clothes. That’s it. Must be open to everyone.”</i></p> <p style="text-align: right;">(Respondent 17)</p>
<p><i>“To prevent the blocking of the coast by one single investor. Once the investor gets it, the same things will occur. The main goal shall be to provide recreational opportunities for local people who want to come to the coast in the morning until evening. Foreseeing the need of local people is crucial. They have been ignored in the plans.”</i></p> <p style="text-align: right;">(Respondent 25)</p>
<p><i>“It is a weekend activity for local people and others. It is to create the need to respond to the recreational needs of local people. You shall put tea gardens, toilets inside. You shall provide parking lots and shades. These get involved by ‘one-day’. We leave the empty beaches and name it one-day.”</i></p> <p style="text-align: right;">(Respondent 27)</p>
<p><i>“It is a place where local people come and spend a day comfortably.”</i></p> <p style="text-align: right;">(Respondent 28)</p>

6.1.2.3 Camping Area

- **Definition in Plan Notes**

Camping is another concept selected as practical use of tourism concept in this study. Camping represents social and leisure aspect of tourism concept since it has been very popular means of affordable holiday accommodation starting from 1960s in Turkey. However, documentation analysis revealed that dedicated area set aside for camping has ignored in tourism plans of the region (Table 6.8).

As it is understood while 1977 plan notes deals with camping area as an organizational spatial development while the others only focuses on the construction right of tents. Moreover, with plan modification new camping areas are not proposed in South Antalya instead the concept is abandoned in recent plan modifications.

Table 6.9 Plan Notes of South Antalya Tourism Plans for Camping Areas

Plans	Plan Notes for Camping Areas
1977	These areas are going to be organized as camping sites; buildings of public use are not going to exceed 2 storeys, and if necessary, Bungalow type camping units are going to be permitted provided that they are within the limits of 5% of the camping site capacities.
1988	FAR is 0.08. Bungalow type camping units are included in this number. Structures are of 1 storey, and the maximum height is defined as 4.50m. The capacity is going to be defined with the assumption of 30 shelters per hectar. (1988 plan notes Article 3.3)
1990	FAR is 0.08. Bungalow type camping units are included in this number. Structures are of 1 storey, and the maximum height is defined as 4.50m. The capacity is going to be defined with the assumption of 30 shelters per hectar. (1990 plan notes Article 3.3)
1996	FAR is 0.08. Bungalow type camping units are included in this number. Structures are of 1 storey, and the maximum height is defined as 4.50m. The capacity is going to be defined with the assumption of 30 shelters per hectar. (1996 plan notes Article 3.3)
2007	Not exist
2008	FAR is 0.08. Bungalow type camping units are included in this number. Structures are of 1 storey, and the maximum height is defined as 4.50m. The capacity is going to be defined with the assumption of 30 shelters per hectar. (2008 plan notes Article 5.4
2009	Not exist
2010	Not exist
2012	Not exist
2013	Not exist

Assigning camping areas in initial tourism plans may be attributed to the traditional popularity of camping activities as an affordable holiday type, however, recent plans did not need for additional camping areas focusing on possible expansion of existing camping areas or potential establishments of new camping areas at South Antalya Tourism Area.

- **Change in Concept: Decline of Camping**

As documentation analysis revealed, camping concept has lost in plan notes in time. Following discussion presents purpose of proposing camping areas and reasons behind the loss of this concept in tourism plans of South Antalya Tourism Area.

Camping areas represents the social aspect oriented tourism planning because it focuses on the holiday need of domestic tourist from different income groups as a national tourism policy adopted in Turkey particularly in 1970s. Then, following plans continued to employ camping proposal of the initial plan as a tool of meeting holiday need of all until plan modification stage has started in South Antalya tourism planning process. Quotations in Table 6.10 also support the argument.

Table 6.10 Purpose of Proposing Camping Areas in Plan Notes

<i>We assigned areas for camping. They should give services to people with different incomes. They have come to disappear, however.</i>	(Respondent 25)
<i>“There were once camping areas that were being widely used. The camping areas were intended for domestic tourists.”</i>	(Respondent 29)
<i>“..., they were offered in plans to provide services for people with different incomes.”</i>	(Respondent 23)

The results of the content analysis based on respondents explanations revealed that the decrease in tourist demand and economic disadvantage of camping activity compared to the tourism facility are most mentioned reasons behind the decline of camping in time in South Antalya Tourism Area (Table 6.11).

Table 6.11 Main Reasons for the Decline of Camping Areas According to the Respondents

	Frequency of Mention	Ratio (%)
Change in tourist demand	20	40,8
Change in investors' demand	18	36,7
Site selection problems	11	22,4
TOTAL	49	100

N: 16

In line with interview, it can be claimed that loss of camping areas from a land use perspective is based on demands of tourism investors and tourist. Thus, recent plans approved in 2000s supported considerable tourism facilities as an economic generator activity instead of proposing suitable alternative sites to be zoned camping areas. Table 6.12 involving the quotations from the respondents presents the reasons behind the decline of camping areas in the region.

Table 6.12 Sample Quotations for Reasons behind the Decline of Camping Areas

<p><i>“In a region in so-much demanded, it economically benefits more to convert it into a touristic facility.”</i></p> <p style="text-align: right;">(Respondent 20)</p>
<p><i>“As the hotels develop, these areas have lost their significance. They have become useless. The conversion of the camp into a hotel is about the camps’ not being demanded anymore.”</i></p> <p style="text-align: right;">(Respondent 21)</p>
<p><i>“The income level has come up and facilities available to different income people were built. Camping area is no more any use. The camp leads to social segregation. For that reason, I find it correct to leave this mentality.”</i></p> <p style="text-align: right;">(Respondent 23)</p>
<p><i>“The existence of camps does not cause problems, however, the costs of camps exceeds the money acquired from the visitors.”</i></p> <p style="text-align: right;">(Respondent 26).</p>
<p><i>“Since the revenue of the camps and 5-star hotels are so different, the camping areas have been converted into touristic facilities.”</i></p> <p style="text-align: right;">(Respondent 29)</p>
<p><i>“It has been offered in places where much rents can be acquired. The choices of locations were wrong.”</i></p> <p style="text-align: right;">(Respondent 30)</p>

To sum up, camping activity which represents the social aspect of tourism planning is disappeared in time as a result of low economic benefit compared to the tourism facility area. However, this finding is not compatible with previous research since the studies claimed that camping as a form of accommodation is very popular in some European countries and in the United States of America in different shapes and sizes and quality of services (Poudel, 2013; Lucivero, 2012).

6.1.2.4 Golf Area

- **Definition in Plan Notes**

As last but not the least, golf is another tourism concept introduced as a plan decision in South Antalya tourism plans. Golf area represents a type of tourism which someone on a beach holiday playing during their vacation.

Documentation analysis shows that initial plans did not propose golf activities of South Antalya Tourism Area. However, with the increasing popularity of golf tourism around the world particularly in United States, United Kingdom and Japan, concept of golf has been introduced in tourism plans.

Table 6.13 demonstrates the plan notes related to proposed golf areas in plans. Referring to golf courses, plan notes introduce amenities comprising golf play area, golf club... etc. that can be built and arranged in proposed golf areas. In this context, golf as a new tourism activity, has risen in plan notes starting from 1990.

Table 6.13 Plan Notes for Golf

	Notes for Golf
1977	Not exist
1988	Not exist
1990	Golf play area, golf club, forestation and landscaping are allowed (1990 plan notes Article 3.3).
1996	Golf play area, golf club, forestation and landscaping are allowed (1996 plan notes Article 10.8)
2008	Floor ratio area and max. height are determined in implementation plans but they should not exceed the values determined for Tourism Facility Areas (2008 plan notes Article 5.6)
2013	Mini golf activities can arrange in the area (2013 plan notes Article 5.4)

- **Change in Concept: Rise of Golf Concept**

Since documentation analysis revealed that concept of golf has risen as a new concept in plan documents, this part discusses results of interview related to the rise of golf proposal in South Antalya Tourism Area.

According to the respondents' answers, reasons behind the rise of Golf Concept in the plans are listed as tourism policy and economic aspects. In terms of tourism policy, respondents explained that golf is seen as an important diversification tool of tourism in the region. On the other hand, golf as a new land use decision is employed in the plans because it is accepted as a high income generating activity (Table 6.14).

Table 6.14 Reasons Behind the Rise of Golf Concept in the Plans

	Frequency of Mention	Ratio (%)
Tourism Policy	21	56,8
Diversification of tourism in the region	8	21,6
Following global tourism trends	6	16,2
Attracting tourist with high income level	5	13,5
Spread tourism into 12 months	2	5,4
Economic Aspect	16	43,2
High income generating activity	10	27,0
Demand of tourism investors	6	16,2
TOTAL	37	100

As discussed in previous chapter, Turkey has entered a period adopting diversification of tourism activities. Thus, the areas suitable as golf fields locating near to tourism facilities are selected for new tourism activity. However, it is thought that supporting development of golf activities in South Antalya is legitimized with the popular saying of current tourism period which is tourism diversification. The real reason behind introducing golf activities is highly related to the economic aspects including demand of tourism investors and tourist profile playing golf because golf is a kind of recreation preferred by the high income level foreign visitors. The sample quotations also support this argument.

Table 6.15 Sample Quotations for Reasons Behind the Rise of Golf Concept

<p><i>“The reason of the late advent of golf is due to the investor demand...In a period when the agricultural yield has been diminishing; golf is on the rise. ..Indeed, they are all interconnected. The prices of oranges were high earlier, but now you can not sell them. Agriculture has been distincting away from being a type of production; new alternatives emerge.</i></p> <p style="text-align: right;">(Respondent 32)</p>
<p><i>“As golf tourism is now known and taught to be the highest money earning branch of tourism in the world, our investor turns to golf tourism, a sport that is not embedded in our culture and sport hobbies.”</i></p> <p style="text-align: right;">(Respondent 33)</p>
<p><i>“Golf tourism rises since it addresses the high-income people...Instead of hosting 20 Russians, you had better host one golf tourist and earn from him.”</i></p> <p style="text-align: right;">(Respondent 24)</p>
<p><i>“Even if summers are long here, diversities in tourism branches like golf tourism-apart from sea, sun, sand-have been derived in order to extend tourism to 12 months</i></p> <p style="text-align: right;">(Respondent 19)</p>

To sum up, research findings including documentation analysis and result of questionnaire and interview supported the argument that there is a conceptual change in tourism. The change is determined as demonstrated in Figure 6.4.

Organized Tourism Development Area changed into Tourism Facility Area:
 Organized Tourism Development Area refers to a spatial organization of tourism facilities employing a project oriented approach in selected tourism development

areas with social and leisure concerns. Tourism Facility Area prioritized economic concerns by focusing on parcel oriented development of tourism facilities through the allocation of public land to the tourism investors.

Daily use concept changed from leisure and recreation activity for local people to an economic activity focusing on benefit of tourism facility.

While concept of **Camping** is abandoned in plan modification as a result of its low economic benefit compared to tourism facilities, the use of **golf** gained popularity in the plans because of high income generating activity. Figure 6.4 represents the change in the concepts in three aspects.

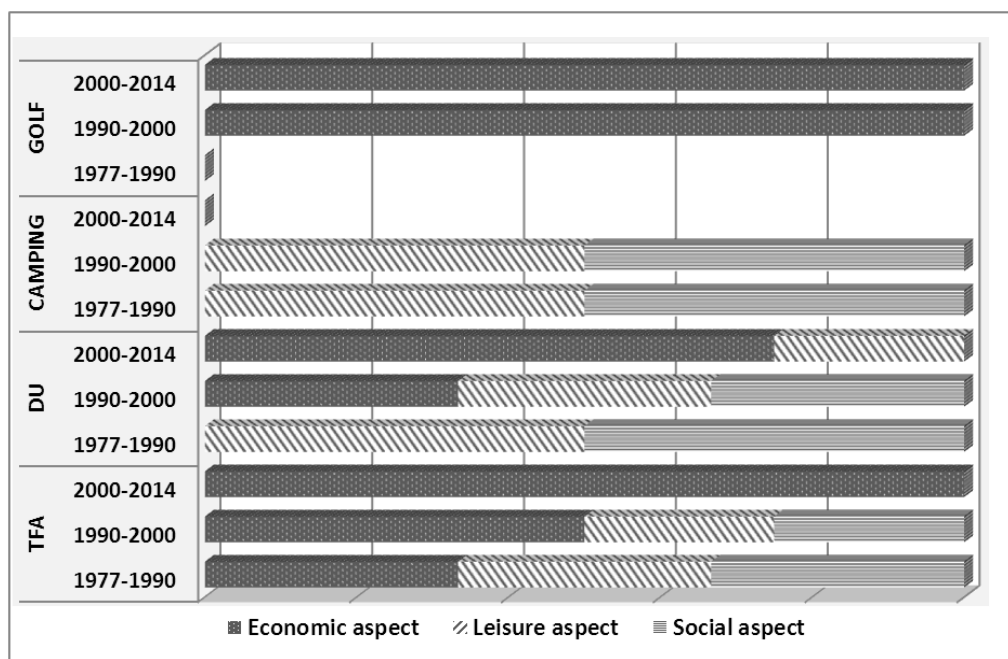


Figure 6.4 Conceptual Changes in Tourism

As another argument of this study, it is claimed that the conceptual change in tourism concepts is also directly related to the change in planning decisions. Therefore, the next part focuses on the change in plan decisions in South Antalya Tourism Area.

6.2 Changes in Planning Decisions

The last but not the least argument of this thesis is that aims and instruments of tourism planning, introduced after 1980s with the enactment of Tourism Encouragement Law, has shaped a tourism development enforcing piecemeal land development. Thus, this part of the study analysis the change in planning decisions as a result of intervention of planning instrument in detail.

6.2.1 Plan Modifications in South Antalya Tourism Area

As stated by Ma and Hassink (2013: 90), tourism sector has a dynamic economic nature leading to different spatial developments. Thus, as a tool of tourism development in South Antalya, this part focuses on planning studies of the region.

Planning studies of South Antalya Tourism Area dates back to 1977 when the first integrated tourism development plan was approved. However, the area has witnessed a series of plan modifications particularly after declaration of the area as a Tourism Area in 1982.

The study uses 1/25.000 scale tourism plans and modifications in order to understand the change in basic planning decisions. In this context, there are eleven different plans and modifications (1977, 1988, 1990, 1996, 2005, 2007, 2008, 2009, 2010, 2012 and 2013) approved related to South Antalya Tourism Area. 1977 plan forms the basis of planning decisions and represents the integrated and holistic planning logic. While the plan modifications approved before 2000s comprises total area (1996 plan exclude Tekirova), the others are partial plan modifications in Beldibi, Göynük, Kemer, Tekirova and Çamyuva. In line with plan modifications, this part deals with five sub-regions selected based on the borders of plan modifications.

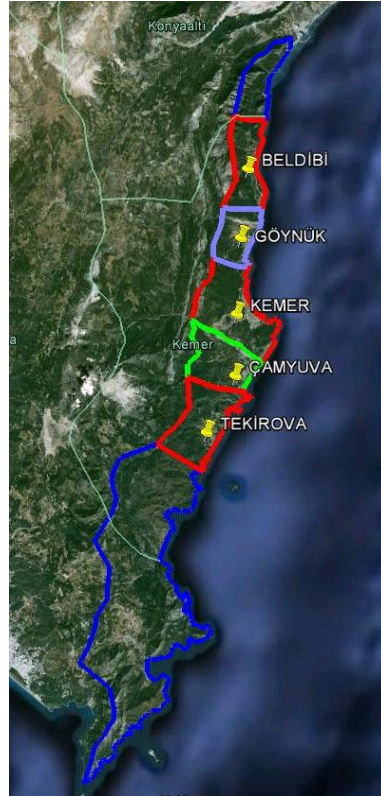


Figure 6.5 Sub-regions in South Antalya Tourism Area
(Source: Google Earth last accessed on 5th February, 2014)

In this context, this part aims to reveal how the conceptual change in tourism is related to the change in planning decisions and how the tourism planning logic has changed in time in South Antalya Tourism Area through spatial analysis and interviews. To do that, first the planning documents are analyzed based on two terms, T1 uses and T2 uses which are determined based on literature researches related to the tourism concept. Then, spatial analysis is supported with interview results.

The plan decisions were grouped as tourism, settlement, agriculture and forest in order to analyze the change in land uses. For tourism uses, T1 and T2 notations are proposed to differentiate built up uses including accommodation and artificial open tourism uses.

T1 uses represent the economic aspect which implies the land use activities focusing on economic gain such as tourism facilities, golf, amusement center etc. while T2

uses stands for social and leisure aspect which prioritizes the public tourism uses such as daily use, camping and recreational area.

6.2.1.1 Beldibi

Beldibi, located in northern side of the Tourism Area and 25 km far away from Antalya City Center, is under the responsibility of Kemer Municipality (Beldibi Plan Report, 2010: 5). Formerly being a village, Beldibi has become a tourism destination after being a sub-region of South Antalya Tourism Area.

In Beldibi sub-region, there are five main plan modifications approved in years 1977, 1988, 1990, 1996 and 2010. Change in land use decisions demonstrates which economic, social and leisure aspects of tourism are prioritized by each planning period. Table 6.16 shows assigned lands for different plan decisions such as T1, T2, Settlement, Agriculture and Forest in each year.

Table 6.16 Land Use Areas (ha.) in Plan Modifications

	1977	1988	1990	1996	2010
T1**	23	87.6	115.9	110.3	133.8
T2**	21	113.3	110.8	87.1	45.4
Settlement	6.7	15.7	23.5	131	131.9
Agriculture*	111	165.5	148.8	29.6	72.2
Forest	1822	1574.9	1590.5	1500	1551
TOTAL	1983.7	1957	1989.5	1858	1934.3

* In 1977 plan, some agricultural areas were shown as proposed forest areas.

**T1: Organized Tourism Development Area, Tourism Facility Area, Tourism Facility Area with Low Density, Tourism Facility Area with Special Conditions; T2: Daily Use Area, Recreational Area, Camping Area

- **Change in T1 uses:**

The first plan, 1977, determined only one area as Organized Tourism Development Area (OTDA) (see Figure 6.7). However, with 1988 plan, the use of OTDA was subjected to change in terms of not only conceptual but also size of area proposed in

the plan. The land use areas proposed by plans also support the dramatic increase in T1 uses (Table 6.16).

Tourism Facility Area (TFA), used as new concept, was proposed in northern side of the region. The following plan modifications followed this trend and the coast of Beldibi witnessed a series of TFA uses which turns a barrier preventing the access to the coast in time (see Figure 6.6).

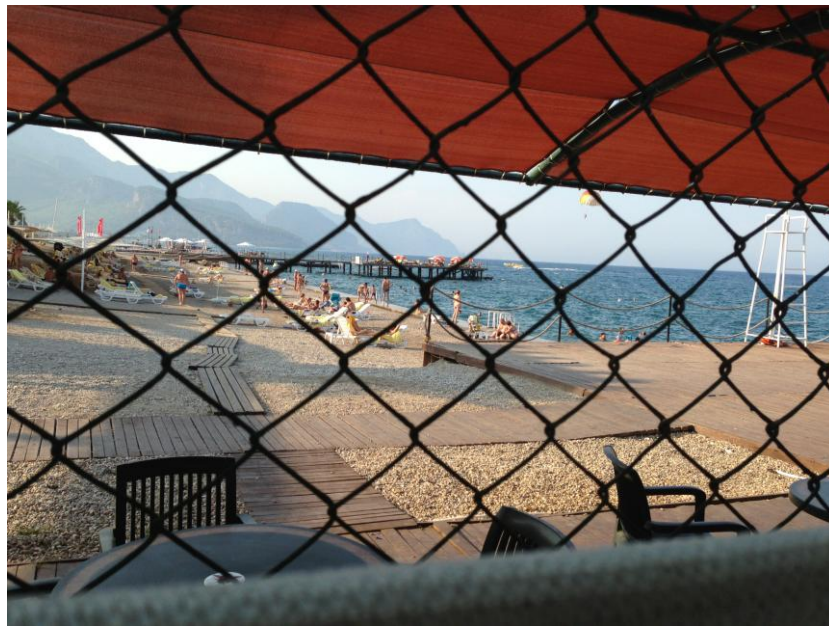


Figure 6.6 A View from Coastal Use (Photo taken on August, 2013)

- **Change in T2 uses:**

For T2 uses a decrease in figures is observed as a result of the transformation of daily use and camping areas in tourism facility areas. Although the first plan assigned land for daily use in order to meet the demand of local people of Antalya in northern part of the region, in time, this use has transformed into tourism facility areas with plan modifications.

Moreover, camping areas, proposed in two different locations in the region, were transformed into tourism facility area with 1996 and 2010 plans (see Figure 6.8).

Thus, it is stated that camping areas representing public uses of coastal areas has abandoned with plan modifications. This finding of the study corresponds with the conceptual change in camping discussed in previous part. In line with conceptual and spatial research related to camping, this study argues that social and leisure aspect of tourism planning has been ignored after enactment of Tourism Encouragement Law giving priority to economic aspect of tourism.

Apart from T1 and T2 uses, there is a dramatic change in settlement uses and agricultural areas. While there is an increase in settlement uses, a decrease is obvious in agricultural areas with plan modifications because agricultural areas has transformed into settlement areas. In addition, although the first plan desired Beldibi as a service village which might provide basic needs of tourism facilities, the plan modifications support a high dense urban development in Beldibi.

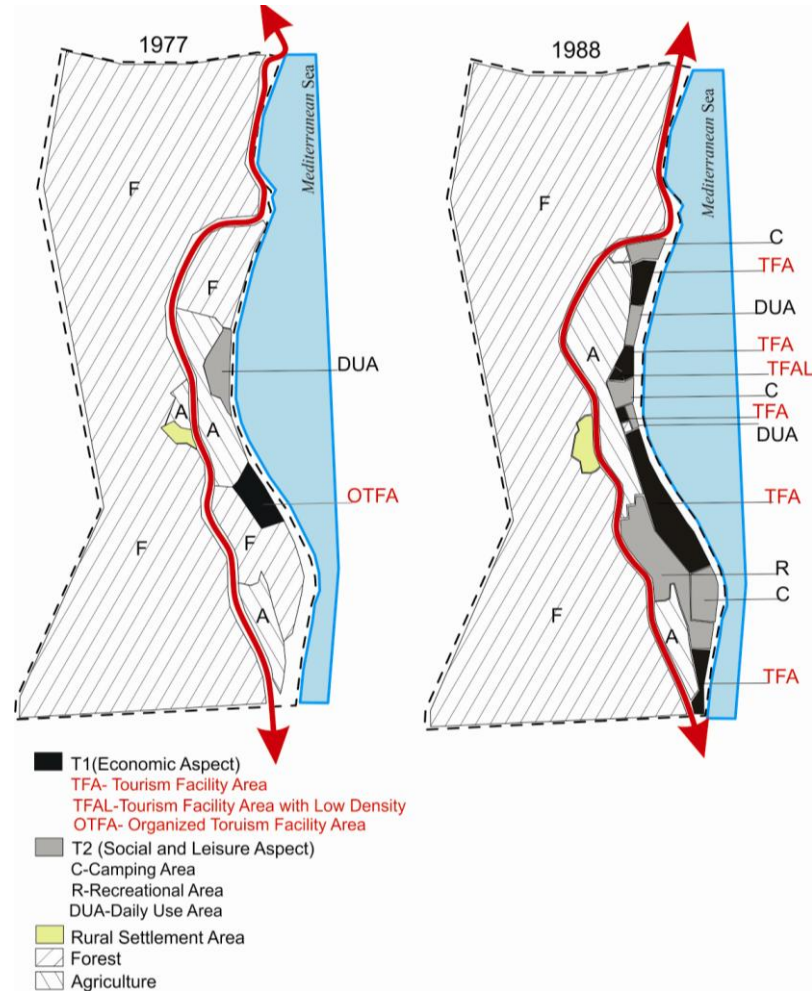


Figure 6.7 Plan Modifications in Beldibi (1977,1988)

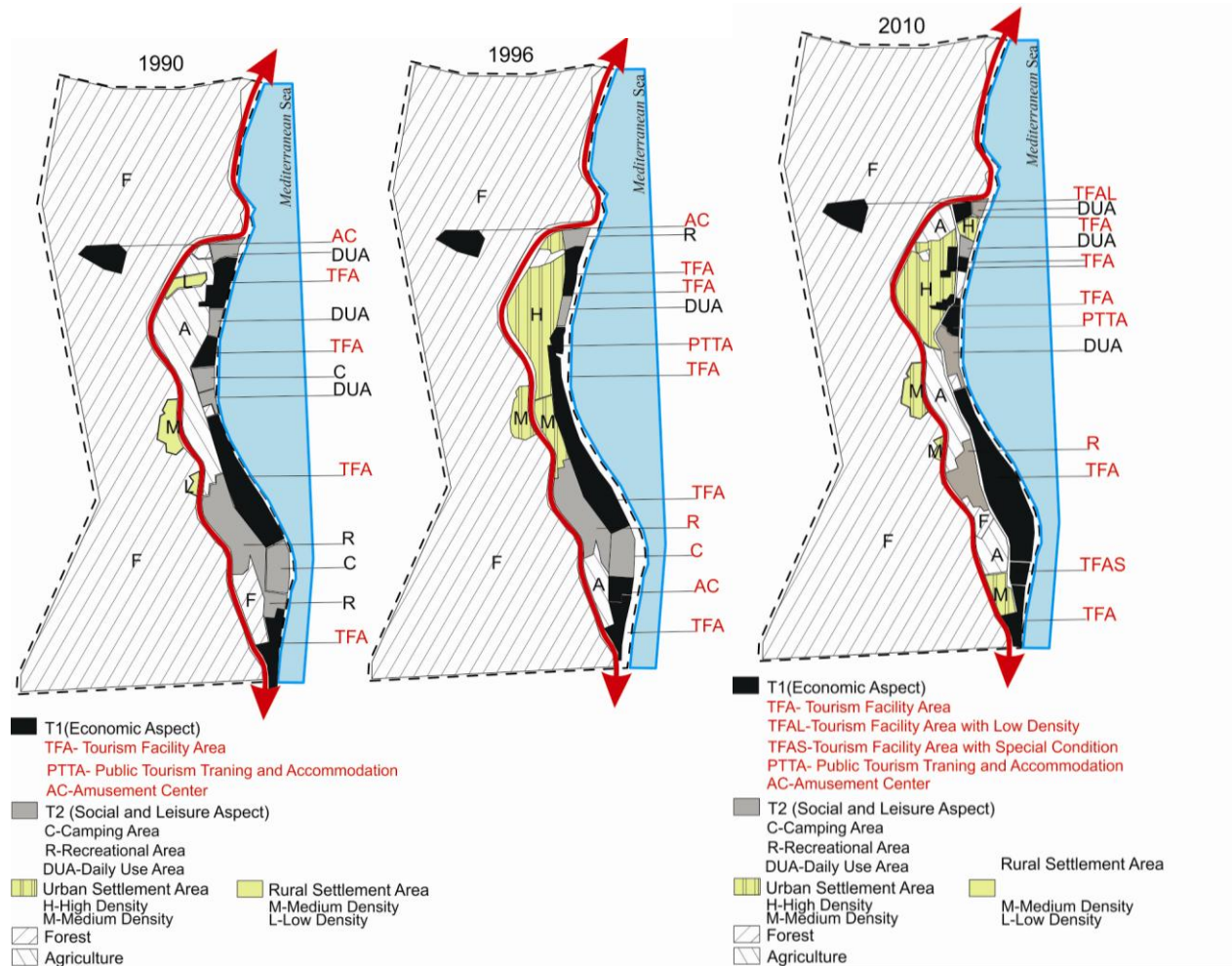


Figure 6.8 Plan Modifications in Beldibi (1990, 1996 and 2010)

6.2.1.2 Göynük

Göynük, a town of Kemer and 35 km far away from Antalya city center, is selected as another sub-region locating in South Antalya Tourism Area. Similar to Beldibi, the town also has witnessed a series of plan modification from 1970s. Starting from 1977, Göynük adopted a planning process which would end up with the plan in 2008.

Planning process of Göynük within the context of land use decisions denotes a significant change in assigned areas for T1 and T2 uses (Table 6.17). From 1980 and onwards, the sub-region eventually has turned into an area focusing on tourism development based on economic uses while natural areas such as agriculture and forest land are diminishing.

Table 6.17 Plan Modifications and Land Use Decisions (ha.)

	1977	1988	1990	1996	2008
T1**	60.2	134.3	175.5	175.5	256.8
T2**	3.5	186.3	164.3	124.9	31.3
Settlement	15.3	25.4	78.1	139.8	100.2
Agriculture*	172	212.6	113.4	88	68
Forest	1322	988.5	962	962	962
TOTAL	1573	1547.1	1493.3	1490.2	1418.3

* In 1977 plan, some agricultural areas were shown as proposed forest areas.

**T1: Organized Tourism Development Area, Tourism Facility Area, Tourism Facility Area with Low Density, Tourism Facility Area with Special Conditions, Golf, Amusement Center, Service Area for Tourism Facilities;

T2: Daily Use Area, Recreational Area, Camping Area

- **Change in T1 uses:**

Göynük which was a small village with 1300 population in 1970s was not proposed as organized tourism development area within 1977 integrated plan; on the other hand, the close areas to Göynük, known as Tekerlektepe and Kızıltepe, were planned as tourism development area. However, these plan proposals are deactivated with plan modifications (Figure 6.9).

First time, 1988 plan proposed new areas for tourism development in Göynük Village and the following plan modifications support this decision by assigning more land for tourism development along the coast without considering organized tourism development logic of the first plan.

Moreover, the last plan modification in 2008 is very explanatory to understand the increase in tourism facility areas in the region. According to the plan report (2008), the reasons of preparation of 2008 plan modification is that the previous 1996 plan has cancelled as a result of judiciary action and to meet the appropriate demand of tourism investors in the region. Particularly, the last plan introduces new land use decisions to the area: tourism facility area with special condition and golf area (Figure 6.10).

As it can be followed from the Figure 6.10, the areas proposed as tourism facility area with special condition in 2008 plan were assigned as tourism development area with low density in previous plan decision in 1996. Thus, it is observed that 2008 plan decisions abandoned low density development logic and redefined the land use referring to a mixed land use including tourism facility and trade with 0,40 floor area ratio. The reason behind such a change is to meet the demand of tourism investors as sample quotations also support.

Table 6.18 Sample Quotations for Reasons of Change in Plan Decisions

“Demand of an investor...If we allow the coast for a construction, you won't be able to prevent the other demands.”

(Respondent 19)

“The efforts towards increasing the bed capacity...The plans were approved in the first 77. Until 84, no interventions were made. The only goal of the first revision after 84 was to increase bed capacity. In 96, the goal was to both increase bed capacity and expansion of new settlement demanded by local people. As the tourists came and did shopping, they forced to plan their areas through political pressures in order to become richer having on mind that it can be achieved as long as the bed capacity is increased and new structures are made. Göynük was brought under construction so as to increase bed capacity.”

(Respondent 32)

On the other hand, golf is another land use decision proposed in the last plan modification. Taking this into account, under the Tourism Incentive Law No 2634, the Ministry determined some public areas to be turned into golf fields with all relevant environmental facilities and allocated these areas to investors. Respondents explain the reason behind such a decision related to the demand of local authority (Table 6.19).

Table 6.19 Sample Quotations for the Reasons of Change in Plan Decisions

“We modified the plan lately. We have turned them into sport facilities. But there should not be golf only. Sport camps, congress tourism and alike shall co-exist. This was the municipality’s demand.”

(Respondent 19)

“We put the last golf course in Göynük in 2004. The Municipality of Kemer demanded for an 18-hole golf course.”

(Respondent 21)

“One could be located behind Göynük band. Anyway, the brook bed can make up at least five golf courses. We could not realize it, however.”

(Respondent 23)

To sum up, as the Figure 6.9 and 6.10 demonstrates, the areas not proposed as tourism development in 1977 plan were planned as tourism facility area in Göynük and this caused a dramatic increase in T1 uses in the region.

- **Change in T2 uses:**

In terms of T2 uses, one can claim that there is an increase in daily use, recreational and camping uses. However, it needs a closer analysis to reveal the essence of such an increase.

According to Günay (2006: 5), the protectionist policies in Göynük were abandoned and public uses were transformed into private tourism uses as a result of plan modifications. Moreover, Günay enlightens on the current plan modification in Göynük and claims that previously proposed daily use areas close to the coast and tourism facilities were transformed into tourism facility areas (see Figure 6.10). By

doing so, more private uses in Göynük are supported instead of keeping daily use decisions representing social and leisure aspect of tourism in terms of more public uses of the coast and preventing enclaved tourism development on the coast.

On the other hand, camping areas which represents the social aspect of tourism in this study are subjected to transform in the recent plan. As Figure 6.10 demonstrates camping area on the northern part of the region has changed into tourism facility area as a result of tourism investor's demand.

Not only tourism development areas but also urban settlement areas were also favored by plan modifications. As Atik (2010: 26) also claims that "urban settlements proposed in Göynük were enlarged to cover huge agricultural lands" which caused a dense urban development.

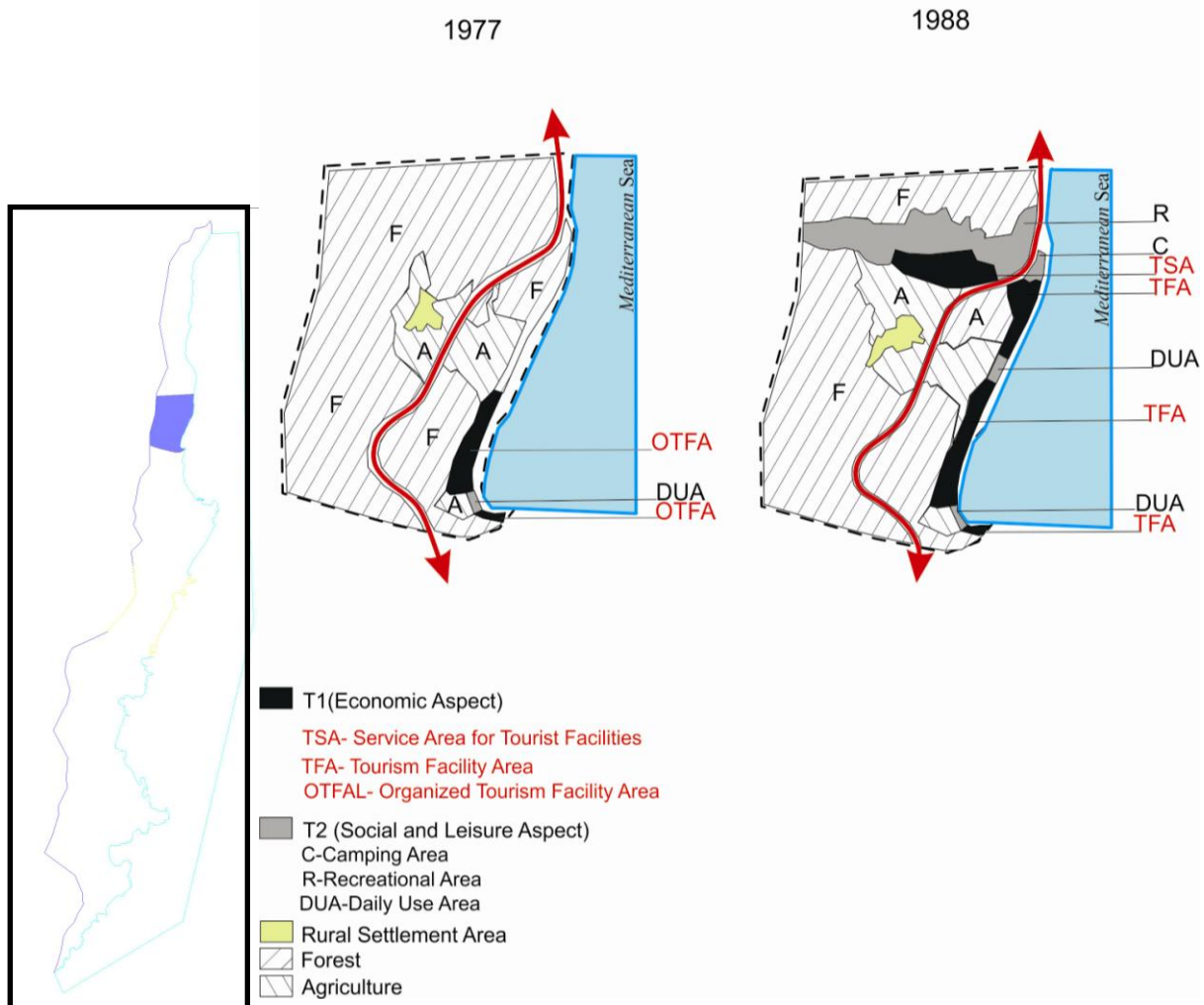


Figure 6.9 Plan Modifications in Göynük (1977-1988)

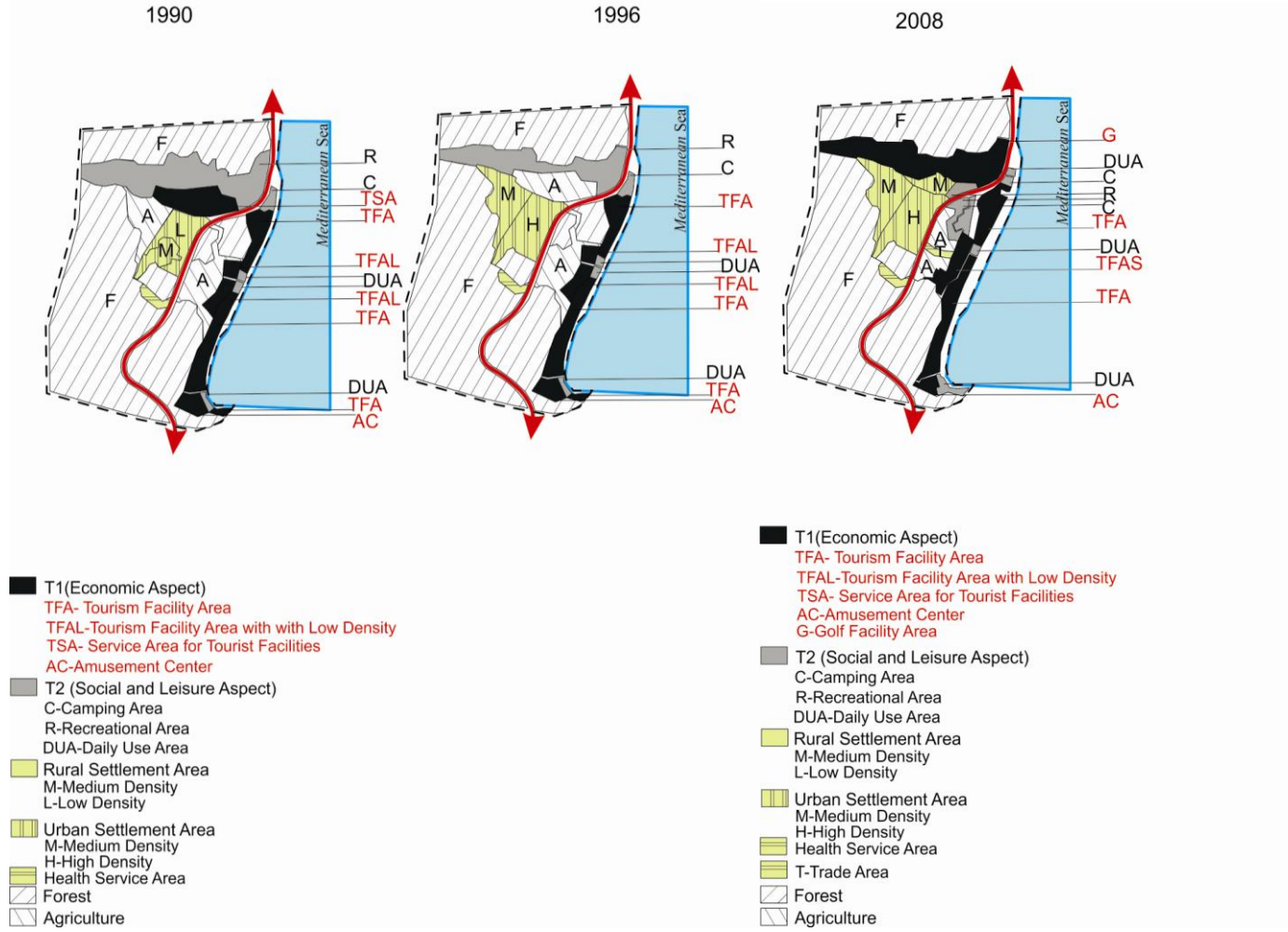


Figure 6.10 Plan Modifications in Göynük (1990-2008)

6.2.1.3 Kemer

Kemer, 47 km. far away from Antalya city center, had municipality status in 1990 (Kemer Plan Report, 2013: 26). After local elections in 2014, Kemer has become single municipality comprising Beldibi, Tekirova, Çamyuva and Göynük in South Antalya Tourism Area.

Kemer, the most developed village in 1970s, was selected as service city of the tourism area. In this context, the first plan approved in 1977 proposed certain function for Kemer such as distribution and storage center of the region in order to meet the basic needs (food, beverages etc.) of tourism facilities, social and administrative center and leisure center of tourism facilities in the region (Altaş, 1991: 4). Following such a decision, it can be stated that the first plan takes necessary caution to prevent an enclaved tourism development in the region by differentiating the role of settlements in the tourism area. This is the result of an integrated tourism planning approach.

However, similar to other sub-regions, the functions of Kemer village have also changed with plan modifications. As Table 6.20 demonstrates that the distribution of T1 and T2 uses causes Kemer to develop as a tourism facility area rather than a service city.

Table 6.20 Plan Modifications and Land Use Decisions

	1977	1988	1990	1996	2008	2013
T1	66.8	128.2	186.5	179.8	176.8	260
T2	70.5	16.1	14.8	12.2	19.7	20.9
Settlement	151	132.6	224.8	325.1	325.1	649
Agriculture	749	768	604.6	604.6	598.8	598.8
Forest	2455	2442	2440	2440.5	2440.5	2440.5
TOTAL	3492.3	3486.9	3470.7	3562.2	3560.9	3969.2

* In 1977 plan, some agricultural areas were shown as proposed forest areas.

**T1: Organized Tourism Development Area, Tourism Facility Area, Tourism Facility Area with Special Conditions, Amusement Center, Service Area for Tourism Facilities;

T2: Daily Use Area, Recreational Area, Camping Area

- **Change in T1 uses:**

T1 uses in Kemer sub-region have an increasing trend with plan decisions. The first plan only proposed certain areas for organized tourism development. However, it is observed that 1990 plan did not follow the decisions of the first plan and proposed additional areas for tourism development in Kiriş where the first plan did not proposed any tourism development. The following plan modifications including 1996, 2008 and 2013 also support the development of tourism facilities in Kiriş region without giving any priority service city function of the region.

According to the plan report (2013: 46), the reasons of assigning land for tourism in Kiriş region can be explained with the land ownership pattern. Since the area is mostly public land, Law # 2634 provides the allocation of these lands for tourism investors.

The last plan modification approved in 2013 claims that although certain investments such as tourism education center, health center, social housing...etc. strengthens Kemer's function as a service city, in terms of leisure and tourism activities, Kemer needs to be develop (Kemer Plan Report, 2013: 23). The most striking change in last plan modification is that the areas proposed as agricultural land in previous plans has transformed into tourism facility area. The plan report explains that land ownership problem related to these areas has been overcome and official opinion of Agriculture Department let Kındılçeşme area to open tourism uses (Kemer Plan Report, 2013: 45). Thus, T1 uses have dramatically increased in Kemer and the service city function has abandoned with recent plan modifications.

- **Change in T2 uses:**

T2 uses in the sub-region have not changed radically compared to the T1 uses. In terms of camping areas, Kındılçeşme camping area, well known area, is still protected with plan decisions (Kemer Plan Report, 2013: 59). However, camping area proposed in Kiriş in 1977 plan were transformed into tourism facility areas with 1988 plan modification.

Moreover, land use decisions for daily use areas are not subjected to radical changes with plan modifications because of the force of the coastal law rather than taking into consideration leisure needs of local people. According to the coastal law, the second 50 m. from the sea should assigned for daily use activities, therefore, the northern side of Kemer marina is transformed from tourism facility area into daily use area (see Figure 6.21).

After discussed the change in T1 and T2 uses, the followings present a closer investigation for settlement and other land use decisions in Kemer sub-region.

Kemer has also settlement function of the region thus the first plans of the sub-region proposed settlement areas. However, after the first revision in 1988 in which urban settlements were limited, the 1990 revision enlarged new urban settlement areas in agricultural lands (Atik et al., 2010: 26). This caused a pressure on agricultural areas in the region and the recent plan modifications also proposed additional settlement areas in agricultural areas (Kemer Plan Report, 2013: 58).

On the other hand, in order to support the service city function of Kemer, the recent plan modification proposed trade areas along the main road (Kemer Plan Report, 2013: 59). However, only focusing on settlement and trade function are not enough to develop Kemer as a service city. Thus, it is observed that the proposal of the first plan about Kemer city has failed with plan modifications and it turned into an ordinary settlement and tourism city rather than being a service city. Respondents explain that the reasons behind the failure of service city concept are related to the rent oriented tourism policies.

Table 6.21 Sample Quotations for Reasons behind the Failure

Kemer is district center; anyway...It is the center of thereabouts in every respect. There are hotels in such a place, unavoidably but the number is smaller. It is inevitable to have houses here but it is not an obstacle to have hotels, too.”

(Respondent 19)

“There was a settlement there earlier. There are those who live and make a living there. On the other hand, when an income resource like tourism became obvious, a tourism-based development has taken place.”

(Respondent 23)

“Villages existed in the surrounding of Kemer at that time. The first project needed service city concept. Therefore, the town hall, village clinic and post office were formed. Then, as population increased, the villages became bigger and came to have town halls. This brought with itself mayors who have wanted planning modifications within the areas of their tasks. And the planning proposals have upsetted the protect-use balance.

(Respondent 31)

“Kemer was planned to meet the services at that time. There were no settlements that term. Even the first road was built and opened to traffic with this project. Thus, Kemer has a planning decision that meets the elements needed for 25.000-bed capacity. But because of the revision made in 96, the overdevelopment of settlement boundaries of Kemer have been realized through by rent oriented logic. So, two points messed with each other: city of service and normal settlement area are meshed together.”

(Respondent 32)

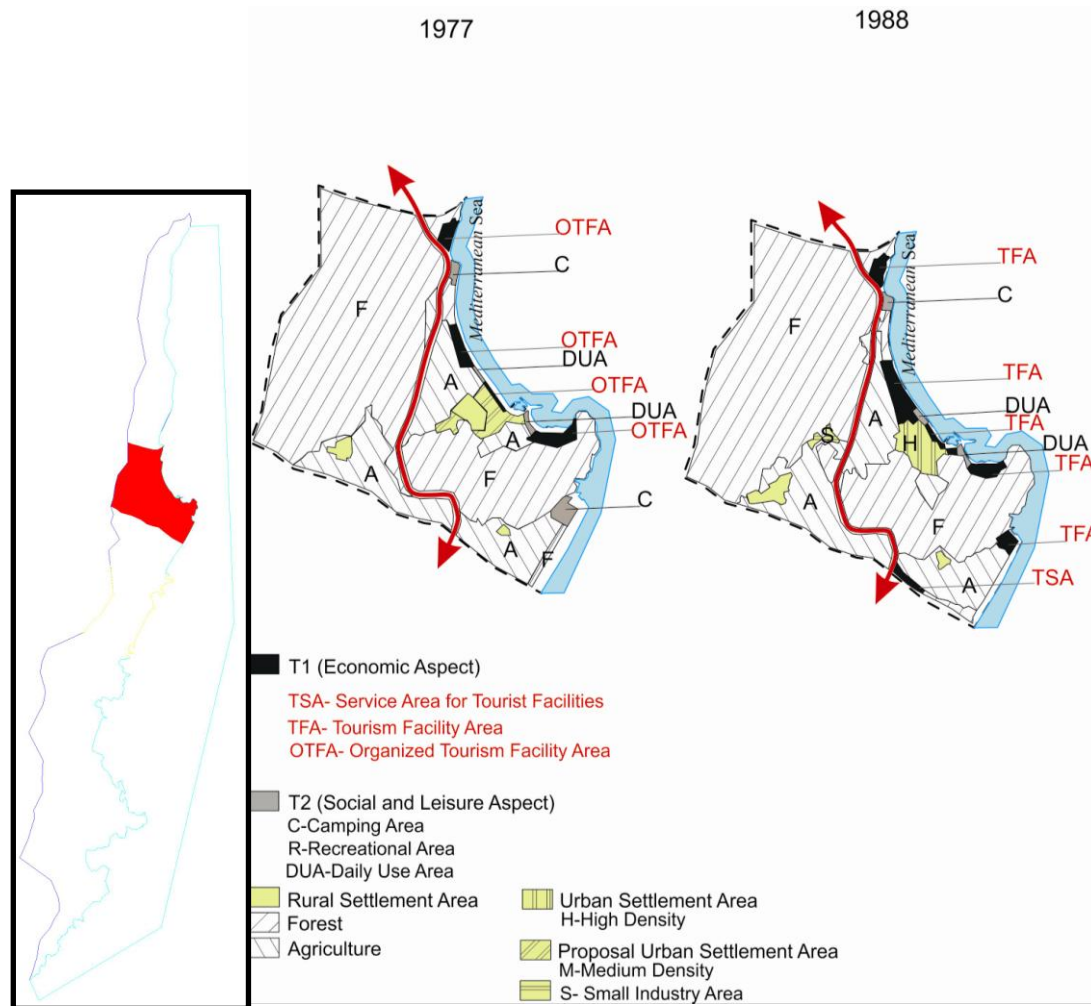


Figure 6.11 Plan Modifications in Kemer (1977-1988)

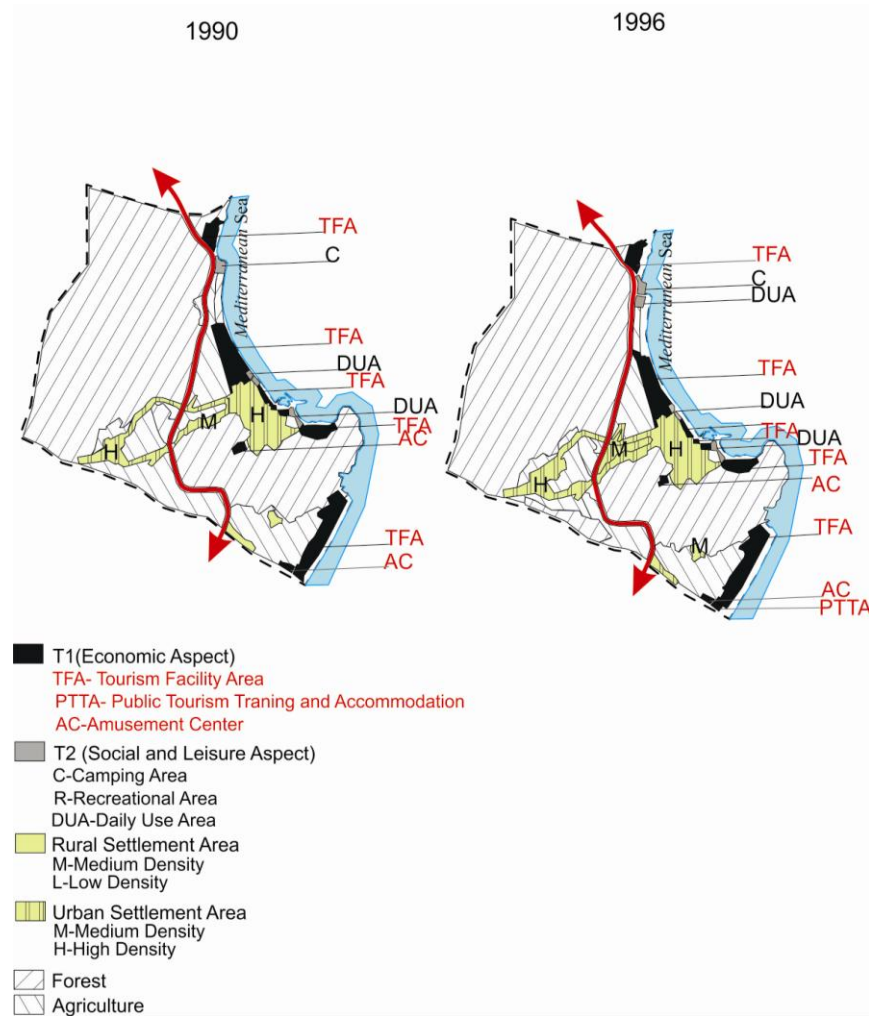


Figure 6.12 Plan Modifications in Kemer (1990,1996)

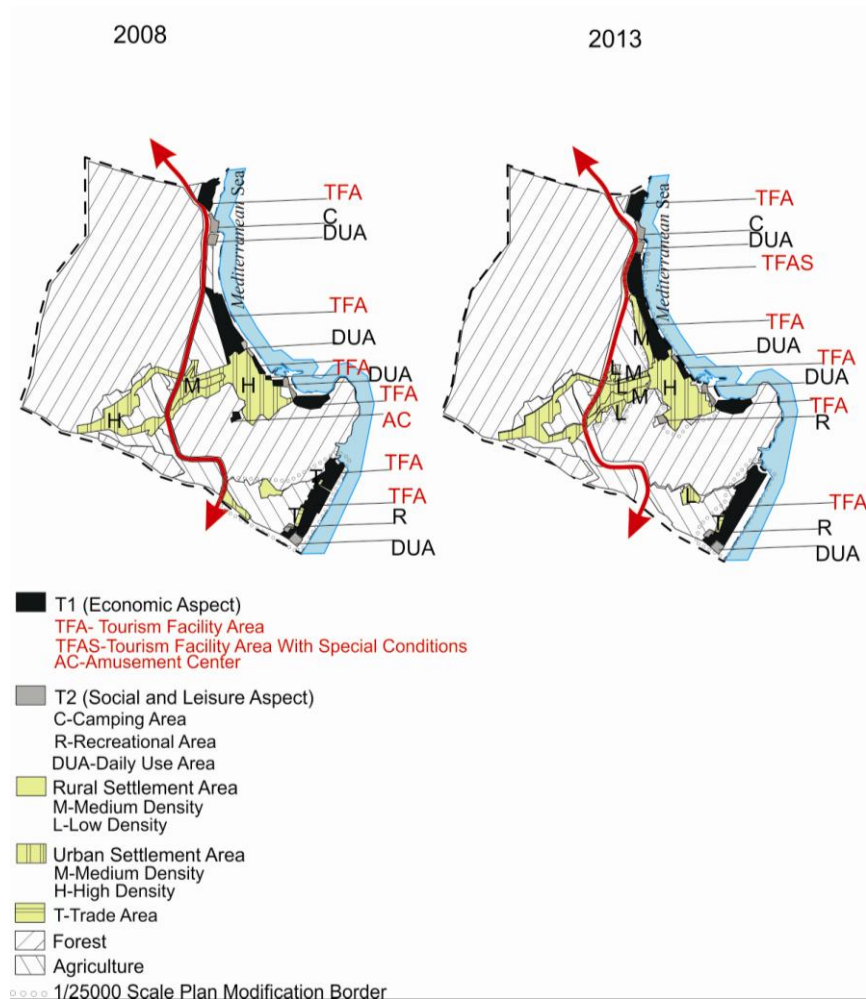


Figure 6.13 Plan Modifications in Kemer (2008 and 2013)

6.2.1.4 Çamyuva

50 km. far away from Antalya City Center, Çamyuva is another sub-region in South Antalya Tourism Area. Çamyuva, functioned as municipality until the local elections in 2014, is under the responsibility of Kemer Municipality now.

Determined as tourism site in initial plan approved in 1977, Çamyuva has subjected to change in plan decisions through plan modifications. As Table 6.22 demonstrates, areas assigned for T1 and T2 uses in plan modifications do not remain consistent with initial plan decisions. Thus, most of the changes make fundamental difference to the tourism development logic in the sub-region.

Table 6.22 Plan Modifications and Land Use Decisions

	1977	1988	1990	1996	2009
T1	30.1	89.2	269.3	285.9	100.6
T2	18.1	7.4	26.8	22.4	9.6
Settlement	45	86.7	165.1	283.2	363.8
Agriculture*	637	573.3	461.7	309	278.6
Forest	1678	1649	1424	1411	1554.5
TOTAL	2408.2	2405.6	2346.9	2311.5	2307.1

* In 1977 plan, some agricultural areas were shown as proposed forest areas.

**T1: Organized Tourism Development Area, Tourism Facility Area, Tourism Facility Area with Special Conditions, Tourism Facility Area with Low Density, Amusement Center, Service Area for Tourism Facilities, Golf; T2: Daily Use Area, Recreational Area, Camping Area

- **Change in T1 uses:**

Çamyuva, known as Güneydeniz in 1990s, has planned as organized tourism facility area similar to Beldibi, Tekirova and Southern Göynük (Kızıltepe, Tekerlektepe) within 1977 plan. With plan modifications, the organized tourism development logic has abandoned and T1 uses have dramatically increased as a result of opening agricultural areas into tourism uses (Figure 6.14 and Figure 6.15).

Moreover, it is obvious that there is a sharp increase in T1 uses between 1988 and 1990 plans. The main reason behind these fluctuations is related to the golf area

proposal. Approximately 190 ha area has planned for golf uses in 1990 and 1996 plan modifications however golf area could not be realized and transformed into dam area in 2009. Thus, there is decrease in T1 uses in 2009 plan.

The last plan modification in the sub-region was approved in 2009 (Figure 6.15). The main reason of preparation a new plan for the area is the court decision in 2006. According to the decision, the 1996 plan was cancelled because of the infraction of Urban Development Law. The recent plan modification increased floor area ratio in tourism facilities and opened additional areas for tourism uses as a result of investors' demand which also explained by respondents.

Table 6.23 Sample Quotations for Çamyuva Tourism Development

“Çamyuva was being fully protected. But now it is full of settlements. The investors got this place changed. There is nothing technical behind it. They brought Çamyuva in line with the legislation for construction.”

“There was land use decision by the sea-side of the former Kumluca road. There were land use decisions where Marcopolo and Robinso were located. The true name is Southsea, indeed. The areas between were made suitable for construction. The agricultural fields on the east of the bay were offered to tourism.”

(Respondent 32)

In line with spatial analysis, it would seem obvious that plan modifications in Çamyuva are seen as a tool of achieving the increase in tourism facilities.

- **Change in T2 uses:**

Ensuring that the ability for development to access coastal side of the region is at a level consistent with T2 uses proposed in the area in the forms of camping areas and daily use areas. However, T2 uses have a decreasing trend similar to the other sub-regions (Table 6.22). Particularly, areas assigned for camping and daily uses have transformed into tourism facility area through plan modifications.

Only exception representing a transformation from tourism facility area to daily use area is the plan decision introduced in 2009 (Figure 6.15). According to the plan

report (2009), main reason behind this action coastal areas close to the Çamyuva settlement are proposed as daily use areas due to mandated by Coastal Law. Moreover, the decrease caused by opening new settlement areas in the agricultural areas is dramatic. Plan modifications have brought large scale change to the agricultural areas in the region.

Spatial analysis shows that areas within the T2 uses were formerly proposed in initial plan in order to provide accessibility of local people to the coast. However, plan modifications opted for a considerable reduction of provision in relation to that of the previous planning document.

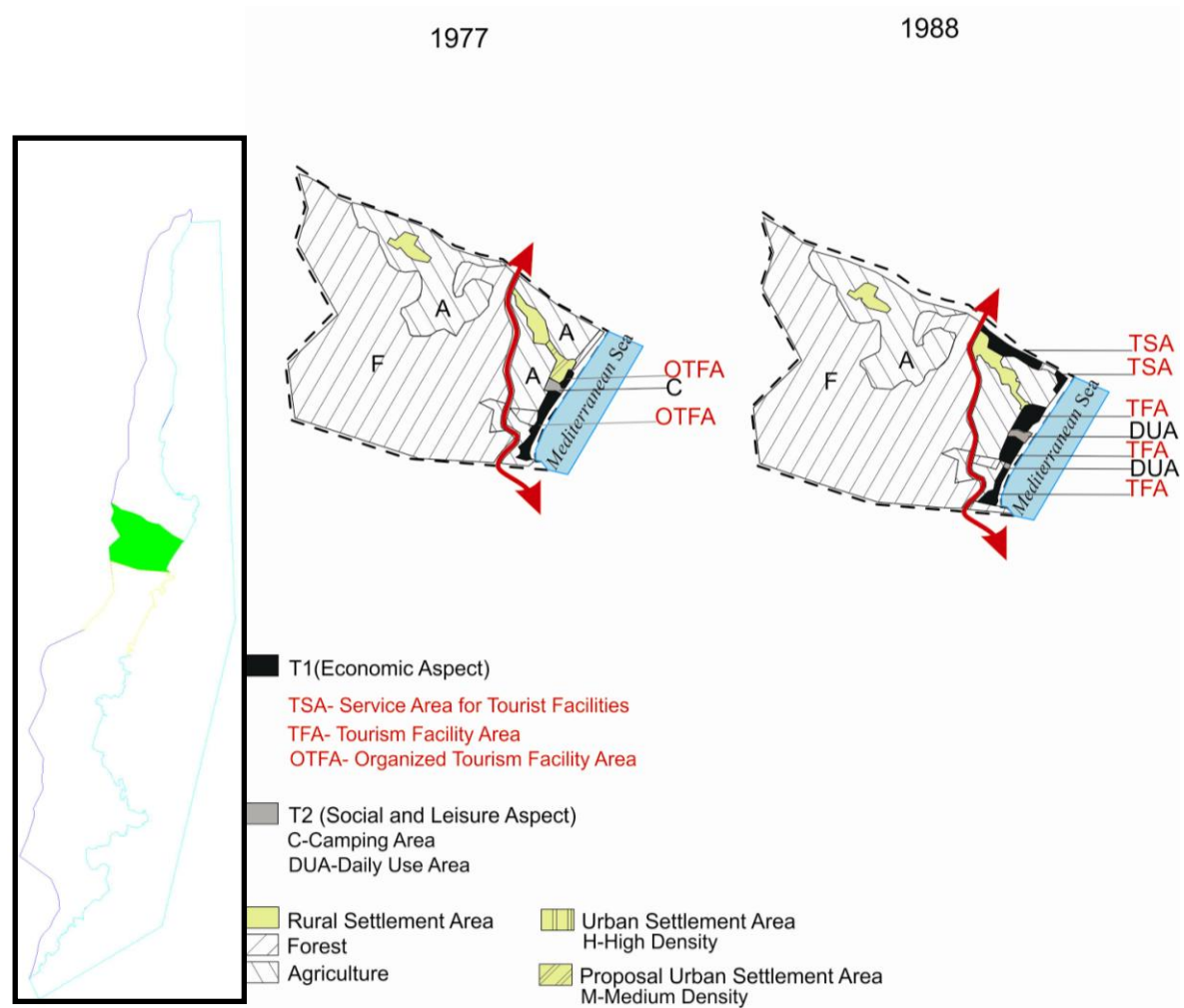


Figure 6.14 Plan Modifications in Çamyuva (1977 and 1988)

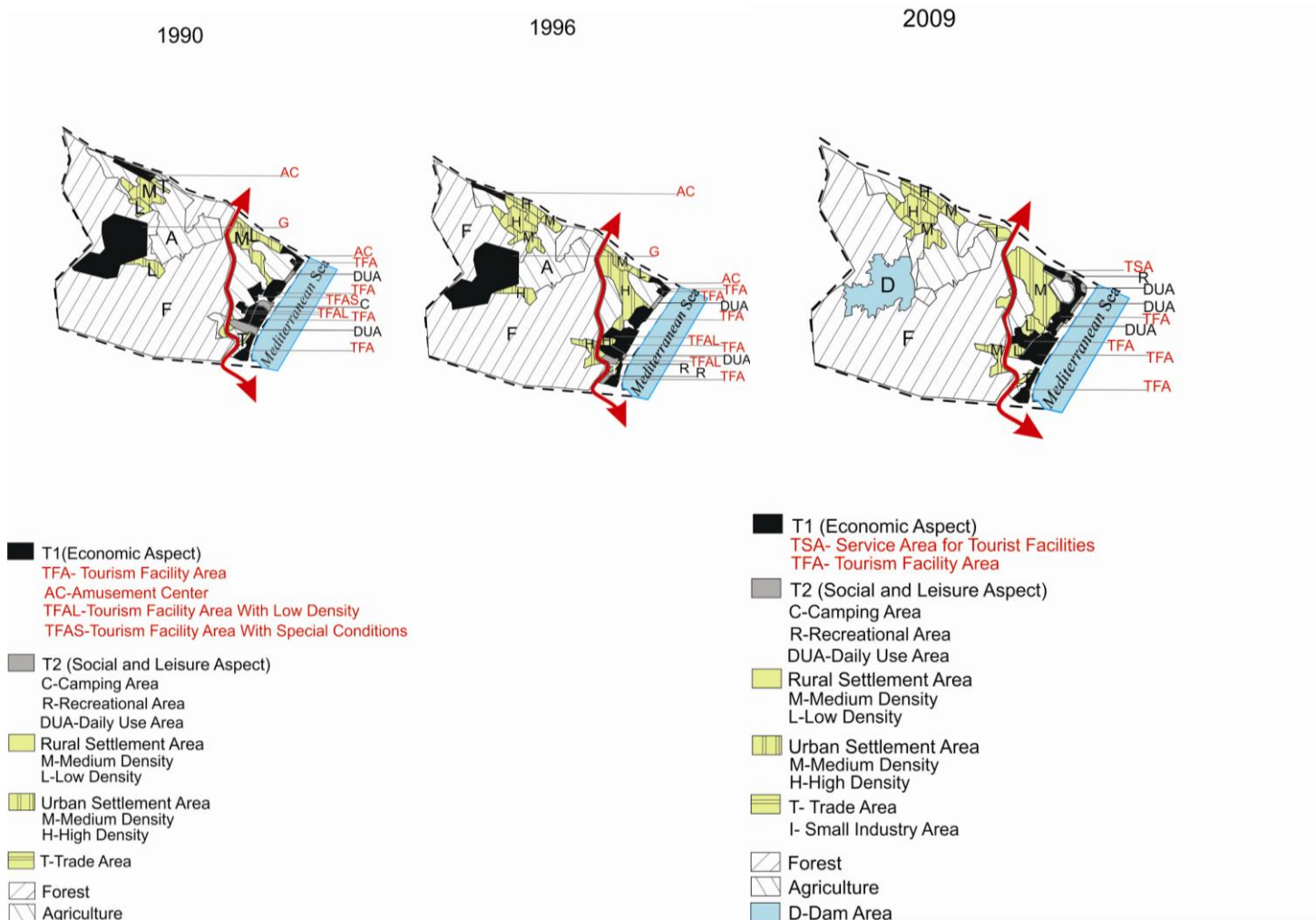


Figure 6.15 Plan Modifications in Çamyuva (1990, 1996 and 2009)

6.2.1.5 Tekirova

Tekirova, located in the southern part of the research area, has the least plan modifications. However, similar to the other regions it has also witnessed a dramatic change in plan decisions. Formerly, the sub region hosted small housing units in agricultural areas. This pattern of the region has changed after the enactment of Law #2634 which encourages tourism investments. Thus, Tekirova has become a tourism region with the help of land allocations after 1985 (Tekirova Plan Report,2012: 2). Table 6.24 shows the increase in the assigned land for T1 and decrease in the assigned land for T2 uses.

Table 6.24 Plan Modifications and Land Use Decisions

	1977	1988	1990	2012
T1	68	81.9	181.5	98
T2	38.7	19.6	75	3.3
Settlement	27	46	63.7	90
Agriculture	313	288.5	269	269
Forest	2502	2511.9	2490	2490
TOTAL	2948.7	2947.9	3079.2	2950.3

* 2012 Plan modification has different borders.

**T1: Organized Tourism Development Area, Tourism Facility Area, Tourism Facility Area with Special Conditions, Amusement Center, Golf; T2: Daily Use Area, Recreational Area, Camping Area

- **Change in T1 uses:**

In terms of T1 uses, the most outstanding change in the area is the proposed golf area in 1990 plan modification (Figure 6.18). As discussed in the previous part, as a tool of tourism diversification and economic resource, golf areas are planned in the region. However, site selection of golf uses is problematic as respondents also stated.

Table 6.25 Sample Quotations for Golf Areas

“It is a golf course of impossible use. The area is inappropriate for a golf course. This area is on the steep mountain of Tekirova.”

(Respondent 21)

“A golf course needs a large area. The coast in the southern Antalya is too narrow and has no suitable physical texture for a golf course. But there was a farmland under private property. This farmland could be an option if the course was designed and built. There was a forested area there. That useless area was converted into a golf course. Useless area has remained on paper.”

(Respondent 32)

On the other hand, the recent plan modification in the area introduced spatial development conditions for tourism facilities locating far away from the coast. First condition is about the size of the area which tourism facilities can develop. According to the plan report (2012: 9), tourism facilities should be constructed in plot sizes instead of small parcels because a range of additional services should be provided such as parking, swimming pools and exercise rooms, recreational facilities as well as conference and convention facilities. Otherwise, the facilities fail to compete with other tourism facilities locating close to the beach. However, the point criticized about this principle is that it does not have an aim to provide any diversification in tourism facility appealing to different income groups.

The other condition is about the special condition defined in plan notes. According to the plan notes, in the areas with special conditions, only complementary uses of tourism facilities can develop without accommodation. This refers to the need of tourism facilities in the region, in other words, the demand of tourism investors as respondent also support.

Table 6.26 Sample Quotation for the Reason behind the Plan Decision

“There is a reason why one directs a country and a planner is only a technical person. These are things that I do not accept. How is that it is not on the plan I offered and put things two days before the approval? This is an agricultural field, the institutional view is no more important; a decision of public benefit has been reached. What does public interest mean for God’s sake, who is public? What is public interest from this area of private conditions? That is shameful!”

(Respondent 26)

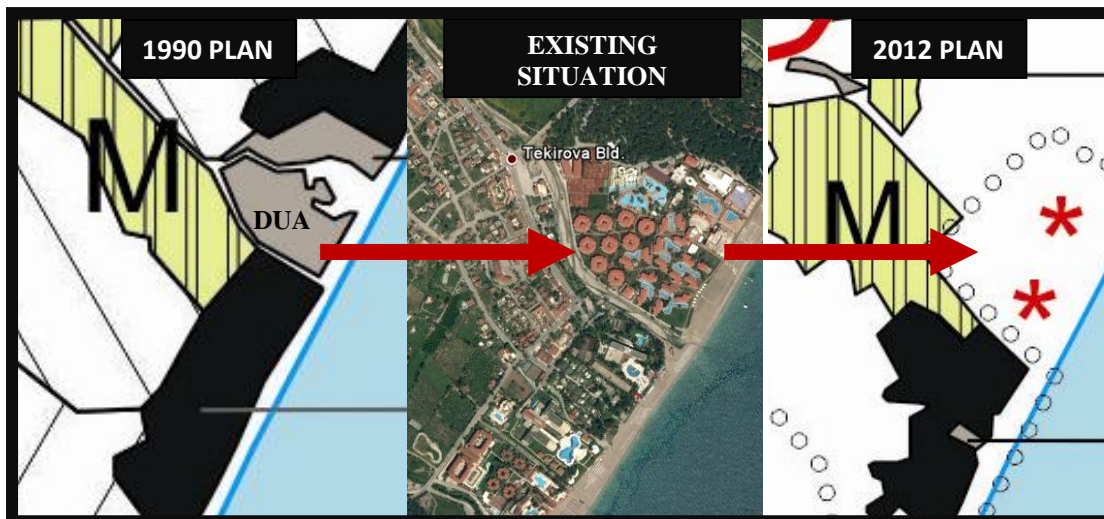
As a result, plan modifications drew up many tourism facilities along the coast that could be described as expansionist and prevent public access to the coastline of Tekirova.

- **Change in T2 uses:**

T2 uses have seriously diminished in Tekirova sub-region with plan modifications. Although the initial plan approved in 1977 proposed daily use areas close to the Tekirova settlement, following plan modifications ignored this strategy and encourage tourism development in these areas.

The most striking inconsistency with initial plans comes up when considering the period between 1990 and 2012. After judiciary action cancelled 1/25.000 scale plan approved in 1990, tourism development in Tekirova had tried to be controlled with 1/1000 scale implementation plans rather than preparing 1/25.000 scale plans until 2012. This situation caused partial and excessive tourism facilities along the coast of Tekirova where the previous 1/25.000 scale plans assigned as daily use areas.

As demonstrated in Figure 6.16, tourism facility area is the existing function of the area where formerly proposed as daily use area in 1990 plan. Moreover, this area is stayed as out of borders of the 1/25.000 scale plan approved in 2012. Thus, the last plan modification did not proposed any decision for this area but accept the land use decisions of previously approved 1/1000 scale implementation plans (Tekirova Plan Report, 2012: 4).



*DUA: Daily use area, M: Medium Density Tekirova Settlement

Figure 6.16 Development of Daily Use Area as Tourism Facility Area

Such a tourism development prevents the access of Tekirova settlement to the coast. In addition to that, reason behind the change from daily use area to tourism facility area is explained related to the demand of tourism investors as supported by interviews (Table 6.27).

Table 6.27 Sample Quotation for the Decrease in Daily Use Areas

“Our touristic sites in Tekirova were on the western part when you stand to the front of the sea. It was public property. The front of the bay was totally empty. The forests lying between the eastern-western bans were protected. There was a spot on the stream mouth that we had been using daily and considering for marina planning. We had in mind to do something that put a function on it and fulfilled the daily need of the region. It was converted into accommodation purposes in the plan. A modification in plan took place. The village had then no way to the sea.”

(Respondent 32)

“We offered a daily-use facility in the place that belonged to the Treasury and ended up in court...We said it was an absolute must. ‘Because a population is flourishing and increasing, where shall they go?

There is no spot for putting chaise lounges on the shore. There is no organization for the public...this place became a touristic facility but...We were saying that behind that plan, rent is not the essence. However, the investor came and said that the place to be turned to touristic facility instead of our demand for daily-use. His words were listened to.”

(Respondent 26)

On the other hand, formerly proposed rural settlement area has changed into urban settlement with plan modifications. In case of Tekirova similar to the other sub-regions, plan modifications opted for a considerable reduction of T2 uses and increase in T1 uses in relation to that of the previous planning document

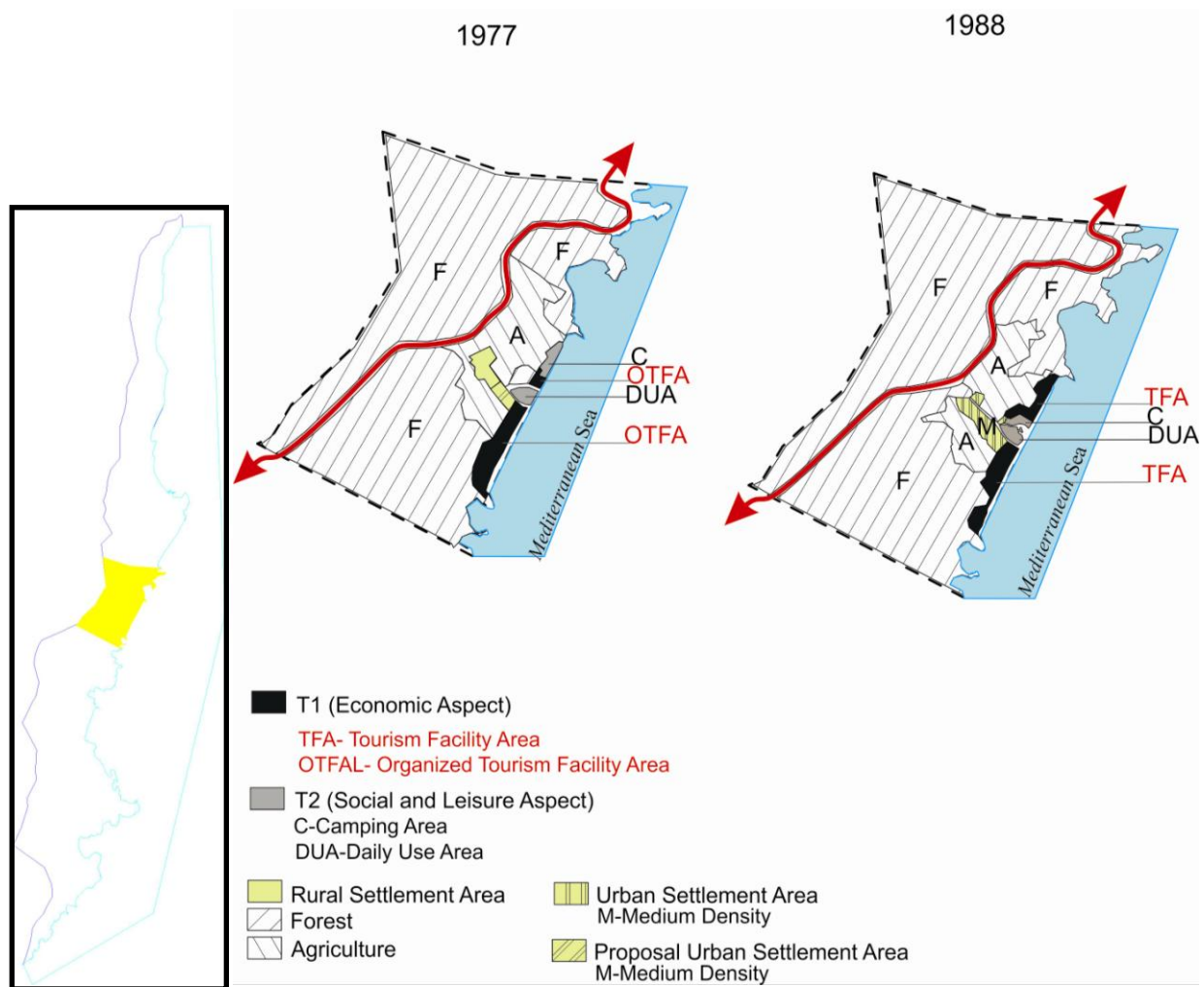


Figure 6.17 Plan Modifications in Tekirova (1977,1988)

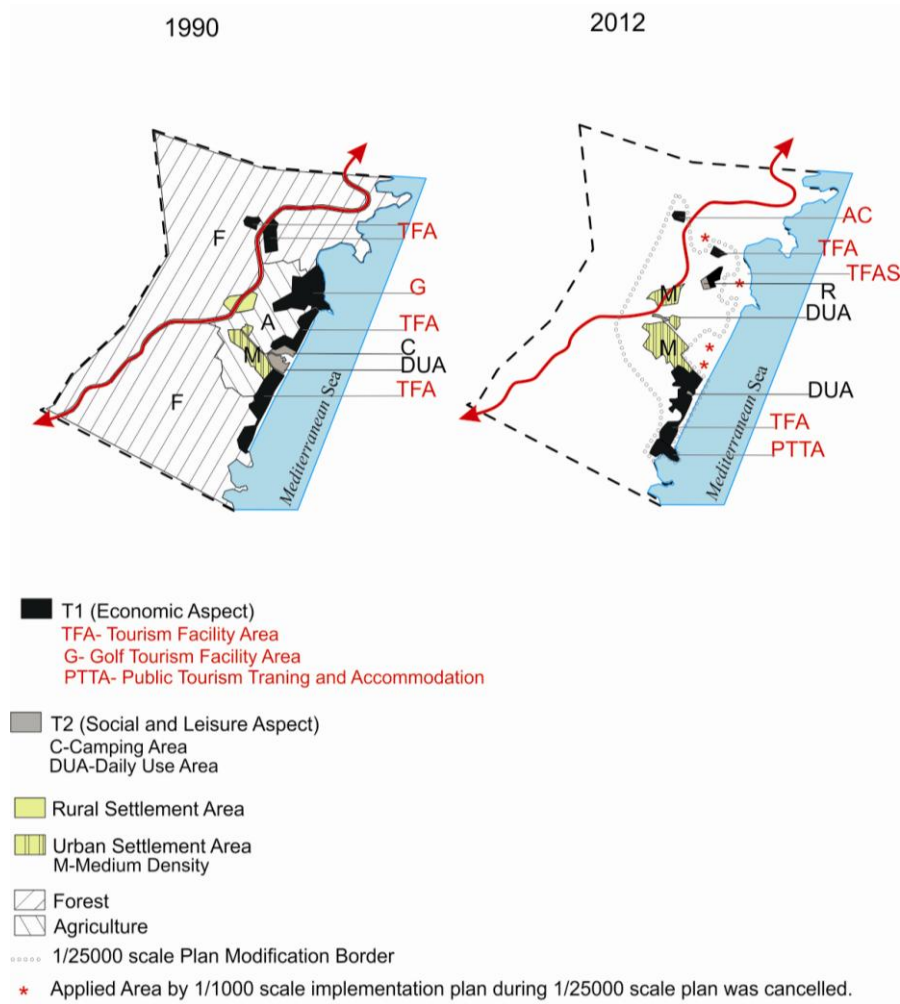


Figure 6.18 Plan Modifications in Tekirova (1990 and 2012)

With regards to the partial planning processes applied after 2000s, it is only possible to compare planning decisions of total area plan modifications for all regions. Thus, the study conducted a historical analysis of sub tourism areas within South Antalya Tourism Area namely Beldibi, Göynük, Tekirova, Kemer and Çamyuva.

As a result of plan decisions' analysis related to sub-regions of South Antalya Tourism Area, the plan modifications obviously verify that there is a dramatic increase in tourism uses in T1. In detail, for all sub-regions, the increase in T1 uses arises from the opening up new tourism facility areas in other words hotel areas. However, T2 uses have a different development pattern (Table 6.28). Although the base plan, 1977 plan, proposed more public use of tourism in the forms of daily use area and camping area, the plan modifications introduced a new land use concept which is golf area as a result of tourism trends. On the other hand, rural settlement uses which first plan proposed as the complementary of tourism development has transformed into urban settlement. In a similar way, agricultural areas have diminished with plan modifications.

The sub region analysis shows that the conceptual change in tourism is also evident in tourism plans. In each sub regions, economic aspect of tourism prioritizes with plan modification while social and leisure aspects lose its importance.

Table 6.28 Summary of Change in Plan Decisions in Sub Regions

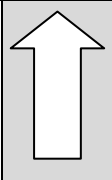
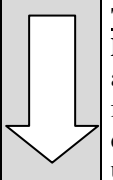
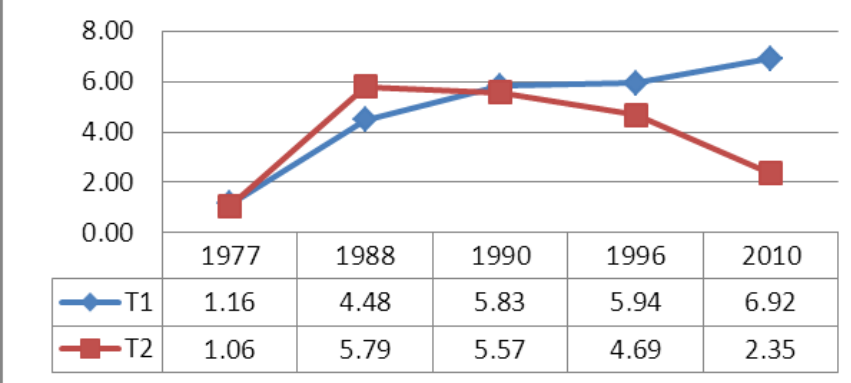
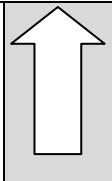
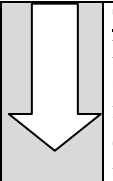
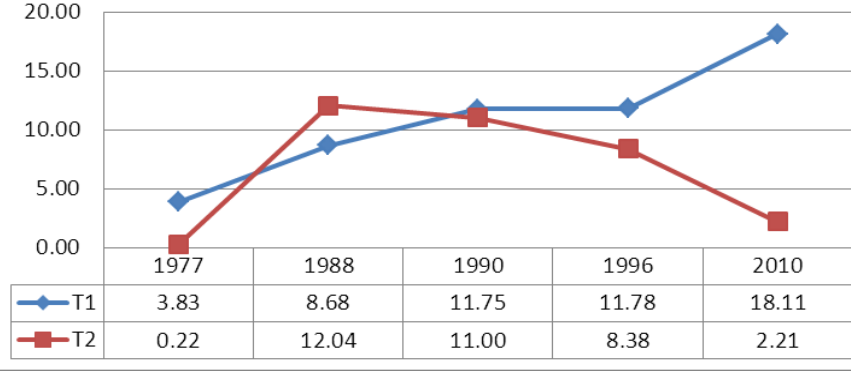
	TOURISM as an economic tool (prioritizes economic aspect)	TOURISM as social and leisure tool (prioritizes social and leisure aspect)																	
BELDİBİ	<p>T1 Uses There is a dramatic increase in TFA uses along the coast. New areas are assigned for tourism development with plan modifications.</p> 	<p>T2 Uses Daily use and camping areas are transformed into tourism facility area. There is a decrease in public tourism uses with plan modifications.</p> 																	
	 <table border="1" style="margin: auto;"> <thead> <tr> <th></th> <th>1977</th> <th>1988</th> <th>1990</th> <th>1996</th> <th>2010</th> </tr> </thead> <tbody> <tr> <td style="color: blue;">◆ T1</td> <td>1.16</td> <td>4.48</td> <td>5.83</td> <td>5.94</td> <td>6.92</td> </tr> <tr> <td style="color: red;">■ T2</td> <td>1.06</td> <td>5.79</td> <td>5.57</td> <td>4.69</td> <td>2.35</td> </tr> </tbody> </table>			1977	1988	1990	1996	2010	◆ T1	1.16	4.48	5.83	5.94	6.92	■ T2	1.06	5.79	5.57	4.69
	1977	1988	1990	1996	2010														
◆ T1	1.16	4.48	5.83	5.94	6.92														
■ T2	1.06	5.79	5.57	4.69	2.35														
<p>Figure 6.19 The change in T1 and T2 Uses in Beldibi with Plan Modifications (%)</p>																			
GÖYNÜK	<p>T1 Uses New areas are opened to TFA uses along the coast. Formerly planned as recreation area has transformed into golf use.</p> 	<p>T2 Uses: Daily use and camping areas are transformed into tourism facility area. There is a decrease in public tourism uses with plan modifications.</p> 																	
	 <table border="1" style="margin: auto;"> <thead> <tr> <th></th> <th>1977</th> <th>1988</th> <th>1990</th> <th>1996</th> <th>2010</th> </tr> </thead> <tbody> <tr> <td style="color: blue;">◆ T1</td> <td>3.83</td> <td>8.68</td> <td>11.75</td> <td>11.78</td> <td>18.11</td> </tr> <tr> <td style="color: red;">■ T2</td> <td>0.22</td> <td>12.04</td> <td>11.00</td> <td>8.38</td> <td>2.21</td> </tr> </tbody> </table>			1977	1988	1990	1996	2010	◆ T1	3.83	8.68	11.75	11.78	18.11	■ T2	0.22	12.04	11.00	8.38
	1977	1988	1990	1996	2010														
◆ T1	3.83	8.68	11.75	11.78	18.11														
■ T2	0.22	12.04	11.00	8.38	2.21														
<p>Figure 6.20 The change in T1 and T2 Uses in Göynük with Plan Modifications (%)</p>																			

Table 6.28 (Continued)

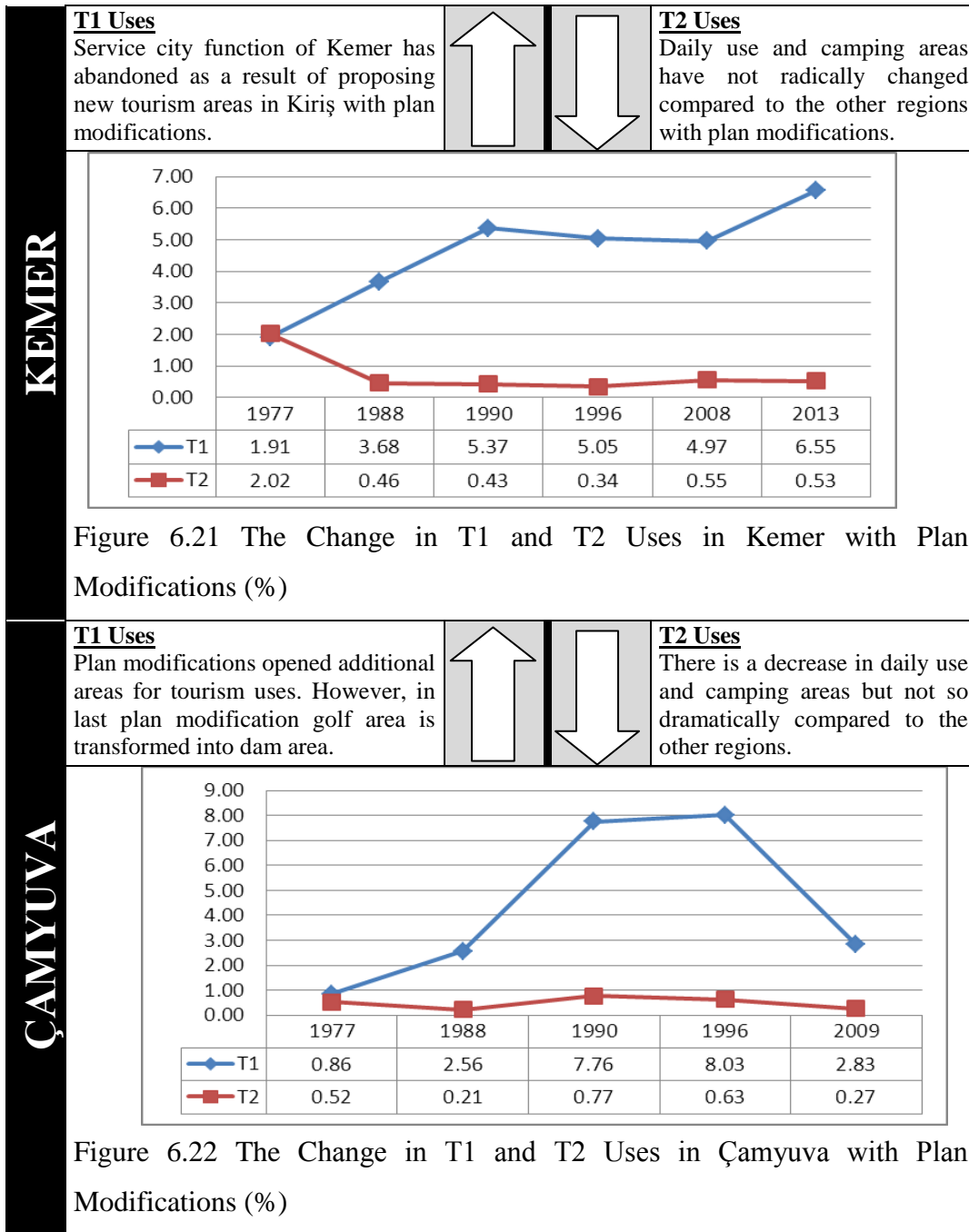
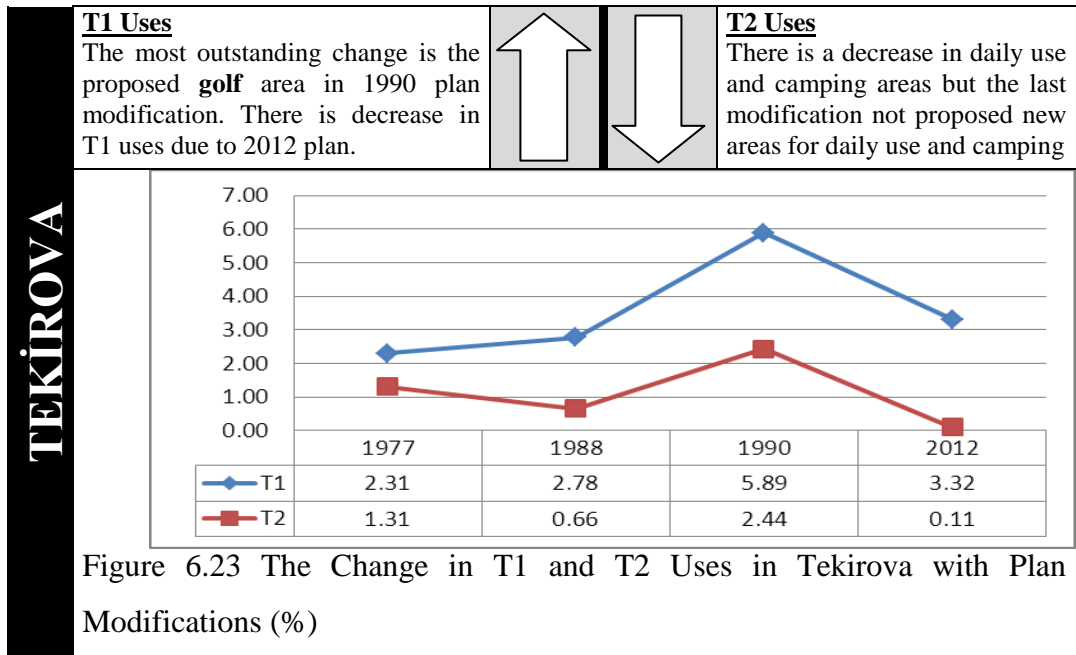


Table 6.28 (Continued)



6.3 Reasons behind the Change in Tourism Concept and Plan Decisions

In line with tourism planning literature, the research finding of this study confirms that the recent tourism planning period in Turkey adopted a partial planning logic focusing on economic gains which is not parallel with the tourism planning trends discussed in the world. In addition, this case study also shows the inadequacy of western tourism planning literature in terms of explaining Turkish context because as stated by Keskinok (2012: 365), content of planning may not just enough to understand the change in tourism planning therefore, a content based study should focused on the “how planning frameworks are determined, defined or thwarted” based on political economy. Thus, this part focuses on reasons of change in the content of planning based on aims and instruments of tourism planning.

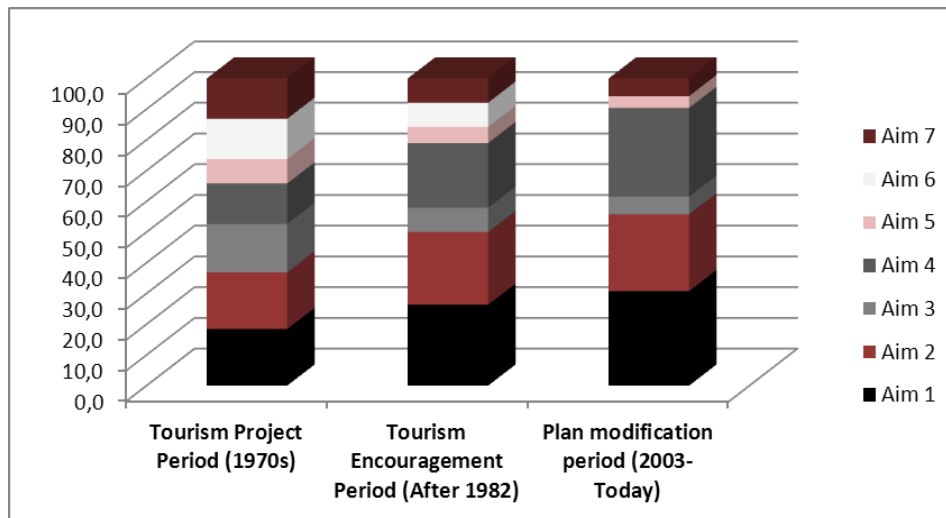
In this context, the last argument of this study is that the aims and instruments of tourism planning trigger the change in tourism concept and plan decisions. Thus, this section responds to the third minor research question of the study. Thereby, it puts forward professionals’ approaches on aims and instrument of tourism planning in different planning periods with the help of data obtained from in-depth interviews and questionnaire.

6.3.1 Change in Aims of Tourism Planning

Considering the argument stating that the change in the aims of tourism planning contribute to the change in plan decision, this part focuses on the change in the aims of tourism planning depending on the stage of tourism development discussed in previous chapters. Since the nature of these aims depends on political economic structure of each period, first part aims to reveal the change in general tourism planning aims based on periods. Then, it focuses on aims of tourism planning in South Antalya Tourism Area. Finally, the reasons behind the change in aims of tourism planning are discussed with the help of interview results.

According to the findings of the questionnaire, Figure 6.24 shows that Aim 1 referring to increase in tourist number and tourism income, Aim 2 referring to increase in bed capacity and Aim 4 referring to assigning public land for tourism

development have become important aims in time. However, Aim 6 (diversification of tourism facilities for all income groups), Aim 3 (assigning land for daily use, camping areas for local people and domestic tourist) and Aim 7 (ensuring publicness and accessibility to the coast) have lost its importance in time.



Aim 1	Increase in tourist number and tourism income
Aim 2	Increase in bed capacity
Aim 3	Assigning land for daily use, camping areas for local people & domestic tourist
Aim 4	Assigning public land for tourism development
Aim 5	Preventing the development of gated tourism spaces
Aim 6	Diversification of tourism facilities for all income groups
Aim 7	Ensuring publicness and accessibility to the coast

Figure 6.24 General Aims of Tourism Planning by Periods

The result reveals that while planners and government officials worked for Tourism Project Period (1970s) considers all different aspects of tourism planning particularly public access to the coast, diversification of tourism facilities for all income groups, in Plan Modification Period, professionals only take into consideration income oriented aims. Quotations from the respondents presented in the Table 6.29 and 6.30 supports this finding of the study.

Table 6.29 Sample Quotations for Planning Aims in Tourism Project Period

<p><i>“The aim of that period was the accessibility to the shore and the publicity of the shore.”</i></p> <p style="text-align: right;">(Respondent 24)</p>
<p><i>“We tried to increase the tourist number by considering people with different income and the publicity of the shore.”</i></p> <p style="text-align: right;">(Respondent 25)</p>
<p><i>“The shore will be open absolutely to everyone. The concern about a road that would pass through it had always existed. The road had no parcel number...Serving people with different incomes...that was the main goal of creating Kemer. That is to say, the concept that low-income and high-income people would make holiday together was in mind.</i></p> <p style="text-align: right;">(Respondent 17)</p>
<p><i>“Every plan took into account the accessibility to the shore; we put main axis on the plan.”</i></p> <p style="text-align: right;">(Respondent 29)</p>

Table 6.30 Sample Quotations for Planning Aims in Tourism Encouragement Period

<p><i>“We personally worry about the accessibility to the shore and the publicity of it. However, in my opinion, the public does not.”</i></p> <p style="text-align: right;">(Respondent 22)</p>
<p><i>“I think the accessibility to the shore and its publicity should be put the greatest importance, but I see that it loses significance in the planning.”</i></p> <p style="text-align: right;">(Respondent 26)</p>
<p><i>“There was a goal like the publicity of the shore, but it was not fulfilled. Today, you tell it a touristic facility once you see it.”</i></p> <p style="text-align: right;">(Respondent 28)</p>

On the other hand, aims can represent a combination of economic, leisure and social aspects. When categorizing the aims based on three aspects namely economic, leisure and social aims, it is revealed that aims of tourism planning has become much more dependent on economic aims in time. While leisure and social aims of tourism planning, totally had an importance as equal as economic aims in tourism project period (1970s), has lost its significance after 1982 (Figure 6.24). This results shows that economic aims are the main motivation of tourism planning in current period.

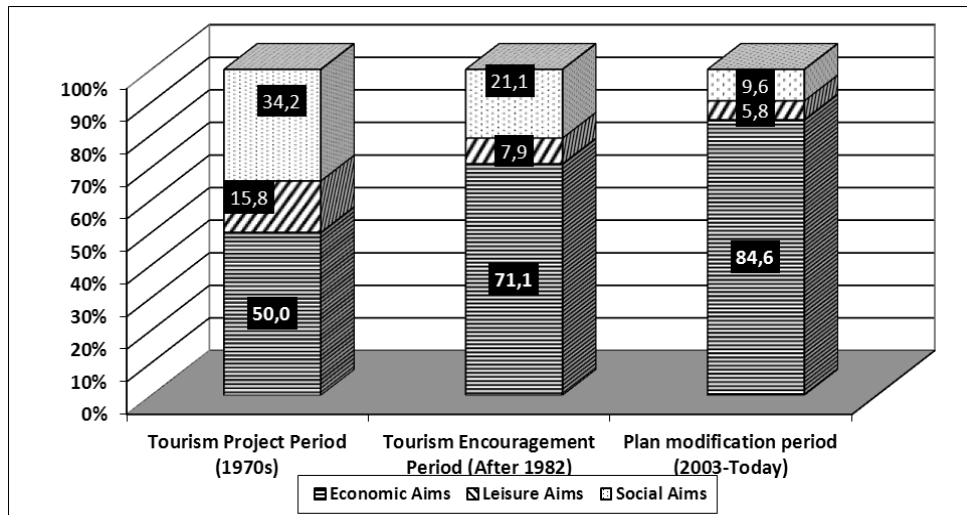


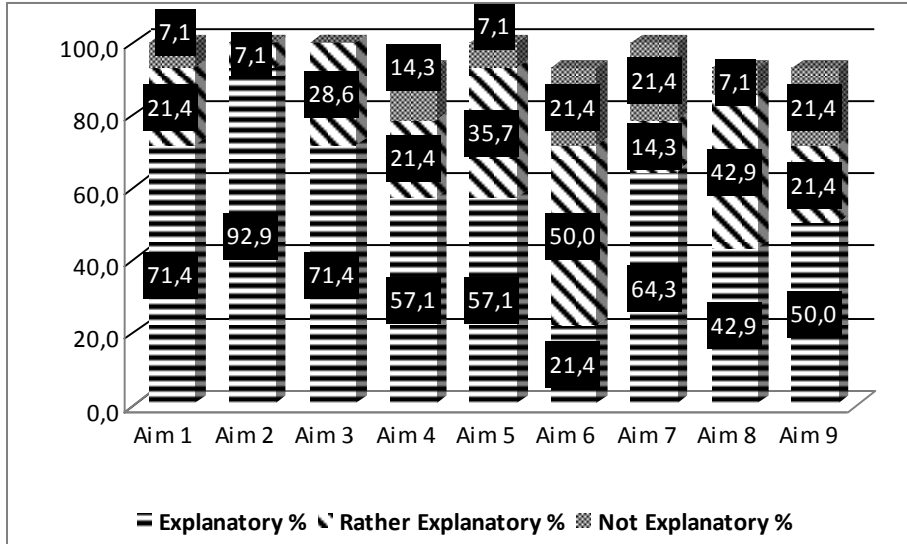
Figure 6.25 Main Aims of Tourism Planning based on Economic, Leisure and Social Aims

In terms of South Antalya Tourism Area planning studies, the results are also related to the general tourism planning trends. First of all, it should be noted that all respondents accepted the change in the aims of tourism planning in the region in time. Following this statement, respondents were asked to rate aims based on explanatory level for each tourism plan prepared in 1977 and after 2000s.

Aims selected for each planning period are determined after a series of reading and analyzing of plan documents related to the region. Then, aims are selected considering different aspects of tourism planning to make comparison possible between two different planning periods.

The results of Figure 6.25 demonstrate that initial plan of the region had a more balanced distribution of aims than plans approved in 2000s. According to the results, Aim 2 (economic development of the region), Aim 1 (Encouraging tourism investors through land use planning), Aim 3 (social development of the region), Aim 7 (ensuring publicness and accessibility to the coast) and Aim 5 (assigning land for daily use, camping areas for local people and domestic tourist) are the top four important aims of initial plan prepared for the region. However, the plans prepared in 2000s have a different ranking in terms of aims. As Figure demonstrates, Aim 3 (meeting demands of tourism investors), Aim 4 (increase in bed capacity) and Aim 2

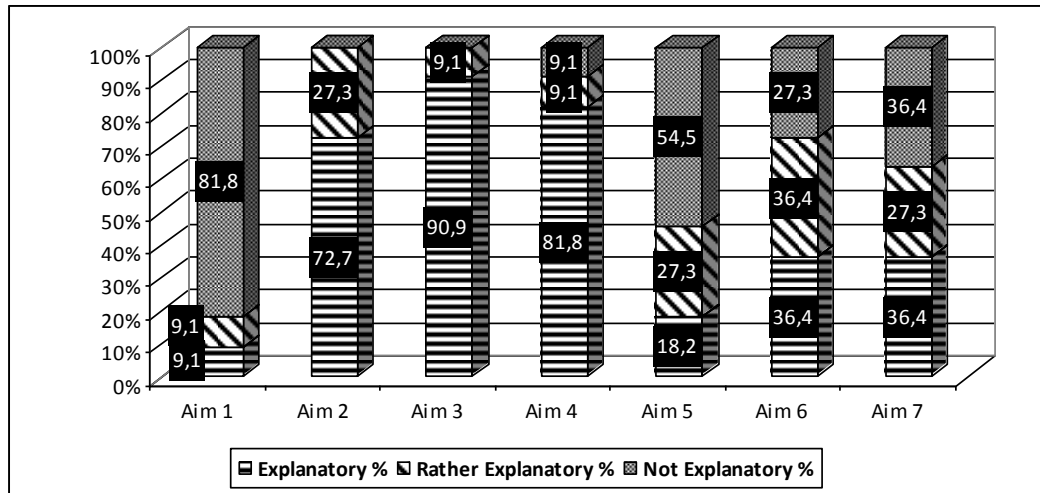
(spatial reorganization of public lands for the purpose of land allocation) are significantly important aims of tourism plans approved in 2000s.



Aim 1	Encouring tourism investors through tourism land use planning
Aim 2	Economic development of the region
Aim 3	Social development of the region
Aim 4	Protecting natural environment
Aim 5	Assigning land for daily use, camping areas for local people & domestic tourist
Aim 6	Preventing the development of gated tourism spaces
Aim 7	Ensuring publicness and accessibility to the coast
Aim 8	Diversification of tourism facilities for all income groups
Aim 9	Mal ve hizmet yönünden yakın çevreye bağımlı tesislerin geliştirilmesi

Figure 6.26 Initial Aims of SA Tourism Plan

Comparison of planning aims of two different periods reveals that two aims (ensuring publicness and accessibility to the coast and assigning land for daily use, camping areas for local people and domestic tourist), selected as explanatory in initial plan, have lost its importance in 2000s (Figure 6.26). On the other hand, considering percentage distribution of aims for two periods, it can be stated that the initial plan much more focused on different aspect of tourism planning and accordingly formulated aims compared to the plans approved in 2000s.



Aim 1	Assigning more land for daily use, camping areas for local people & domestic tourist
Aim 2	Spatial reorganization of public lands for the purpose of land allocation
Aim 3	Meeting demands of tourism investors
Aim 4	Increase in bed capacity
Aim 5	Proposing open spaces, public roads etc. In order to ensure publicness and accessibility to the coast
Aim 6	Diversification of tourism facilities for all income groups
Aim 7	Diversification of 3s mass tourism by proposing alternative tourism types

Figure 6.27 Aims of SA Tourism Plan in 2000s

When categorizing the aims of the plans based on economic, leisure and social aspects, the result shows that the initial plan did not only stay focused on economic aims but also considered leisure and social aims. However, plans approved in 2000s have moved closer to economic aims while ignoring leisure and social aims (Figure 6.27 and 6.28).

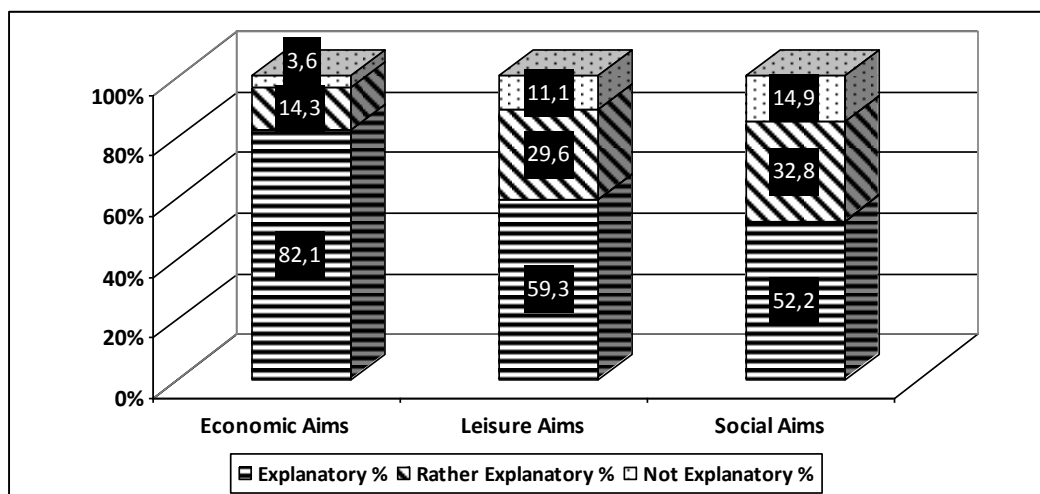


Figure 6.28 Initial Aims of SA Tourism Plan

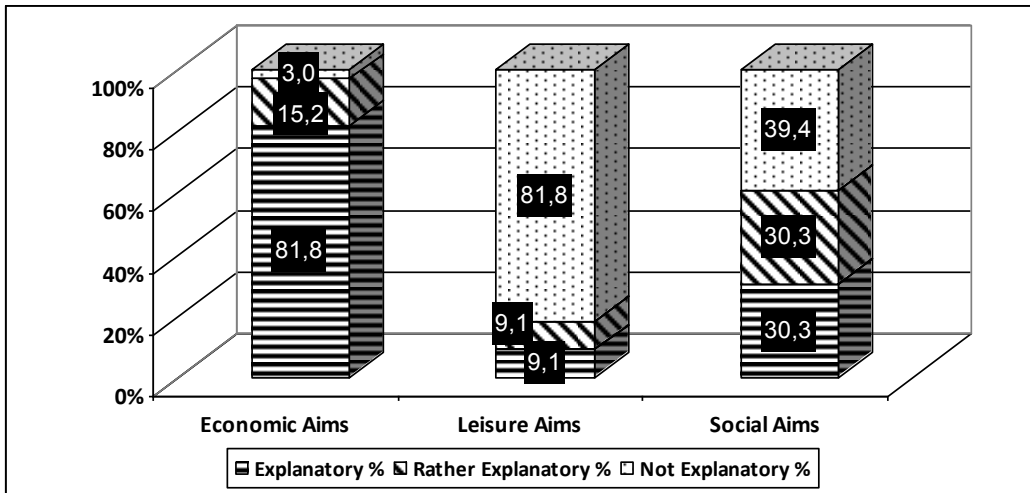


Figure 6.29 Aims of SA Tourism Plan in 2000s

To sum up, findings showed that economic aims have dominated over the tourism planning framework after 2000s while social and leisure aims were ignored. When reasons behind such a change were asked, respondents introduced two main aspects, political and economic ones (Table 6.31). In terms of political aspects, respondents claimed that tourism policies have become insufficient to direct and convince tourism investors which caused demand of tourism investors have become very affective in tourism plans. Moreover, economic aspects are also effective in changing aims of tourism plans. According to the results, respondents claimed that tourism planning has become a tool of economic rent thus aims of tourism planning started to prioritize economic aspects by focusing on partial planning logic.

Table 6.31 Reasons of Change in Aims of SA Plans

	Frequency of Mention	Ratio (%)
Political Aspect	19	34,5
Tourism Investor (demand, coercion, directing)	9	16,4
Insufficient Tourism Policy (political effects/motivations, technical bureu, failure in policy development/convincing investor)	10	18,2
Economic Aspect	19	34,5
Land allocation (forest-Treasury lands, allocated land)	2	3,6
Bed capacity (No of beds)	5	9,1
Economic tool (economic rent/interest/concern)	12	21,8
Planning Aspect	12	21,8
Partial planning (parcel, partial land development)	6	10,9
Failure in plan prediction	6	10,9
Environmental Aspect	5	9,1
Environmental concern	2	3,6
Increase in accessibility	3	5,5
TOTAL	55	100

Sample quotations also support that economic gain; rent, insufficient tourism policies and partial planning logic are the main reasons behind the change in aims of tourism plans (Table 6.32).

Table 6.32 Sample Quotations for the Reasons behind the Change in Plan Aims

<p><i>“The economic concerns are highlighted much. Today, it is a place with no accessibility to the shore. We would have wanted pedestrian axes over there.”</i></p> <p style="text-align: right;">(Respondent 17)</p>
<p><i>“I think alternative tourism is a make-up. The biggest reason for that is rent and partial planning approach.”</i></p> <p style="text-align: right;">(Respondent 20)</p>
<p><i>“If I put one more floor and more beds, I would make the government earn more money; “why do you put a block before me” asks the man. We, indeed, did not achieve to persuade him, we did not give a logical reply to him on behalf of the Ministry.”</i></p> <p style="text-align: right;">(Respondent 25)</p>

On the other hand, some respondents who are actively working and representing Plan Modification Period (2003-Today) have contradictory arguments compared to the

arguments of respondents representing previous periods about the reasons of change in aims.

First contradiction is about political aspect. While respondent representing Tourism Project Period (1970s) claims that the Ministry failed to produce necessary tourism policies in current period, contradictory argument of respondent states that tourism policies are much more effective because planning activities are conducted with an increasing environmental consciousness rather than economic concerns. Moreover, respondents also have contradictory arguments about planning aspects. The initial plan of SA is stated as successful and ideal in plan decisions and team by respondents. However, Plan Modification Period saying has just claimed the vice versa by stating initial plan failed to predict the future. In other words, planning approach of initial plan is problematic so aim of the plan is (Table 6.33).

Table 6.33 Contradictory Quotations for the Reasons

“The Ministry has become bureau that legalizes demand of investors. It could not be an institution setting policy.”

(Respondent 32)

“After 2003, we started to change construction decisions of 88-90 plans. We tried to take steps backwards. From now on, we do it everywhere. We started to do it with environmental concerns in mind. Awareness has increased.”

(Respondent 21)

“GA first planning team was the same as it had been taught at schools: the economists, sociologists are those to be praised. The present planning is meant for us!! The first one was fully right but life in Turkey is not that way, everything is degenerating”.

(Respondent 22)

“The capacity, domestic demand and income estimates of planners of GA that time remained low. The first plans were cautious, the first plans did not predict. From social and urban developmental perspective, it was not predicted.”

(Respondent 23)

Change in aims of tourism planning has directly affected the plan decisions as previous part revealed. Plan decisions have prioritized economic uses in time. The Figure 6.30 also makes significant this relation since it demonstrates the dominant effect of demand of tourism investors, representing economic aspect, on tourism plan

decisions. As it is seen in Figure 6.29, tourism policy ranked second in determining tourism plan decisions. The least effective factors are demand of tourists and local people.

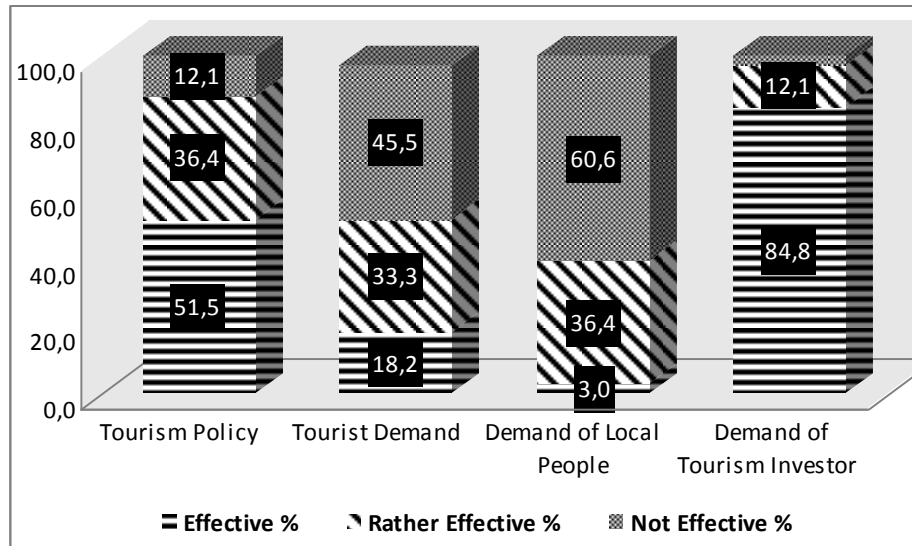


Figure 6.30 Factors Affecting Tourism Plan Decisions

Quotations in Table 6.34 also support that demand of investors is the main effective factor determining plan decisions but tourism policies stays insufficient to control the demand of investors and effect the plan decisions.

Table 6.34 Sample Quotations for Factors Affecting Tourism Plan Decisions

<i>"The investor demands have exceeded over the government policies."</i>	(Respondent 13)
<i>"The investor demand is the first directing issue."</i>	(Respondent 20)
<i>"The government states a policy and applies it. But it is not that way. Contrary to that, the investors intervene in the plans approved legally."</i>	(Respondent 24)
<i>"The tourism policies of the governments were directive in the past, but it is not that way today. As the first project was being made, the government policies came first. By time, the expectations of the investor and the local people from the project overtook them."</i>	(Respondent 32)

To sum up, the aims of tourism planning in South Antalya Tourism Area are critically evaluated in terms of different perspectives such as economic, leisure and social. Through the lenses of these perspectives, this study states that desiring South Antalya Tourism Area as having high tourism income, bed capacity is strongly recognizable in plan documentations and results of questionnaire in Plan Modification Stage (2003-Today). Thus, aims of planning prioritized economic gain which shaped tourism plan decisions and demand of tourism investors as supported through interviews. However, there are some missing points because the recent planning aim has a pure economic perspective in shaping tourism development in the tourism area by excluding leisure and social perspectives. This finding of the study corresponds with the previous research (Higgins Desbiolles 2006; Burns, 1999; Ivars-Josep 2004) regarding that tourism is used as a means of economic development in order to generate revenue but it is much more than an industry referring leisure and social roles.

6.3.2 Change in Instrument of Tourism Planning: Land Allocations in South Antalya Tourism Area

Land allocation is a method for tourism investors to acquire land use rights of public lands from the government provided by Tourism Encouragement Law. Public lands reserved for touristic investments by means of tourism development plans and situated within “Culture and Tourism Conservation and Development Region and Tourism Area/Center” are allocated to local and foreign investors in line with the provisions of Tourism Encouragement Law, as amended by the Law No: 4975 and to the “Regulations For Public Land Allocation For Tourism Investments¹²”.

Land allocation is the most effective tourism planning and development instrument introduced in Tourism Encouragement Law. In this study, it is claimed that land allocation as an instrument of planning caused partial planning due to plan modifications in South Antalya Tourism Area. To show that, land allocations in the

¹² “Regulations For Public Land Allocation For Tourism Investments” refers to “Kamu Taşınmazlarının Turizm Yatırımlarına Tahsisi Hakkında Yönetmelik” which determines the conditions and process of allocation of public lands to the tourism investors.

sub regions of the tourism area are spatially analyzed by overlapping plan decisions, allocated lots and satellite photos.

The economic dependence of South Antalya on tourism, along with its ownership patterns mainly composed of forest and Treasury lands, justified the decision to link tourism planning with land allocation instrument that, were not going to be actively used until the second half of the 90s. Figure 6.30 supports this argument and shows that after changes occurred in legal framework abolishing certain restrictions on forest land allocation in Turkey, there was a sharp increase in tourism land allocations particularly in Beldibi, Göynük and Tekirova.

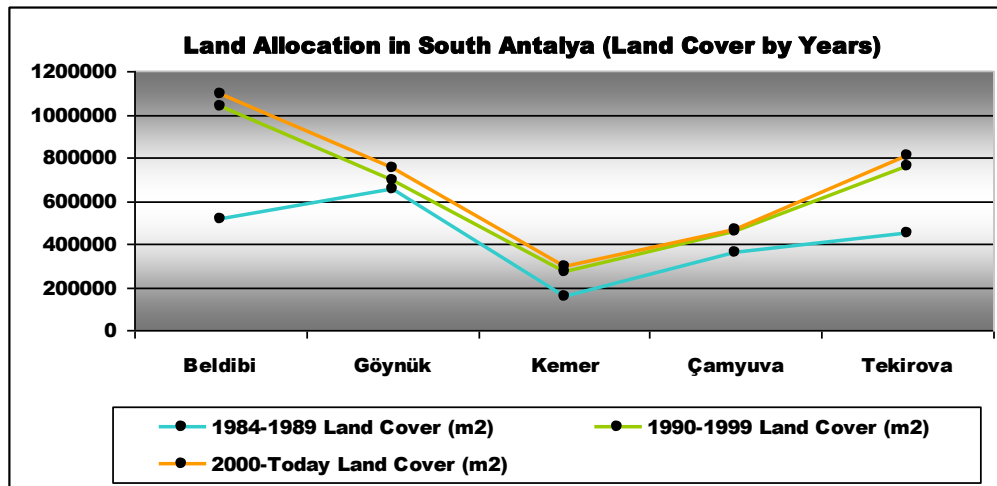


Figure 6.31 Land Allocation Data in South Antalya Tourism Area

(Source: Derived From Tourism Statistics of Ministry of Culture and Tourism)

In order to understand the attitude of respondents to land allocations in South Antalya Tourism Area, it is asked whether allocation of land to tourism investors for the purpose of tourism facilities and daily use is positive or negative. While most of respondents (78,6 %) told that allocation of land for the purpose of tourism facility is negative, more than half of respondents considered allocation activity for the purpose of daily use area as positive (Figure 6.31).

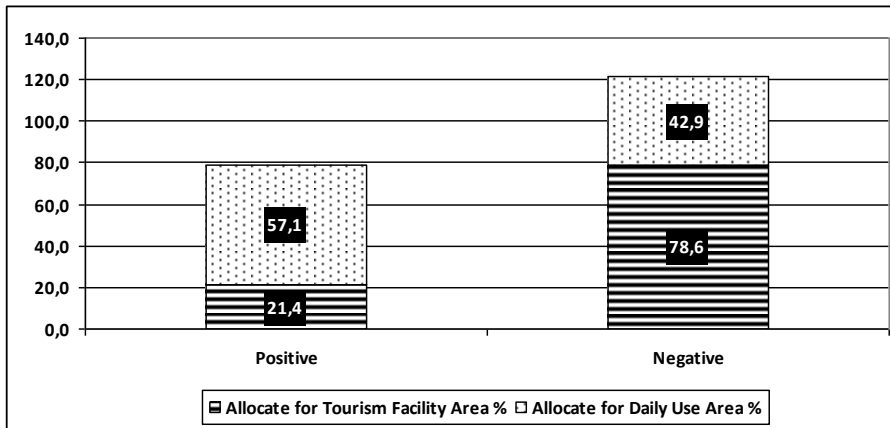


Figure 6.32 Attitudes of Respondents to Land Allocation

Loss of public access to the coastline of South Antalya is stated as the main reason behind the negative attitude of respondents related to the land allocation for tourism facilities. As a result of land allocations, there have been sustained pressures on South Antalya coast for development, including tourism facilities. Some of these developments have reduced opportunities for coastal access and enjoyment. In other words, economic uses of coast have gained priority while social and leisure uses of coast have lost its importance.

Table 6.35 Sample Quotations for Land Allocation (Tourism Facility)

<p><i>“In an allocated area, there is no accessibility for the other citizens to the coast. This is arising from all-inclusive concept.”</i></p> <p style="text-align: right;">(Respondent 21)</p>
<p><i>“The coast law says that the coast is open to everyone’s use. Someone can not randomly sit on a chaise lounge but he/she has the right to walk along the coastal line. People also have the right to swim in that coast. In practice however, the touristic facilities make use of security measures against the passer-by not to intervene in people from the facility.”</i></p> <p style="text-align: right;">(Respondent 24)</p>

Although respondents have a positive attitude towards land allocation for the purpose of daily use, in practice, it is claimed that allocated daily use areas are misused by tourism investors since these areas are used as if additional areas of tourism facilities rather than leisure areas serving local people and tourists.

Table 6.36 Sample Quotations for Land Allocation (Daily Use)

<p><i>“Even if they say that the shore can be used by everyone, they do not permit that. People can put their chaise lounges anywhere on the coast and sunbathe abroad. In Turkey, it is not that way.”</i></p> <p>(Respondent 28)</p> <p><i>“It is negative, of course, to occupy the coast line open to everyone that way. According to legislations, it can’t be done. An area allocated for daily use is not an area that prohibits others from entering...Who owes daily use facilities? They are areas open to the public.”</i></p> <p>(Respondent 29)</p> <p><i>“It can’t be ignored that facilities of daily use were assigned in the plans for the use of emigrated people. These facilities were allocated to the local administrations. They were not carried on, however. In the first half of 1990s, none of areas of daily use were allocated to the investors. The allocations were made to the municipalities. Today, the local administrations have not been able to do their share. Never has the demand come from the local administrations: Let’s turn this place into a holiday resort.”</i></p> <p>(Respondent 22)</p> <p><i>“Some of GA was not allocated for public use. Misuse is seen negative. There is a great gap in amount of money flowing into the Treasury between the facilities of daily use and facilities allocated for accommodation.”</i></p> <p>(Respondent 24)</p>

As an argument of this study, land allocation is a significant instrument which caused the change holistic tourism planning approach into partial tourism development logic in South Antalya and this situation support the logic which prioritizes economic aspects of tourism uses while ignores leisure and social aspects of tourism uses in South Antalya. Following examples demonstrate this relationship between land allocation and partial tourism planning logic in case of Göynük and Beldibi having the highest lands allocated to tourism investors in the tourism area.

Result 1: Increase in Economic Land Uses in South Antalya

- **Excessive Tourism Development Along the Coast of South Antalya Tourism Area**

The expansion of the tourism establishments in South Antalya Tourism Area has been fostered by the allocation of public lands for tourism development. Ninety three

parcels such as forest or treasury lands assigned for tourism development areas in plans have been allocated for tourism development from 1980s.

However, the problem has arisen when tourism investors just targeted their tourism projects outside the tourism development sites assigned in initial plans approved in 1977 and 1988. In order to overcome the problem and speed up the land allocation process, a series of plan modification in sub-regions of South Antalya have done. Moreover, the coastline of SA has witnessed excessive tourism developments which exceed the targets of initial tourism plan of South Antalya because it selected tourism development sites with the recognition of controlling development of coastal area with multiple land use decisions including daily use, camping, recreation...etc.

Respondents also supported the abovementioned argument and stated that the main reason behind the excessive tourism development along the coast is related to the demand of tourism investors in the forms of allocating public land for tourism purposes (Table 6.37).

Table 6.37 Land Allocation as a Reason of Plan Modifications in South Antalya

<p><i>“Demand of investors. The permissions for allocations are all a cycle. It is impossible to find an empty space here.”</i></p>	<p>(Respondent 19)</p>
<p><i>“The incentive law led to the pressure of planning arising from the allocation of the whole coast.”</i></p>	<p>(Respondent 32)</p>
<p><i>“The reason of the plan modifications in this region is related to the willingness of the investor to make an investment on the coast because the coasts of Antalya are public property and there are areas to be allocated.”</i></p>	<p>(Respondent 21)</p>
<p><i>“The reason of the plan modifications in the region is that the dominance of the investor demands overwhelms about changing the type of the facility and increasing the capacity of it.”</i></p>	<p>(Respondent 30)</p>
<p><i>“The most important thing is changes in decisions for use based on investor demands, partial changes and the allocation of the coast line to more intense and gated touristic facilities. The decrease in the integrity of green area balance were tried to be achieved in 1970s.”</i></p>	<p>(Respondent 20)</p>

Considering plan decisions of 1/25.000 scale plans, the point to consider is the significant development of inconsistent touristic development with initial plan decisions. Although initial plan only proposes tourism development in tourism development sites, the current plans exceed this logic by proposing all public lands as tourism development areas and allocate for tourism purposes.

Figure 6.33 – 6.36 demonstrate the relationship between land allocation and plan modifications. It is obvious that tourism facilities have developed in South Antalya coast with land allocation tool. Relationship between plan decisions and land allocations in sub-regions is analysed based on periods determined according to the investment incentives and legal regulations. First period starts with the enactment of Tourism Encouragement Law in 1982 and second period include the regulation in investment incentives facilitating land allocations in 1992. Final period identified with the amendment on Tourism Encouragement Law in 2003.

Analysis on sub-regions shows the distribution of allocated parcels. In terms of Beldibi, 31 public lands are allocated to the tourism investors for the purpose of T1 uses with 12579 bed capacity. There is only one public land allocated for T2 uses (Figure 6.32). For Göynük, Kemer, Çamyuva and Tekirova, the situation is similar to Beldibi. 20 public lands with 12195 bed capacity in Göynük, 11 public lands with 5823 bed capacity in Kemer, 14 public lands with 5127 bed capacity in Çamyuva and 17 public lands with 11769 bed capacity in Tekirova have been allocated since 1980s (Figure 6.33-6.36).

The formal land allocation process has been implemented since 1980s in South Antalya Tourism Area. In terms of sub-regions, the common point is that land allocation is the major tool facilitating development of tourism facilities in coastal side through plan modifications which exceed plan decisions of initial plan. Another point is the purpose of land allocations which are dominantly for T1 uses except from five parcels allocated for T2 uses. In other words, public lands, which are dominantly, allocated in 1982-1991 period due to the incentives, triggered plan modifications in South Antalya Tourism Area.

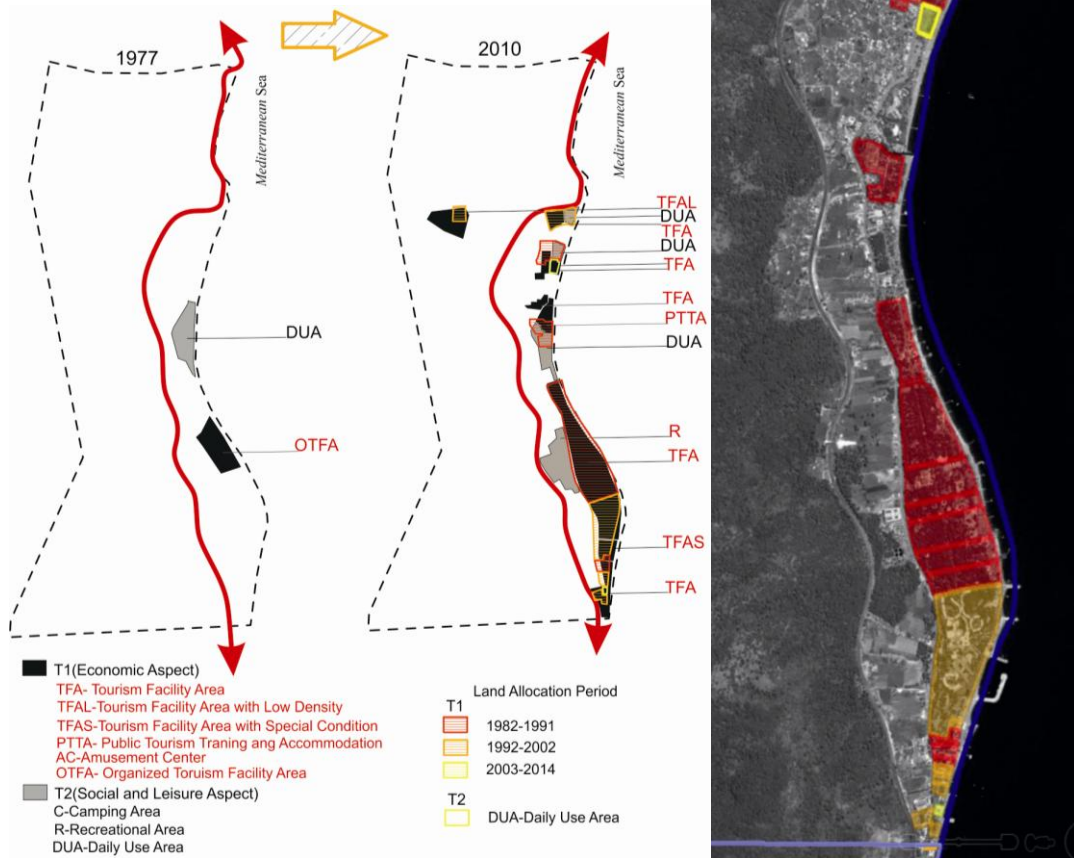


Figure 6.33 Overlap of Plan Decisions and Allocated Parcels in Beldibi

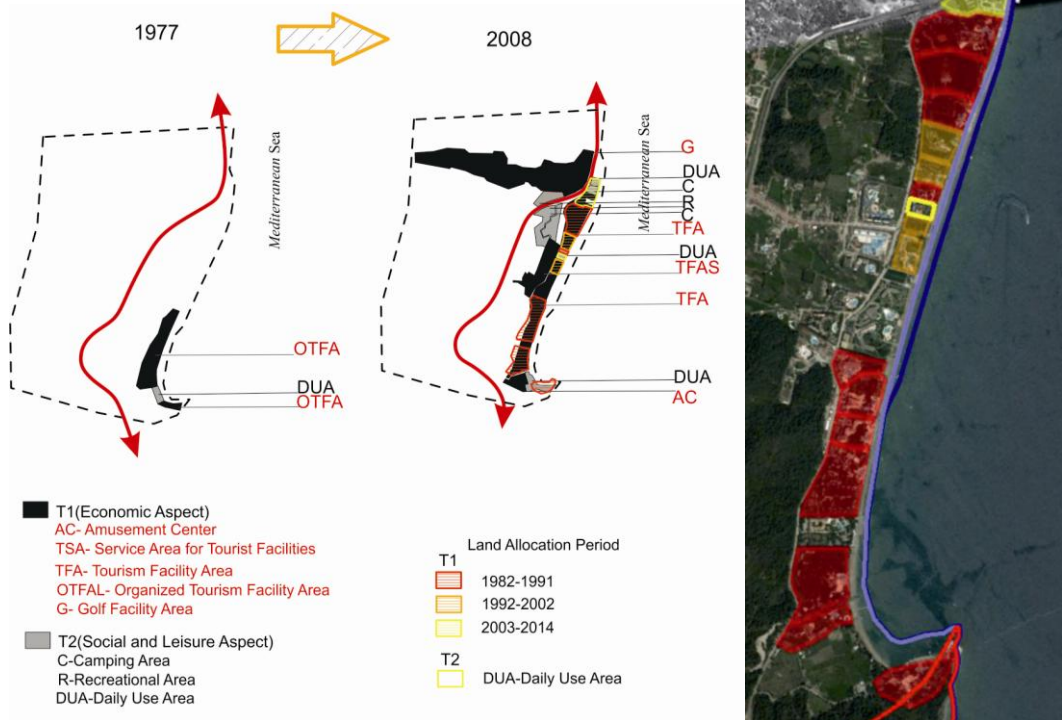


Figure 6.34 Overlap of Plan Decisions and Allocated Parcels in Göynük

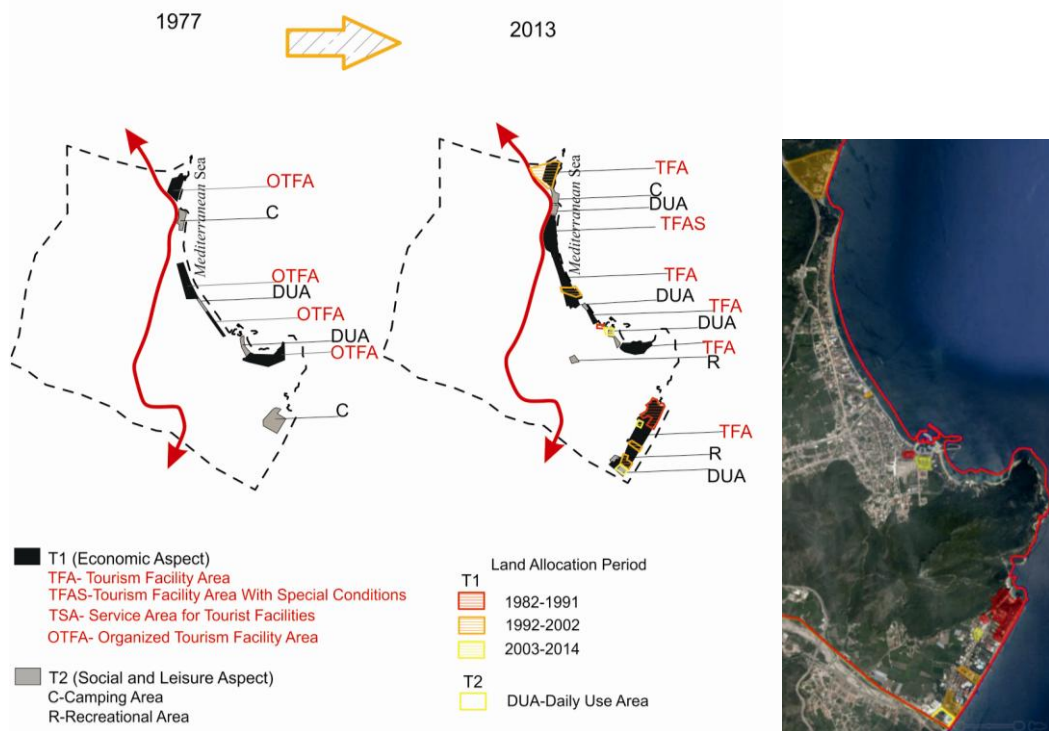


Figure 6.35 Overlap of Plan Decisions and Allocated Parcels in Kemer

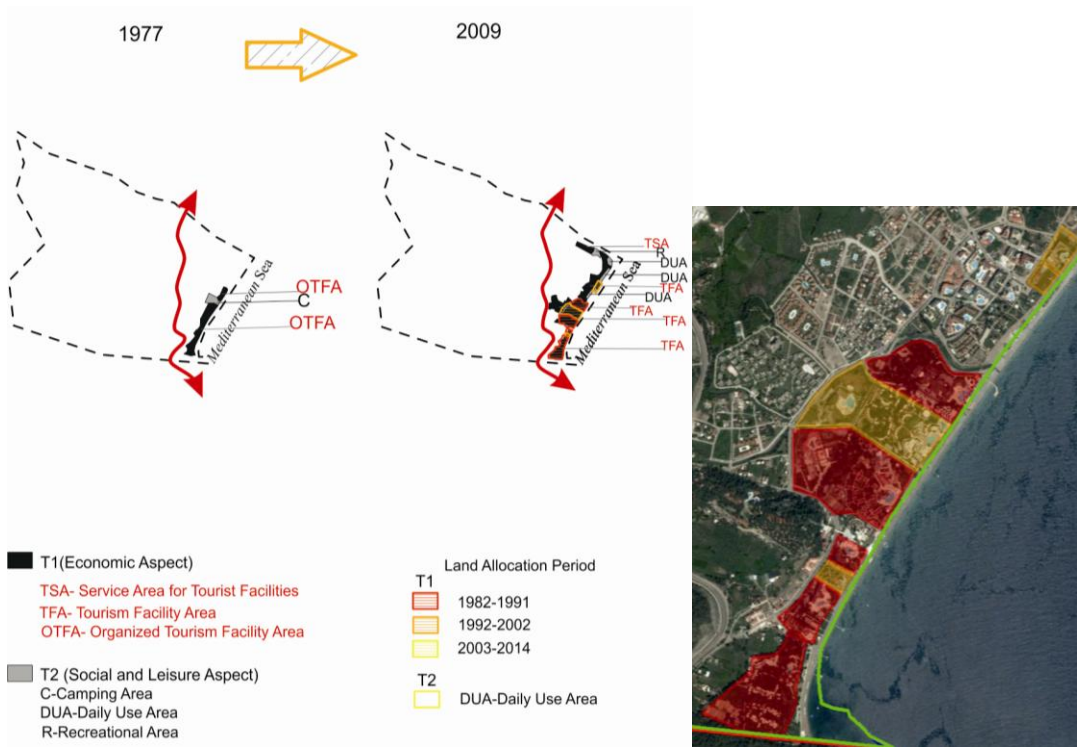


Figure 6.36 Overlap of Plan Decisions and Allocated Parcels in Çamyuva

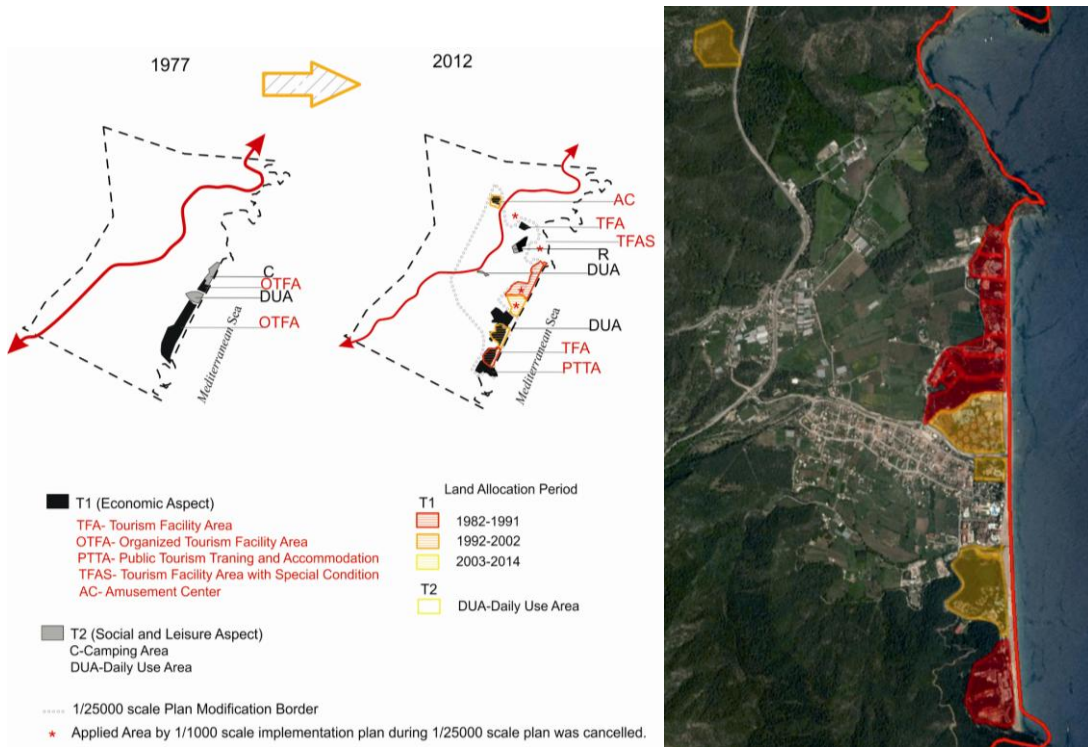


Figure 6.37 Overlap of Plan Decisions and Allocated Parcels in Tekirova

As Chettiparamb and Thomas also stated (2013: 217), land allocation may cause certain problems. In case of South Antalya Tourism Area, the main problem caused by land allocation is the loss of public access to the coastline of South Antalya due to extensive use of allocated parcels including coastal area. Respondents stated that establishment of tourism facilities occupied South Antalya shores which prevent local people from accessing to the coast (Table 6.38).

Table 6.38 Current Situation in South Antalya Coast

“...coasts means going into the sea after a few steps. As I step on the Southern Antalya for the first time, I was shocked since I saw a wall barricade around the hotels on the shore...They had closed the shore to public use by erecting 5-star hotels along the shore. The coasts and shores should be open to public. You can solve this problem by providing spaces of daily use. There should be spaces and areas of daily use through which people can gain access to the shore.”

(Respondent 19)

“...where is the sea, I did not even feel the scent of it. It is not normal. I tried to get to the sea through somewhere that I thought of a road or street but it turns out to be a fence or alike. If accessibility to sea was provided, one could get to the sea without any charge even if the coast or shore was allocated to an investor. Otherwise publicity would come to question and be a topic of debate.”

(Respondent 20)

This disquieting image demonstrated in Figure 6.37 enables one to imagine what has been the outcome of the land allocation of public lands in coastal side of South Antalya. In order to overcome this problem, respondents propose a new transportation route based on pedestrian circulation along the coast (Table 6.39).



Figure 6.38 A View from Coastal Use of an Allocated Parcel in South Antalya

Table 6.39 What can be Done for Providing Access to the Coastline of SA?

“We tried to solve it with walkways. With steep roads going down to the coast there, we at least try to make the public get access to the sea.”

(Respondent 21)

“It can't be solved through planning. It totally has to do with the application. Since there existed problems regarding the use of shore, the allocated facilities were closed to public use. There is no effort in terms of planning; the facilities behind and the coast should be separated. This can be done with roads parallel to the shore. Making use of the shore is what matters.”

(Respondent 22)

“A parallel road to the shore that links the steep roads going down to the shore. There is a need for a shore promenade that sticks roads going down to the shore together.”

(Respondent 24)

“My opinion is that the Ministry did not have concerns about it. As a solution, the planning can be re-handled. It is not late to build roads through the facilities but there is no such space for that. One can open these roads as public and form pedestrian axes.”

(Respondent 30)

As discussed in previous sections, tourism is an activity including not only economic activities but also social and leisure activities. However, in case of South Antalya Tourism Area, tourism development has highly dependent on allocated tourism facilities as a result of enormous pressures of tourism investors. This situation has remained the coastline of South Antalya inaccessible for all and caused plan modifications fostering development of gated tourism spaces inconsistent with the spatial development strategy of the initial plan which proposed tourism development only in sites of Beldibi, Kızıltepe, Tekerlektepe, Güneydeniz and Çamyuva. To this end, respondents recommend special regulations for coastal area of South Antalya to facilitate public circulation in the forms of pedestrian ways routing parallel to the coastline.

Result 2: Decrease in Leisure and Social Land Uses of Coast

As an outcome of the study, it is revealed that daily use areas assigned in the former plans in order to meet the leisure and social need of local people have been transformed into tourism facility areas in recent plan approved in 2000s. Since it is claimed that tourism planning instrument, land allocation for tourism investors, is the main reason behind the plan modifications in SA tourism area, two examples are

used to demonstrate how land allocation and plan modifications are dialectically related.

- **Transformation of Daily Use Area into Tourism Facility Area (Göynük)**

The focus area, located in Göynük sub-region, is a parcel registered as forest land and allocated to the tourism investor in 1992 with 1900 bed capacity (Figure 6.38).



Figure 6.39 The Focus Area on Google Earth
(Source: Google Earth last accessed 11 th Feb, 2014)

The proposed land use decision for the parcel was daily use area with a concern regarding the meeting leisure needs of local people and ensuring public access of Göynük settlement to the coastal zone. However, the plan modification in 2000s transformed this decision from daily use area to tourism facility area. According to Figure 6.39, it is obvious that the parcel, assigned as “G” uses referring to daily use area in the plan A, has subjected to change through a new land use decision demonstrated with hatch referring to tourism facility area in the plan B.



Figure 6.40 Plan Decisions related to the Parcel. (A: Plan Decision in 1/25.000 scale Plan, 1990; B: Plan Decision in Plan Modification, 2008)

(Source: The Archive of Ministry of Culture and Tourism)

Assigning daily use area in the initial plan aims to enable visitors to engage in leisure activities in coastal area, and also to ensure public access to the coastal area. However, as mentioned previously, the tourism planning practices in 2000s has ignored such leisure oriented approach and focuses on economic aspect of tourism. Thus, the establishment of the tourism facilities in the parcel is provided by the plan modification in order to facilitate land allocation issues.

Another issue discussed is the relation between land allocation and plan modification in Göynük Case. Acknowledging the impossibility of achieving its tourism development targets under the conditions of existing approved plans, tourism investors have demanded plan modification which transformed daily use area to tourism facility area. Here, tourism investors can only gain use right of public land with the help of land allocation instrument. Thus, demand of tourism investor also refers to land allocation which is the main reason of plan modifications in South Antalya Tourism Area. Respondents also support this argument (Table 6.40).

Table 6.40 Content Groups for Reasons of Transformation from Daily Use Area to Tourism Facility Area

	Frequency of Mention	Ratio (%)
Demand of Tourism Investor	23	56.1
Higher Income Generating Activity	17	41.5
Increase in Bed Capacity	1	2.4
Total	41	100.0

In line with research findings, initial plans approved for this area, which establish zoning by assigned use, building limits, a technical practice determining how plots are built upon, do not be recognized as an obligatory document and subjected to modification due to economic reasons. Thus, proposed public areas in the forms of daily use areas in the plans are under increasing pressure of tourism investors in order to use these areas as an additional part of their tourism establishments as supported by respondents (Table 6.41).

Table 6.41 Sample Quotations for Transformation of Daily Use Area into Tourism Facility Area

“The area turning from daily use into a tourism facility in Göynük is because of the demand of investors. The daily use areas in southern Antalya are the continuation of the hotels. “

(Respondent 19)

“The investment profitability has reached such great amounts that daily use areas were used as an instrument and were turned to investments owing to allocations. Since the local people did not have such demand, they did not react, first. But when all the areas were being occupied, there was no area left and the local people could not find access to the sea shore, problems started to arise and the local people began to get awoken. Daily use areas existed before around the points where the villagers get to the shore.”

(Respondent 32)

“The reasons of plan modifications through the planning in the 70s are economic-based. The turning and allocation of one-day facilities into touristic ones bring more rent from the perspective of the investor and the Ministry.

(Respondent 20)

“Areas transforming into daily use facilities were allocated and opened to tourism. There is no such public use any more. Who caused this process? Is it the government, the public or the planner? No, it is the investor.”

(Respondent 26)

This change in plan decisions represents the ignorance of leisure and social uses of tourism planning. Although Tourism Encouragement Law and Coastal Law forces to ensure the public uses of coast, in practice, land allocation issues impose constraints on the access to the coast. Thus, this statement is written only in plan notes as discussed in previous chapters, in other words, it is the example of words without action which caused a contradiction between law and practice. Quotations in Table 6.42 support this argument.

Table 6.42 Sample Quotations for Contradictions between Law and Practice

<p><i>“Increasing the facility capacity has become the goal. Turning the entertainment and daily use areas to touristic facility areas has become the goal. In the background however, the created tourism has no place to get to the sea. The shores are closed by the hotels. People want to get to the sea in Kemer but since the beaches and shores are completely closed to public use, we can not fix it. Most probably, this situation would better when the 49-year period is up.”</i></p> <p style="text-align: right;">(Respondent 21)</p>
<p><i>“Thinking legally, one can easily jump to the conclusion that the shores should be open to those who do not accommodate in touristic facilities. They are closed, however. The local people can not make use of the shores any more. The allocated area as daily use is limited in number, on the other hand. Some of the open ones have undergone planning modification and are about to become touristic facilities.</i></p> <p style="text-align: right;">(Respondent 31)</p>
<p><i>“The law says the shores are under the control of the State who shall provide equal and free access to the public. But is the law practiced? No!”</i></p> <p style="text-align: right;">(Respondent 25)</p>

Recognizing that tourism activities need to be economically, this study claims that economic gain should not be a primary aim. Research findings revealed that entry into the coastal area of Göynük for purposes of daily use is constrained by public land allocation. As mentioned by Günay (2006: 7), tourism and daily uses conflict in terms of accessing coastal area if planning aims prioritized economic aims. However, tourism and recreation activities need to be integrated with other activities in the tourism area.

To sum up, in line with the arguments of Günay (2006: 13), allocation of forest land for purpose of tourism establishments caused the decrease in spaces open to public. Although daily use areas are proposed for the public uses of coast in the plans, this

notion towards daily use areas has changed and turned into a tool of income generating activity with plan modifications facilitating land allocation activity.

- **Transformation of Camping Area into Tourism Facility Area (Beldibi)**

The last example represents the change from formerly camping site decision to tourism facility area in Beldibi sub-region located in northern side of South Antalya Tourism Area (Figure 6.40).

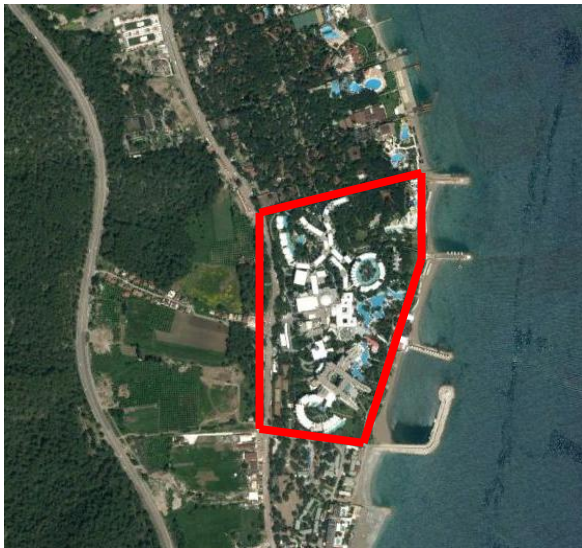


Figure 6.41 The Focus Area on Google Earth

(Source: Google Earth last accessed 11 th Feb, 2014)

Within the context of the initial 1/25.000 scale plans which are the technical documents, considered to be obligatory procedures, the focus area was planned as camping area. However, with the plan modification approved in 2002, this area has transformed into tourism facility uses with a total accommodation capacity of 1000 beds. In addition, the focus area, registered as forest land, was allocated in the year 2003 with the tourism purposes.

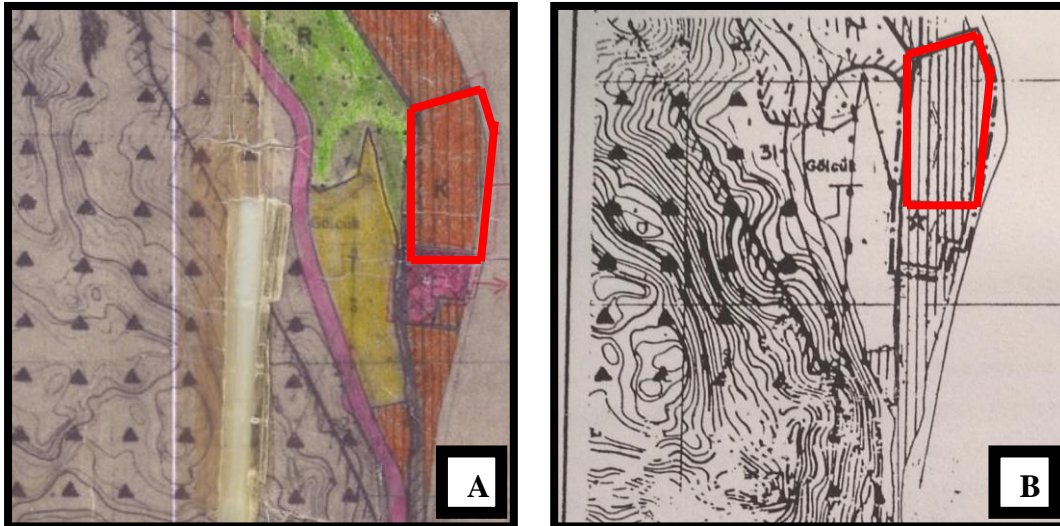


Figure 6.42 Plan Decisions related to the Parcel. (A: Plan Decision in 1/25.000 scale Plan, 1996; B: Plan Decision in Plan Modification, 2002)

(Source: The Archive of Ministry of Culture and Tourism)

As discussed in previous sections, camping uses has declined as a plan decision in time. This result supports the argument that camping means different things to different periods. Formerly camping, considering its strong bond with nature, was seen as a tool of leisure activity including “sporting activity practiced in the open air” (Lucivero, 2012: 4). In addition to that, camping represents social perspective of tourism planning since it provides an affordable accommodation alternative (Poudel, 2013).

In line with such arguments, initial plans of South Antalya Tourism Area also proposed the camping area in order to guarantee the preservation of the environment and the holiday need of all through flexible and movable structures-tents. Moreover, the location of camping areas in initial plans of the tourism area is selected as close as to the settlement areas in order to provide public access to the coastline. Respondents also support this argument (Table 6.43)

Table 6.43 Sample Quotations for Reasons of Assigning Camping Area in Initial Plans

<p><i>“Let me put it this way, in our term, where to be used was decided through planning. Most parts were reserved for the need of Antalya people. None of them were opened to any purpose except for daily use and camping because these areas are the easiest to access. People of Antalya get to these places and throw them there. There were settlements and villages behind the sites of project. Bearing that in mind, as planning based on mass tourism were being made, decisions on the common use of the shores such as green area and promenade for those living around and different users in the front of the village were taken just for making it possible for the people living behind to get to the sea. This is a policy. But today, everywhere is facilities now; there are no places anymore where people could get to the sea.”</i></p> <p style="text-align: right;">(Respondent 32)</p> <p><i>“Our thought in 1977 was to care for hostels, daily use and camping areas in the region where diversity in tourism was being planned especially owing to the low income of the local tourism. That time, the areas reserved within the planning area were sufficient.”</i></p> <p style="text-align: right;">(Respondent 31)</p>

In 2000s, stated as Plan Modification Period in this study, the over mentioned notion towards camping areas has changed. The former conceptualization which employs seeing camping areas as a tool of fulfilling the middle income tourists’ need of accommodation has abandoned because a new notion emphasizing that these areas are useless so should be closed or transformed into uses having more income generating capacity has adopted in 2000s. Newspaper clipping in Figure 6.42 also represents the general and dominant perspective towards camping areas.

**"Neymiş, memurlar orada senede 1-2 ay tatil yapacaklarmış"**

Başbakan Erdoğan, kamu kurumlarına ait dinlenme tesislerine ilişkin önemli açıklamalarda bulundu ve kapatılabileceklerinin sinyalini verdi.

Başbakan Recep Tayyip Erdoğan, Gıda Tarım ve Hayvancılık Bakanlığının, "Ekmek İsrafını Önleme Kampanyası"nın başlaması dolayısıyla düzenlenen törende konuşma yaptı.

Son Bakanlar Kurulu toplantısında kamu kurumlarının 'gayrimenkul israfı' konusu üzerinde durduklarını belirten Başbakan Erdoğan, "Buralarda çok ciddi israf var. Neden? Senede 1-2 ay gidecekler, tatil yapacaklar, kamp yapacaklar. Ondan sonra ne olacak? Ondan sonra 10 ay buralar çıplak, çürümeye yüz tutacak. Neymiş Kamu mensuplarının oralarda yazın tatillerini geçirmesine fırsat vermek. İlla devlet böyle bir şey yapacaksa, belli otellerle anlaşırın, oralarda gider yazın o tatillerini yaparlar. İşin sevki idaresi budur, anlayış budur ama bu tür anlayışlar bize maalesef yerleşmedi" şeklinde konuştu.

Figure 6.43 Newspaper Clipping Reflecting Current Position towards Camping Areas

(Source: Hürriyet Newspaper, 2013)

Considering the reasons behind the transformation of land use decision of the focus area, interviews revealed the role of tourism investors and public land allocation. As supported by respondents, formerly proposed camping area in Beldibi sub-region plans has transformed into tourism facility areas in order to meet the demand of tourism investors through land allocation mechanism (Table 6.44).

Table 6.44 Sample Quotation for Reasons of Transformation of Camping Area into Tourism Facility Area

"The reasons why the camping areas were converted into touristic facility areas are the fact that they are public property and these public properties can be allocated according to the law numbered 2634. This was done in Göynük thanks to the demand of the investor."

(Respondent 21)

"...But After 1990, such foreseen uses especially in these areas of camping were transformed into ones of accommodation areas. The reason behind were the political pressures and the intention of allocating these areas..."

(Respondent 31)

In order to meet the investor demand, accommodation structures have been established in formerly proposed camping area bringing with them accessibility

problem to the coastal area. Figure 6.43 demonstrates current coastal use of the area which is only open to private uses of tourist staying in the facility instead of providing public access.



Figure 6.44 Current Coastal Use of the Focus Area

The research findings introduced that reasons behind the change in camping plan decision is related to make the plan compatible with demand of tourism investor and allocate this public land to the investor for tourism facility area. As discussed in previous sections, land allocation instrument caused plan modifications and adopted a new conceptualization which ignore social and leisure meanings of camping areas. Applying this approach to the tourism planning has resulted in the prioritizing economic perspective.

Bearing in mind that, when talking about camping areas, the building limit is fairly rigid, and totally inadequate to the demands of tourism investors. The demand of tourism investors obviously, lead to the inevitable *plan modification*, with a consequent increase in income for the greater surface area allocated to tourism facility area.

To sum up, with the enactment of Tourism Encouragement Law and its instruments (land allocation) actively used after 1990s and started to affect tourism planning

studies mainly in 2000s, the balance among economic, leisure and social perspectives of tourism planning has changed seriously.

As a result of relations between tourism land use concepts, plan modifications and land allocation, case study revealed two important points in terms of change in tourism planning. First, there is an *increase in economic concerns of South Antalya Tourism Planning caused partial planning logic by ignoring organized tourism development policy* and second there is a *decrease in leisure and social concerns of South Antalya Tourism Planning caused the change in concept of public uses of tourism and loss of public access to the coast.*

CHAPTER 7

CONCLUSION

Tourism planning has its own techniques, principles, aims and models based on changing economic, political structure and mainstream planning approach in the world since 1960s. Without ignoring the effect of mainstream planning paradigm in each period, tourism planning has witnessed and employed a series of different approaches which are classical approach, rational approach and contemporary approach. However, such a theoretical development and change in tourism planning approaches in tourism literature are explanatory for only western oriented planning practices because these stay as insufficient to explain the change in tourism planning approach in countries having different socio-economic and political structure. This is a neglected area in tourism research. Therefore, this thesis has focused on the change in tourism planning approach in Turkey. To do that, the study extracted the conceptual and spatial change through tourism planning practices and eye of professionals. The first part of the chapter introduces findings and important contributions of the study. Then, following part employs the discussions on rethinking tourism planning and the chapter concludes on further inquiry recommendations.

7.1 Findings and Contribution of the Research

In this conclusion part, the summary of chapters including the findings of literature review and case study are discussed with reference to research questions of the thesis.

This thesis has aimed to reveal the change in tourism planning approach through analyzing conceptual and spatial change in tourism planning since 1970s in Turkish

context. Considering theoretical discussions about definition, planning of tourism and development history of tourism, South Antalya Tourism Area is selected as the case study since it represents the change in tourism planning in Turkey in terms of conceptual and spatial. In this context, this thesis claimed that **definitions of tourism concepts, aims and instrument of tourism planning since 1970s have changed from an integrated, comprehensive and holistic approach to one that is market-led, sectoral and piecemeal which causes implementations that produce enclaved tourism spaces in Turkey.** To prove that, the following research question is asked: “How has the tourism planning approach changed in Turkey in terms of definitions of tourism concepts and plan decisions in relation to aims and instruments of tourism planning since 1970s?”

In order to investigate the main issue, the study responded three specific questions. First question introduced macro explanations related to the change in tourism policy and approach in Turkey since 1970s. Second one focused on the case study and search for the change in terms of the definition and plan decisions of tourism planning in the development of South Antalya Tourism Area. Third question investigated relationship between the aims - instrument of tourism planning (land allocations) and the change in the definition - plan decisions in South Antalya.

In line with these research questions, this thesis implemented a survey in South Antalya Tourism Area which has always been one of the main tourism project sites in Turkey since 1970s. Tourism development in this area was critically investigated through employing spatial analysis, questionnaire and in-depth interviews. The last two research tools were applied to the professionals who are city planners, culture and tourism expert and senior bureaucrats involved in tourism planning process particularly in South Antalya Tourism Area.

In terms of **first research question**, the study presents that planning approach in Turkey has changed from integrated, comprehensive and holistic view to sectoral and piecemeal view since 1970s. The most effective planning instruments in current period are declaration of Tourism Centers (TC) or Culture and Tourism Protection and Development Region (CTPDR) and land allocation which are provided by Tourism Encouragement Law No.2634. These tools have caused piecemeal land

development and fostered the idea that public land is prioritized to develop tourism in Turkey.

In case of South Antalya Tourism Area, tourism development history has followed phases starting with efforts to launch a tourism model for the region between the years 1963-1973. Phase two (1974-1981) witnessed integrated tourism projects which state dominantly active in planning process and the final phase (1982-Today) has begun with the enactment of Tourism Encouragement Law No: 2634. In this phase, plan modifications and investor oriented tourism development logic has been dominant. Thus, the final phase is a reflective one in which tourism investors intervene in tourism planning process.

In order to analyze the differentiation of phases, the dynamic and complex nature of tourism plans, **second research question** deals with the change in the approach of tourism planning in terms of the definition and plan decisions of tourism planning in the development of South Antalya Tourism Area. To reveal the change, the study employs maps, questionnaire and in depth interviews.

The study used three perspectives extracting from tourism literature in order to analyze the conceptual change in tourism planning. These perspectives are **tourism as an economic tool referring to income generator, tourism as a leisure tool meaning to recreation and leisure for all and tourism as a social tool referring to holiday activity for all.**

The initial finding of this research including documentation analysis, result of questionnaire and interview revealed that there is a conceptual change in tourism. Three perspectives of tourism concept have been subjected to change since 1970s through prioritizing the economic aspects rather than leisure and social aspects of tourism. Moreover, the main reason behind such a change is the dialectical relationship between tourism investors' demand and tourism policy. In other words, tourism investors shaped and changed the definition of tourism as they wish to define the concept which is compatible with their interest. This result is also related to the tourism policy which has been adopted in 2000s and has put a high emphasis on

economic gain of tourism sector and desire to see tourism areas as income generator sites rather than spaces of leisure and recreation.

Similarly, the practical use of tourism concept in South Antalya tourism plans has also changed since 1970s. Departing from documentation analysis, four tourism concepts used in practice are selected in the study namely Organized Tourism Development Area, Daily Use, Camping and Golf.

First practical concept, Organized Tourism Development Area, refers to a spatial organization of tourism facilities employing a project oriented approach in selected tourism development areas with social and leisure concerns. However, research findings showed that this concept has been abandoned and a new concept called as Tourism Facility Area has been employed in tourism plans after 2000s. That is; Tourism Facility Area refers to parcel oriented development of tourism facilities with the help of the allocation of public land to the tourism investors. This conceptual change represents the ignorance of spatial organization of tourism development and prioritization of economic concerns after 2000s when partial planning logic dominates tourism planning process as an argument of this study.

Similarly, findings related to the change in second practical concept, daily use, showed that the concept was formerly used as a plan decision representing leisure and recreation activity for local people in plans. However, in 2000s, the meaning of the concept has changed and has become an economic activity focusing on only benefit of tourism facility rather than meeting the leisure and recreation need of local people. On the other hand, for camping and golf concepts, the study found that while camping has been abandoned in plan modification as a result of its low economic benefit compared to tourism facilities, the use of golf has gained popularity in the plans because of high income generating activity.

The results of conceptual change in tourism planning practice in Turkey confirm the argument. That is; flexible, sustainable and participatory planning model considering not only economic but also leisure and social perspectives of tourism in western tourism literature is not explanatory for the case of Turkey since practical use of tourism concept focuses on economic meaning of tourism development.

As another argument, the study claimed that the conceptual change in tourism concepts is also directly related to the change in planning decisions. To reveal that, the study used 1/25.000 scale tourism plans, modifications (1977, 1988, 1990, 1996, 2005, 2007, 2008, 2009, 2010, 2012 and 2013) approved in five sub regions in South Antalya Tourism Area (Beldibi, Göynük, Kemer, Tekirova and Çamyuva) and interviews. In order to show the relationship between tourism concept and plan decisions, two notations which are T1 and T2 uses are employed in spatial analysis.

T1 uses represent the economic perspective which implies the land use activities focusing on economic gain such as tourism facilities, golf, amusement center etc. while T2 uses stands for social and leisure perspective which prioritizes the public tourism uses such as daily use, camping and recreational area.

As a result of the spatial analysis related to sub-regions of South Antalya Tourism Area, the conceptual change in tourism is also evident in tourism plans. In each sub regions, economic aspect of tourism prioritizes with plan modification while social and leisure aspects lose its importance. In detail, the plan modifications obviously verify that there is a dramatic increase in tourism uses in T1 uses as a result of opening up new tourism facility areas in other words hotel areas. However, T2 uses have a different development pattern because formerly proposed T2 uses for public uses of tourism in the forms of daily use area and camping area have transformed into tourism facility areas or golf areas which represent economic uses of tourism through partial planning logic in other words plan modifications.

Consequently, one of the major finding of this study is that the lack of overall planning of tourism development in South Antalya neglected leisure and social use of this place while putting a high emphasize on economic uses of tourism. This finding also has certain output for mainstream tourism planning in Turkey. That is; the tourism development planning perspective in Turkey has changed from being a comprehensive, integrative planning framework to an economic oriented and partial planning framework. In South Antalya Tourism Area, the elimination of comprehensive, integrated and holistic logic have resulted in economy-oriented and partial planning.

In addition, in line with the research finding, the study confirms that the recent tourism planning practice in Turkey adopted a partial planning logic focusing on economic gains which is not parallel with the tourism planning trends discussed in the world. In this context, as **third argument**, this study claimed that the real problem behind this fact is the change in aims and instruments of tourism planning as a tourism policy in Turkey.

Our findings based on professionals' approaches on aims of tourism planning in different planning periods showed that economic aims have dominantly gained importance in tourism planning studies after 2000s while social and leisure aims have lost their importance. Reasons behind such a change in aims are related to the political and economic aspects. Regarding political aspects, the research found that tourism policies have become insufficient to direct and convince tourism investors. This has effects on the preparation and execution of the plans in order to make them operative and fit them within the current demand of tourism investors.

Moreover, economic aspects are also effective in changing aims of tourism planning. According to the research findings, tourism planning has become a tool of economic rent thus aims of tourism planning started to prioritize economic aspects by focusing on partial planning logic. In line with this statement, it is apparent that insufficient tourism policies and economic gain oriented aims caused discontinuity in tourism planning and fostered partial planning in South Antalya Tourism Area.

Another point that should be mentioned here is the change in instrument of tourism planning. Land allocation, instrument of tourism planning, is a method for tourism investors to acquire land use rights of public lands from the government provided by Tourism Encouragement Law. Research finding proved that land allocation is a significant instrument which caused the change in tourism planning from a holistic tourism planning approach into partial tourism development logic in South Antalya.

Particularly, in Göynük and Beldibi which are sub-regions having highest lands allocated to tourism investors in South Antalya Tourism Area, the research findings showed that there are 93 public lands which have been allocated for tourism purposes in the region since 1982. Only 3 of them have been allocated for T2 uses (daily use

and camping) while rests of them have been allocated for T1 uses (tourism facility area and golf). As a result of land allocations, there has been excessive tourism development along the coast and sustained pressures on South Antalya coast for development, including tourist facilities. Some of these developments have caused loss of public access to the coastal access and enjoyment.

This result supports the argument of the study which tourism planning practice prioritizes economic aspects of tourism uses while ignores leisure and social aspects of tourism uses in South Antalya Tourism Area.

As a result, two conclusions are drawn from the findings of this study.

- ***Oversimplification of Tourism:*** Oversimplifying tourism as an **income generator activity** has been the main motivation behind conceptualization and planning of tourism since 2000s. As a result, **increase in economic concerns of conceptualization and planning of tourism caused the adoption of partial planning logic by ignoring integrated and holistic tourism development policy.**

With the enactment of Tourism Encouragement Law and its instruments (land allocation) actively used after 1990s and started to affect tourism planning studies mainly in 2000s, the balance among economic, leisure and social perspectives of conceptualization and planning of tourism has changed seriously. That is, economic aspect of tourism is prioritized with plan modification while social and leisure aspects lose its importance.

In line with the legal arrangement, tourism planning with reference to definition of tourism and spatial development decisions has also changed and tourism development has been identified with the famous phrase "income generator" after 1980s. This points out the conceptual change in tourism plans as highlighted in this study. Tourism Facility Area, referring to practical concept used in tourism plans and partial spatial development represents the logic towards tourism planning in 2000s since it focuses on parcel oriented development of tourism facilities through the allocation of public land to the tourism investors.

Conceptual change has come into existence in tourism plans through plan modifications. With the help of land allocation, development of tourism facilities has been facilitated in coastal side through exceeding plan decisions of initial plan reflecting planning philosophy of 1970s.

- ***Enclaved Tourism Space:*** this study found out that **decrease in leisure and social concerns of South Antalya tourism planning has brought a new perspective for public uses of tourism: formerly areas assigned for public uses in coastal areas such as daily use, camping and forest areas are now seen as tourism development zones. Moreover, such a development has caused loss of public access to the coast. As a result, tourism development with tourism facilities has created a veritable concrete wall along the coast which produced enclaved tourism spaces.**

In case of South Antalya Tourism Area, as the present study reveals, tourism development has highly dependent on allocated tourism facilities as a result of enormous pressures of tourism investors. This situation has remained the coastline of South Antalya inaccessible for all and caused plan modifications fostering development of gated tourism spaces inconsistent with the spatial development strategy of the initial plan which proposed tourism development only in sites of Beldibi, Kızıltepe, Tekerlektepe, Güneydeniz and Çamyuva.

Moreover, the case study also revealed that daily use and camping areas assigned in the former plans in order to meet the leisure and social need of local people have been transformed into tourism facility areas in recent plans approved in 2000s. As a result, allocation of forest land for purpose of tourism establishments caused the decrease in spaces open to public. Although daily use and camping areas are proposed for the public uses of coast in the plans, this study showed that this notion towards daily use areas has changed and turned into a tool of income generating activity with plan modifications facilitating land allocation activity.

The research findings also introduced that reasons behind plan modifications are related to make the plan compatible with demand of tourism investor and allocate this public land to the investor for tourism facility area. The demand of tourism

investors obviously, lead to the inevitable *plan modification*, with a consequent increase in income for the greater surface area allocated to tourism facility area.

Departing from this result, it can be stated that land allocation instrument caused plan modifications and adopted a new conceptualization which ignore social and leisure meanings of tourism. Applying this approach to the tourism planning has resulted in the prioritizing economic perspective.

Moreover, allocation tool of tourism planning has caused of decrease in leisure and social meaning which represents public interest in tourism planning. Thus, land allocation tool has also caused loss of public meaning in tourism and failed to defend public interest in tourism planning. Instead of public interest, exclusive enlaved tourism spaces are empowered as a result of economic gain oriented tourism development.

To conclude, this study confirms **the relations between tourism land use concepts, plan modifications and land allocation**. Former tourism planning logic in 1970s has rejected the creation of merely large scale tourism establishments in the South Antalya due to their negative results such public loss to the coastline and ignoring leisure and social uses of tourism areas, proposing rather land uses suitable for small, medium and large sized tourism establishments supporting tourism for all. However, tourism planning practices after enactment of Law No.2634 and its execution in 2000s, plan modifications has been perceived as a radical tool in that it proposed higher and more privileged development rights for tourism facilities.

7.2 Rethinking Tourism Planning: Bridging Theory with Practice

Theoretical framework of the thesis discusses approaches on tourism planning based on three parts namely classical, rational and contemporary. Each approach represents the main stream economic and political structure of the world. *First approach*, known as Boosterism, derives from the need of economic development. Thus, it focuses on advertising towns and cities to foster economic development with the help of tourism development. *Second one* relates to the integrated and comprehensive planning approach in tourism planning as in urban planning theory. While classical

approach employs a form on non-planning, rational approach supports an integrated and comprehensive planning particular to tourism development such as *PASOLP (Product's Analysis Sequence) Model*, *Donald Getz's Model*, *Mill and Morrison's Approach* and *Tourism Area Life Cycle Model*. Common for rational approach is that tourism is not only an industry but also a system. *Third one* introduces a new framework for tourism planning. Thus, contemporary approach on tourism development focuses on sustainable and participatory planning approaches.

Departing from theoretical discussions, this study claims that Western oriented practices and researches dominate tourism planning approaches discussed in literature. In Western literature, contemporary approach that involves flexible, continuous, participatory and sustainable planning models in tourism has risen in current era. However, this study argued that this is not such the case for Turkey since 1980s. Tourism development and planning practices in Turkey differentiates from main stream tourism planning approaches developed in Western Countries.

One of the main contributions of this study is that there are inconsistencies in theory and practice. The case of South Antalya Tourism Area in Turkey is one of the examples to examine the inconsistency in the theoretical discussions and tourism practices.

Table 7.1 demonstrates a review of approaches to tourism development planning by comparing the theory and Turkey. In terms of the tourism planning theory, it is clearly understood that approaches have firstly moved from a historical, narrow consideration of physical requirements to more comprehensive and integrated ones which had been dominant between 1930s – 1970s. Moreover, contemporary approach on tourism planning claims that flexible, sustainable and participatory planning models has risen after 1980s and still dominant as tourism planning practice in the world. However, this is not explanatory for the case of Turkey. Tourism development and planning approach in Turkey differentiates from mainstream tourism planning approaches developed in Western countries (see Table 7.1).

Table 7.1 Tourism Planning Approaches in Theory and Turkey

	THEORY – TOURISM PLANNING APPROACHES			PRACTICE – TOURISM PLANNING IN TURKEY		
	Classical Planning Approach (end of 19 th century-1920s)	Rational Planning Approach (1930s – 1970s)	Contemporary Planning Approach (1980s – Today)	Initial Tourism Development Period (1923-1963)	State-Led Tourism Development Period (1963-1970s)	Investor Oriented Tourism Development Period (1980s – Today)
Definition of Tourism/ Approach to Tourism	Tourism is equal to leisure and recreation	Tourism is seen as an industry and economic sector.	Tourism is an activity bringing a positive experience for local people, tourism companies, the tourists	At the beginning, not considered. Towards the end of period, aware as a sector	Tourism is seen as both a social and economic tool	Tourism is easy means of economic development and tool of keeping up global trends
Approach to Tourism Planning	Boosterism Not a specialized tourism planning approach.	At the beginning, economic approach was dominant. In the midst, comprehensive and integrated approaches were dominant.	Sustainable and participatory tourism planning approaches without neglecting integrated and systematic approaches.	Not a specialized tourism planning approach.	Rational Comprehensive Planning	Piecemeal Planning
Characteristic of Tourism Development	Leisure and recreation (festivals, gambling, drinking)	Mass tourism	Lower growth in mass tourism. Emergence of alternative tourism.	Not a specialized tourism development.	Social tourism Initiation of mass tourism	Extension of mass tourism
Aim of Tourism Planning	Advertising town and cities and foster tourism	Acknowledgement of multi-dimensional aspects of tourism (economic, social, cultural ... etc.)	Sustainable tourism development with reference to environmental and social sustainability, cultural industry and participatory planning	Government initiated model investments in order to show how to design, built and operates tourism facilities.	Initiating large and integrated tourism projects	Developing priority tourism zones (TCs-CTPDRs) to sustain economic growth
Spatial Development Approach on Tourism	Not a specialized development approach for tourism	Holistic and integrated tourism development	Environment, culture and locality friendly tourism development	Not a specialized development approach for tourism	Holistic and integrated tourism development	Enclaved tourism space through land allocation

Case study of this thesis also supports the inconsistency between theory and practice. The initial plan of the tourism area, approved in 1977, was not only compatible with the mainstream tourism planning theory but also was a guideline for tourism practices. However, as this study shows, it has been subjected to modifications which have been far away current theoretical discussions during 2000s. Rather, tourism planning has reconceptualized as an instrument of meeting the demand of tourism investors and practice of economic gain through land allocation.

The dissertation also provided a critical assessment of tourism planning process in South Antalya Tourism Area in terms of its economic, institutional, environmental and planning aspects. This is achieved using research findings which aimed to reveal the successful and unsuccessful points of tourism planning process in South Antalya.

The most striking point mentioned by respondents is that planning process was once successful one but in time it has been unsuccessful. The successful points of the process are related to the quality of initial tourism plan since it is the first organized and holistic tourism project, offering planning principles and considering infrastructure. However, in time these successful points have been subjected to certain affects which changed the tourism planning process the one from successful to unsuccessful. In this context, there occurred failure in implementing initial plan decisions and managing the pressure on the coastal and agricultural areas, social aspects of the planning has disappeared and infrastructure capacity has been overused as a result of excessive tourism development.

Other unsuccessful points of tourism planning process are related to political and environmental reasons. In terms of political reasons, planning authority has failed to cope with political pressure which is one of the main reasons behind the plan modifications in the tourism area. This situation also caused to lose the term publicness in both conceptualizations and spatial development in tourism. On the other hand, tourism planning process has failed to keep the balance between the use and conservation (Table 7.2 and 7.3).

Table 7.2 Successful Points in Tourism Planning Process in South Antalya Tourism Area

	Frequency of Mention	Ratio (%)
Planning Aspect	38	69,1
First organized and holistic tourism project	14	25,5
Offering planning principles	14	25,5
Considering infrastructure	10	18,2
Economic Aspect	9	16,4
Contribution of national bed capacity	5	9,1
Land allocation	2	3,6
Promotion of Turkey	2	3,6
Institutional Aspect	5	9,1
Establishment of Union of Tourism Infrastructure Service	3	5,5
Establishment of Project Implementation Unit	2	3,6
Environmental Aspect	3	5,5
Protecting Natural Environment	3	5,5
TOTAL	55	100,0

Table 7.3 Unsuccessful Points in Tourism Planning Process in South Antalya Tourism Area

	Frequency of Mention	Ratio (%)
Planning Aspect	31	59,6
Failure in implementing initial plan decisions	15	28,8
Failure in managing the pressure on the coastal and agricultural areas	8	15,4
Disappearance of social aspects of the plan	4	7,7
Overuse of infrastructure	4	7,7
Political Aspect	9	17,3
Failure in managing political pressure	6	11,5
Failure in publicness	3	5,8
Environmental Aspect	8	15,4
Failure in balance btw use and conservation	6	11,5
Failure in agricultural activity	2	3,8
Other Issues	4	7,7
Excluding local people, failure in tourism diversity and architectural originality	4	7,7
TOTAL	52	100,0

As one of the main findings of this thesis, tourism planning process in South Antalya Tourism Area has started with an integrated and holistic logic but with the change in aims and instruments of tourism planning it has simply followed the pace dictated by

the political pressure based on economic gain and intended to meet the demand of tourism investors. Thus, initial plan has lost its implementation power and stayed as *paper exercise*.

Considering the result of this thesis, planning practice in South Antalya Tourism Area showed that planning itself is open to change. This is something ordinary because planning itself should be compatible with changing economic and political structure. However, the important thing is the content of this change which this dissertation has revealed. As case study found out, initial plan reflecting 1970s tourism planning logic has been aborted in time and stayed as *paper exercise* rather than being implemented.

In order to bridge theory and practice and not to stay plan documents as paper exercise, rethinking the tourism planning is needed. Therefore, the following discussion provides the implications of the study. It aims at presenting three interrelated recommendations based on the results of this study (Figure 7.1).

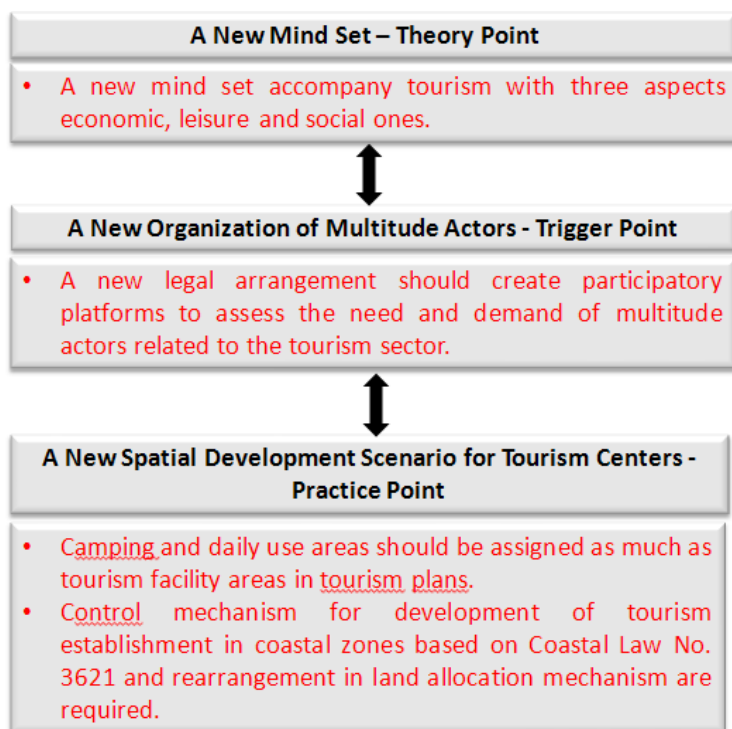


Figure 7.1 Three Interrelated Recommendations

a. A New Mind Set – Theory Point

It is a fact that planning approach itself is open to change based on economic, political and social structure. This can not be denied or planning authority can not expect that a tourism plan operate like clockwork. However, the important point here is the quality and content of the change.

As this study revealed, since 1970s tourism planning approach has not evolved in a pattern compatible with theoretical discussions in western world. Moreover, it has not followed and even not improved guidelines provided by tourism planning documents prepared based on Turkish context. Rather, the change in tourism planning approach has witnessed to malpractices employing the logic which eliminates leisure and social aspects of tourism while put a high emphasis on economic aspect. Such logic has caused current planning practice being open to primarily plan modifications serving the interest of certain group of people. Thus, as first recommendation, this study offers a new mind set in tourism planning.

A new mind set refers to set of assumptions desired to help planning authorities change their economic oriented planning logic for tourism development. In this context, deficiencies in tourism planning should be considered first. As the study showed, in case of South Antalya Tourism Area, tourism project based on holistic and integrated approach has stayed as written document in time and has employed tourism facility oriented planning practice rather than leisure and social oriented one.

To overcome such logic, planning authority should adopt a new mind set which accompanied tourism with three aspects economic, leisure and social ones. Popular motto referring “tourism as an economic tool” must be abandoned and not be an exclusive conceptualization because economic gain will not be achieved unless tourism planning considered three aspects of tourism.

In view of the partial tourism practices dominating current tourism planning approach in South Antalya Tourism Area, planning authority should embark on a change of direction towards tourism planning by designing new mind set to meet the leisure and holiday need for all instead of focusing primarily on tourism investors.

Moreover, this new mind set would not only expand economy but also integrate into the leisure and holiday need of community through designing of tourism development. This will trigger a change in tourism planning approach considering public oriented tourism development.

b. A New Organization of Multitude Actors - Trigger Point

As similar to the other types of service sector, tourism faces the challenge to position itself in current political and economic structure. Considering this fact, one of the success key in planning tourism development is the ability to involve and organize multitude actors related to tourism sector.

Departing from theoretical framework of this thesis, tourism planning practice should host principles of Community Participation Approach which highlights the importance of negotiation based on decision making process, participatory environment and satisfying results for all participating actors and society. Although theoretical discussions claim that participatory tourism planning process involving multitude actors provides more “democratic” style of planning serving the need of all society. However, the missing point of the literature is about how this mechanism can be put into practice.

Theoretically, the system of participation seems so efficient that overcomes the inequality in planning process, but in reality and case of Turkey only certain groups such as tourism investors, political actors and planning authority use the right to decide in tourism development.

In order to be effective in planning process and keep economic gain from the sector, tourism investors create mechanisms to collaborative with planning authority in an unorganized way. As a result, tourism investor has been the most powerful actor affecting decision making process of planning authority and intervening the tourism planning process in a partial way as the case study revealed. However, tourism is not under the control of only tourism investors and planning authority, multitude actors

such as local people living in tourism zones, landowners, tourists etc. are influenced from tourism development.

What should be done in considering multitude actors in tourism planning is to revise Tourism Encouragement Law. Since the Law entails Turkish Ministry of Culture and Tourism as only authority in producing tourism plans in priority zones such as Tourism Centers, Tourism Areas and Culture and Tourism Protection and Development Regions, tourism planning process is not open and sensitive the need of different actors related to the tourism sector. Such a centralized approach not only neglects multitude actors related to the tourism sector but also hampers the process of formal planning and cause partial planning.

In order to place a participatory notion, new legal arrangement should create participatory platforms to assess the need and demand of multitude actors related to the tourism sector. Moreover, tourism plans should formulate practical solutions based on tourism area pattern so that implementation of tourism plans affects the practice of local tourism development.

c. A New Spatial Development Scenario for Tourism Centers - Practice Point

In exploring spatial tourism development in Turkey, this study showed that tourism establishment representing economic aspects of tourism have overdeveloped in coastal zones situated in Tourism Centers/Areas. On the other hand, daily use and camping areas representing leisure and social aspect of tourism have reduced in practice. As a result, public concern in tourism planning has ignored and plan modifications have become palliative instrument which serve the demand of tourism investors.

Under this result, the planning authority has failed to come up with economic interest oriented demands and formulate strategies supporting holistic tourism development. Thus, two main considerations which are putting public in tourism plan and restructuring tourism centers with a comprehensive planning approach should be kept in mind in order to overcome problems face up in tourism planning practice.

These considerations imply the maintenance and enhancement of tourism taking advantage of the opportunities provided by integration of economic aspects with leisure and social ones. In line with this argument, **first tourism planning should take into consideration the question of how put public uses in tourism centers/areas.** This question is important to defend public interest in tourism planning.

It is an indisputable fact that tourism represents a viable economic sector for tourism centers located particularly in coastal zones and chooses lands and places where are not only inevitably very close to the settlements but also have been used to leisure activities by local people. Thus, some incompatibility between public uses of local people and private uses of tourist could arise.

The thing should be done is to having an aim of correcting problems resulting from economic gain oriented tourism planning approach. Thus, planning authority should consider defending public interest in tourism centers through formulating strategies and land use decisions which provide public spaces, rearranging coastline and improving public accessibility.

In terms of providing public spaces in tourism centers, camping and daily use areas should be assigned as much as tourism facility areas. Sustaining camping and daily use areas could provide a public oriented tourism development. Moreover, it could result in attraction of new groups of tourists preferring inexpensive tourism and taking into consideration of leisure need of all people.

In terms of rearranging coastline and improving public accessibility, first control mechanism for development of tourism establishment in coastal zones based on Coastal Law No. 3621 and rearrangement in land allocation mechanism are required. According to the coastal law, the second 50 m. from the sea should assigned for public uses namely daily use activities, however, in practice this is not the case. Tourism facilities use coastal zone as if these zone are continuous areas belong to their facilities.

To overcome abovementioned problem, related authority put special regulations which facilitate public circulation in the forms of pedestrian ways routing parallel to the coastline. Moreover, beach should be designed as the activity space for recreational activities led to public way of experiencing the sea.

Second consideration is related to that partial tourism planning approach could be transformed into a comprehensive one through redefining plan modification. As this study put forward, plan modification in practice refers to a change in plan decision from public uses to private uses. However, it could be redefined as a tool used to achieve tourism areas which are open to public uses, respecting local demands, directing tourism investors and protecting environment.

By doing so, it is thought that aims and instrument of tourism planning should not help development of piecemeal land development serving mass tourism; rather it should serve a holistic development considering integration with other sectors and localities. Such an approach should consider not only economic perspective but also social and leisure perspectives and respect environmental and cultural assets as supported by contemporary tourism planning approaches.

7.3 Further Research

This thesis presented a scientific approach for investigating the change in tourism planning through revealing conceptual and spatial change in this field. The findings and discussions of this thesis can be further improved with the following research fields.

This thesis focused on the voice of professionals who are participated in planning studies conducted for South Antalya Tourism Area. In order to shed a light to the studies aiming to reveal the contribution of other actors to the change in tourism planning, the research can be enhanced with the participation of local people, tourism investors and tourists. In line with this research, further studies can be conducted in other declared tourism zones such as Belek Tourism Center and Lara Kundu Culture and Tourism Protection and Development Region.

Another suggested research area is comparison studies. In this respect, using the introduced methodology in this thesis could be used in two different studies. One is related to the tourism planning practices in local municipalities in Turkey in order to compare decentralized and centralized planning process. Second is tourism planning practices in developing countries in order to develop a contextual theoretical discussion on tourism planning differing from western literature.

Additional research is required to propose a planning process for tourism development. In line with the method drawn in this thesis, researches could be applied to the tourism product, market and demand of tourist in order to understand tourism sector comprehensively and produce tourism plans which are not stay as paper exercise.

Finally, investigation of this thesis can raise awareness of planning authority and initiate change of tourism planning. That's why this thesis might contribute to the design of tourism planning process which is compatible with theoretical discussions and employing a holistic and integrated approach

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APPENDIX A

BACKGROUND INFORMATION OF RESPONDENTS

Table A.1 List of Respondents

RESPONDENTS	PERIOD	OCCUPATION	DEPARTMENT
1	2004-still	Culture &Tourism Expert	Investment - Planning Dep.
2	2004-still	Culture &Tourism Expert	Investment - Planning Dep.
3	2004-still	Culture &Tourism Expert	Investment - Planning Dep.
4	2008-still	Culture &Tourism Expert	Investment - Planning Dep.
5	2008-still	Culture &Tourism Expert	Investment - Planning Dep.
6	2004-still	Culture &Tourism Expert	Investment - Planning Dep.
7	2003-still	Culture &Tourism Expert	Investment - Planning Dep.
8	2004-still	Culture &Tourism Expert	Investment - Planning Dep.
9	2004-still	Culture &Tourism Expert	Investment - Planning Dep.
10	2001-still	City Planner	Investment - Planning Dep.
11	2004-still	Culture &Tourism Expert	Investment - Planning Dep.
12	1989-still	Architect	Investment - Planning Dep.
13	2004-still	Coordinator	Investment - Planning Dep.
14	2004-still	Head of Department	Investment - Planning Dep.
15	2001-still	Culture &Tourism Expert	Investment - Planning Dep.
16	2004-still	Culture &Tourism Expert	Investment - Planning Dep.
17	1975-1980	City Planner	South Antalya Project Team
18	1996-still	Coordinator	Investment - Planning Dep.
19	2007-still	City Planner	South Antalya Tourism Area
20	2012-still	Culture &Tourism Expert	South Antalya Tourism Area
21	2000-still	Senior Bureaucrat	Ministry of Culture Tourism
22	1988-2013	Senior Bureaucrat	Ministry of Culture Tourism
23	2005-still	Senior Bureaucrat	Ministry of Culture Tourism
24	1981-still	Coordinator	Investment - Planning Dep.
25	1969 -2003	Senior Bureaucrat	South Antalya Project Team
26	1999-still	City Planner	Project Owner
27	1975-1980	City Planner	South Antalya Project Team
28	1988-2000	Head of Department	Investment - Planning Dep.
29	1987-2000	Senior Bureaucrat	Ministry of Culture Tourism
30	1993-2009	Coordinator	ThermalandCoastal Tourism
31	1968-1994	Coordinator	South Antalya Project Team
32	1980-1989	City Planner	South Antalya Project Team
33	1975-1980	City Planner	South Antalya Project Team

APPENDIX B

QUESTIONNAIRE and IN DEPTH INTERVIEW

Anket Numarası: Anket Yapılma Tarihi:

Genel Bilgiler

Anket yapılan kişinin adı

nedir?.....

Çalıştığı yer ve çalışma

dönemi.....

A. GENEL SORULAR – TURİZM KAVRAMI VE PLANLAMASI YAKLAŞIMI:

1. Turizm kavramını nasıl tanımlarsınız?

	Tanımlıyor(1)	Kısmen Tanımlıyor (2)	Tanımlamıyor(3)
Eğlence-dinlenme ihtiyacını karşılayan bir araç (Yerel nüfusun ve turistlerin dinlenme gereksinimi karşılayan ve günübirlik, rekreasyon gibi herkesin faydalanabileceği kullanımları öneren) X1			
Ekonomik bir araç (yatak kapasitesi ve gelen turist sayısını artırarak turizm gelirlerini artıran) X2			
Sosyal bir araç (Farklı gelir gruplarına hizmet edecek konaklama çeşitliliği yaratmak, yalıtılmış konaklama tesislerini önlemek, küçük boyutlu tesisleri özendirmek ve tesislerin kapasitelerini sınırlamak)X3			

Diğer(X4).....
.....

2. Sizce turizm kavramı tanımı Türkiye’de ilk turizm planlaması çalışmalarının başladığı 1970’li yıllara göre değişti mi? (X5)

(1)Evet

(2) Hayır

3. Değişti ise bu değişimi nasıl açıklarsınız?

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.....
.....

4. Sizce, turizm kavramının değişiminde hangileri etkili oldu?

Etkili: 1, Kısmen etkili: 2, Etkisiz: 3

		1	2	3
1. Devletin turizm politikaları (X6)	()	()	()	
2. Turistlerin turizm sektöründeki talepleri (X7)	()	()	()	
3. Turizm yatırımcılarının talepleri (X8)	()	()	()	

Diğer(X9).....

5. Çalıştığınız dönemde turizm planlamasının amacı nedir?

En önemli amaç: 1, Önemli: 2, Kısmen önemli: 3, Önemsiz: 4

		1	2	3	4
1. Turist sayısını ve gelirini artırmak (X10)	()	()	()	()	
2. Yatak kapasitesini artırmak (X11)	()	()	()	()	
3. Yöre halkının eğlence ve dinlenme ihtiyacını karşılayan günübirlik, kamp vb. alanlar yaratmak (X12)	()	()	()	()	
4. Orman ve Hazine mülkiyetinde kalan alanların turizm amaçlı kullanılmasını sağlamak (X13)	()	()	()	()	
5. Birbirinden bağımsız kendi içine kapalı turizm mekanlarının oluşmasını engellemek (X14)	()	()	()	()	
6. Farklı gelir gruplarına hizmet edecek konaklama çeşitliliği yaratmak (X15)	()	()	()	()	
7. Kıyının kamusallığını ve erişilebilirliğini garanti altına almak (X16)	()	()	()	()	

Diğer(x17).....

6. Turizm plan kararlarını yönlendiren konular nelerdir?

Yönlendirici: 1, Kısmen yönlendirici: 2, Yönlendirmiyor: 3

	1	2	3
1. Devletin turizm politikaları (x18)	()	()	()
2. Turistlerin talepleri (X19)	()	()	()
3. Turizm bölgelerinde yaşayan halkın talepleri (X20)	()	()	()
4. Turizm yatırımcılarının talepleri (X21)	()	()	()

Diğer(X22).....

7. Turizm planlaması yaklaşımındaki değişimi aşağıdaki hangileri açıklamaktadır?

	Açıklıyor (1)	Kısmen Açıklıyor(2)	Açıklamıyor(3)
1970'lerde devlet turizm projelerini üreten, yöneten ve uygulayan bir role sahipken Turizmi Teşvik Kanunu sonrasında turizm yatırımcısını yönlendiren, işini kolaylaştırıcı ve teşvik eden bir role sahip olmuştur.(X23)			
Turizmi Teşvik Kanunu sonrasında turizm yatırımcısı turizm planlarını yönlendiren bir aktör rolüne sahip olmuştur. (X24)			
1970'lerde hazırlanan turizm planları ile sosyal ve ekonomik gelişimi sağlayan bir araç olarak görülürken Turizm Teşvik Kanunu sonrasında turizm planları sadece ekonomik gelişmeyi sağlayan bir araç olarak görülmeye başlanılmıştır.(X25)			
1970'lerde turizm planları her gelir grubundan yerli turiste tatil yapma imkanı vermeyi amaçlayan bir anlayıştan Turizmi Teşvik Kanunu sonrasında kitle turizmini teşvik eden bir anlayışa geçiş yapmıştır. (X26)			
1970'lerde turizm planlaması bütüncül, kapsamlı ve entegre turizm projelerinin üretilmesi anlayışına sahipken, Turizmi Teşvik Kanunu sonrasında turizm merkezlerinin tesis bazında gelişimine odaklanan parçacı gelişimini benimseyen bir anlayışa sahip olmuştur. (X27)			

GÜNEY ANTALYA TURİZM ALANINA (GATA) İLİŞKİN SORULAR:

8. GATA'nına ilişkin ilk planların hazırlanış amacını sizce aşağıdakilerden hangileri tanımlamaktadır?

(Tanımlamaktadır: 1, Kısmen tanımlamaktadır: 2, Tanımlamamaktadır: 3)

- | | 1 | 2 | 3 |
|---|-----|-----|-----|
| 1. Turizm yatırım alanları belirleyerek yatırımcıları yönlendirmek (X28) | () | () | () |
| 2. Turizm ile ülkenin ve bölgenin ekonomik gelişimine katkı sağlamak (X29) | () | () | () |
| 3. Turizm ile bölgenin sosyal gelişimine katkı sağlamak (X30) | () | () | () |
| 4. Doğal çevrenin korunması (X31) | () | () | () |
| 5. Yöre halkının eğlence ve dinlenme ihtiyacını karşılayan günübirlik, kamp vb. alanlar yaratmak(X32) | () | () | () |
| 6. Birbirinden bağımsız kendi içine kapalı turizm mekanlarının oluşmasını engellemek(X33) | () | () | () |
| 7. Kıyının kamusallığını ve erişilebilirliğini garanti altına almak (X34) | () | () | () |
| 8. Farklı gelir düzeyindeki kullanıcıların ihtiyaçlarını karşılamak üzere turistik arz çeşitliliğinin oluşturulması ve sosyal bütünleşmenin sağlanması(X35) | () | () | () |
| 9. Mal ve hizmet yönünden yakın çevreye bağımlı tesislerin geliştirilmesi(X36) | () | () | () |

Diğer(X37).....

9. Zaman içerisinde GATA'na ilişkin turizm planlamasının amacı değişti mi? (X38)

- (1)Evet (2)Hayır

**10. Evet ise; GATA'na ilişkin 2000'li yıllardan sonra hazırlanan turizm planlarının amacını aşağıdakilerden hangisi tanımlamaktadır?
(Tanımlamaktadır: 1, Kısmen tanımlamaktadır: 2, Tanımlamamaktadır: 3)**

	1	2	3
1. Yöre halkının eğlence ve dinlenme ihtiyacını karşılayan () günübirlik, kamp, yeşil alan vb. alanlarının sayısını artırmak (X39)	()	()	()
2. Orman ve Hazine mülkiyetinde kalan alanların () turizm amaçlı tahsisine olanak veren mekansal düzenlemeleri yapmak (X40)	()	()	()
3. Turizm yatırımcılarının taleplerini karşılamak (X41)	()	()	()
4. Yatak kapasitesini artırmak (X42)	()	()	()
5. Kıyının kamusallığını ve erişilebilirliğini garanti altına () alan yaya yolu, araç yolu ya da açık alan düzenlemeleri yapmak (X43)	()	()	()
6. Farklı ölçekte ve çeşitlilikte turizm tesislerinin () yapılmasına imkan vermek (X44)	()	()	()
7. Deniz-kum-güneş üçlemesine dayalı turizm anlayışını () çeşitlendirecek kullanımlara yer vermek (golf alanları, tema parkları vb. eğlence faaliyetleri)(X45)	()	()	()

11. Sizce, turizm planlarındaki amaç değişiminin nedenleri nelerdir?

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12. GATA kapsamında yapılan kamu taşınmazlarının turizm yatırımcılarına ağırlıklı olarak turizm tesis alanı amaçlı yapıldığı anlaşılmaktadır.

Tahsislerle gelişen turizm alanlarının mekânsal organizasyonunu kıyıya erişilebilirlik ve kıyının kamusal kullanımı açısından nasıl değerlendiriyorsunuz?

	Olumlu (1)	Olumsuz (2)
Turizm yatırımcısına turizm tesis alanı olarak tahsis edilerek geliştirilen kıyı gelişimi (X47)		
		
Günübirlik alan olarak tahsis edilen kıyı gelişimi (X48)		



13. GATA'nına ilişkin 1977 yılından günümüze birçok plan değişikliği yapıldığı görülmektedir. Sizce, bu değişikliklerle ilgili en dikkat çekici noktalar nelerdir?

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Turizm Tesis Alanı Kavramı

14. GATA planları incelendiğinde 1977 yılında hazırlanan ilk planda "Organize turizm gelişim alanı" olarak başlayan plan kararının günümüzde "turizm tesis alanı" plan kararına dönüştüğü görülmektedir.

-Organize turizm gelişim alanı; mekânsal organizasyonu tanımlayan bir kavramdır (Turizm gelişimini belli kesimlerde izin veren, Çevre denetimine imkan tanıyan, farklı büyüklükte konaklama tesislerini içeren, tesisi bazında değil alansal bazda gelişime önem veren)

-**Turizm tesis alanı**; tesis bazında gelişimi tanımlayan bir kavramdır (Turizm işletmesi faaliyetinin yapıldığı tesisleri ve bunların ayrıntıları ile tamamlayıcı unsurlarını tanımlamaktadır).

14.1 Bu kavramsal değişimin nedenini aşağıdakilerden hangileri açıklamaktadır?

	Açıklıyor (1)	Kısmen Açıklıyor (2)	Açıklamıyor (3)
Düzenli bir çevre gelişiminin oluşmasını sağlamak (X49)			
Mekanın organize bir şekilde gelişimini sağlamak (X50)			
Farklı tür ve sınıfta konaklama tesislerinin gerçekleşmesine imkan sağlamak (X51)			
Turizm tesislerinin kendi içine kapalı gelişimini engellemek (X52)			
Farklı gelir gruplarına hizmet edecek konaklama çeşitliliği yaratmak (X53)			
Turizm alanları içerisinde kıyıya serbest geçiş sağlayacak kamuya açık alanlar ve yollar yaratmak (X54)			
Turizm yatırımcısına kamu mülkiyetlerinin tahsis edilmesi (X55)			
Kendi içine kapalı turizm alanları yaratarak kitle turizmini özendirmek (X56)			
Kıyının konaklama tesisleri ile bütünlüğünü sağlayarak kamusal kullanımını sınırlandırmak (X57)			

Diğer
(X58).....

Günübirlik Kavramı

15. Günübirlik kavramını nasıl tanımlamaktasınız? (X59)

- (1) Yerel nüfusun eğlenme dinlenme gereksinimi karşılayan, yer yer otel tipi konaklamaların devamlılığını engelleyen, kıyının tek bir yatırımcı tarafından bloke edilmesini önleyen ve yerleşmelerin plajlara doğru denetimli açılımını sağlayan alanlardır.
- (2) Yeme-içme, dinlenme, eğlence ve spor imkanlarından birkaçını günübirlik olarak sağlayan, konaklama yapılmayan tesislerdir.
- (3) Diğer.....

16. GATA planları incelendiğinde 1977 yılından günümüze kadar hazırlanan planlarda Günübirlik alanların zamana içerisinde Turizm Tesis Alanı kullanım kararına dönüştüğü gözlenmektedir. Sizce, bu değişimin nedenleri nelerdir?

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Kamp Kavramı

17. GATA planları incelendiğinde 1977 yılından günümüze kadar hazırlanan planlarda kamp kullanım kararı zaman içerisinde plan kararlarından çıkarıldığı görülmektedir. Bunun nedeni sizce nedir?

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Golf Alanı

18. GATA planları incelendiğinde 1977 yılından günümüze kadar hazırlanan planlarda özellikle plan değişiklikleri ile golf alanları planlandığı görülmektedir. Bunun nedeni sizce nedir?

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19. GATA'nın turizm planlamasının;

Başarılı bulduğunuz noktaları:

.....
.....
.....

Başarısız bulduğunuz noktaları:

.....
.....
.....

GÜNEY ANTALYA TURİZM GELİŞİM ALANI ALT BÖLGELERE İLİŞKİN SORULAR:

20. Göynük ve Beldibi'nde yapılan plan değişiklikleri ile GB alanların TTA kullanımına dönüştürüldüğü görülmektedir. Bu kararın nedenini açıkla mısınız?

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21. Göynük'de ilk planda herhangi bir konaklama önerilmezken. Plan değişiklikleri ile TTA alanları oluşturuluyor. Bu kararın nedenini açıkla mısınız?

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22. Kemer ilk planda servis kenti olarak önerilirken plan değişiklikleri ile ağırlıklı yerleşim ve konaklama alanına dönüşmüştür. Bu kararın nedenini açıkla mısınız?

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23. Kemer'de plan değişiklikleri ile kamp alanı TTA'ya dönüştürülmüştür. Bu kararın nedenini açıkla mısınız?

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24. Kızıltepe (Göynük güneyi), Tekerlektepe (Göynük güneyi), Kemer, Çamyuva ve Tekirova sadece plaj alanları korunmak kaydıyla turizm gelişim alanı olarak belirlenmiştir. Ancak plan değişiklikleri ile bu kararlar aşılmış ve sahil boyunca turizm gelişimi olmuştur. Bu kararın nedenini açıkla mısınız?

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25. Tekirova'da kıyının tamamen mevcut tesisler tarafından kapatılması sonucunda kıyının erişilebilirliğinde sıkıntılar yaşanmaktadır. Bu durum plan kararları ile nasıl aşılmaya çalışıldı?

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.....
.....

VITA

PERSONAL INFORMATION

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EDUCATION

Degree	Institution	Year of Graduation
MS	METU Regional Planning	2009
BS	METU City and Regional Planning	2007
High School	Hacı Ömer Tarman Anatolian High School	2002

WORK EXPERIENCE

Year	Place	Enrollment
2012-Present	T.C Ministry of Culture and Tourism	Expert
2008- 2012	T.C Ministry of Culture and Tourism	Ass. Expert
2007-2008	METU-MATPUM	Project Assistant
2006-2008	METU Department of City and Regional Planning	Assistant Student

FOREIGN LANGUAGES

Advanced English

PUBLICATIONS

1.Barın E., Penpecioğlu, M. "Turizm Merkezlerinde Herkes İçin Planla(ma): Antalya Belek Turizm Merkezinde Kamu Mülklerinin Özel Kullanıma Dönüşümünün Düşündürdükleri" 7th Urbanism Congress, UCTEA Chamber of City Planners and Yıldız Technical University, İstanbul, 14-16 November 2011.

2. Barın E., Penpecioğlu, M. " Kentsel Endüstriyel Yeniden Yapılanma ve Denizli: Kazananlar ve Kaybedenler Üzerinden Bir Yerel Kalkınma Öyküsünü Yorumlamak" 32nd World City Planners Day, İstanbul, 6-8 November 2008.

HOBBIES

Spinning, Pilates, Tennis, Swimming, Dancing, Music