

**NETWORK GOVERNANCE MODEL
IN TOURISM ADMINISTRATION: A CASE OF TURKEY**

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**NETWORK GOVERNANCE MODEL
IN TOURISM ADMINISTRATION: A CASE OF TURKEY**

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ABSTRACT

NETWORK GOVERNANCE MODEL IN TOURISM ADMINISTRATION: A CASE OF TURKEY

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The research question of this thesis is “How concepts derived from policy networks and network governance theories can be used to analyse the roles, activities and interactions of government, corporate and pressure group stakeholders engaged in tourism policy, planning and management?” And “is it possible to use network governance model in tourism policy making process of Turkey?”.

In this thesis, it is asserted that, in making of tourism policy, network governance model - in which policy formulation is realized by complex web of interactions between a diversity of public and private sector actors and agencies, rather than traditional political structures, such as political parties and government agencies etc.- can be benefitted to cope with this multidimensional nature of tourism sector.

In that sense, it will be claimed in this thesis that, network governance model can be useful and applicable approach to tourism policy domain for determining the actors in different sectors, understanding the complex nature of relationships between

them and to enable the sustainability of tourism in the country. Moreover, this thesis aimed at to show that network governance model might be an alternative for Turkish tourism sector.

In this regard, this thesis aimed at to provide solutions for administrative reformation in tourism since it is believed that, well-established, well-structured and well-functioning tourism policy-making mechanism, which includes the cooperation between government agencies, tourism investors, NGOs and public will bring direct and indirect benefits to the general economic and social development of Turkey.

Keywords: Tourism, Tourism Administration, Network Governance, Governance

ÖZ

TURİZM İDARESİNDE AĞ YÖNETİŞİMİ MODELİ: TÜRKİYE ÖRNEĞİ

Ateş Özalp, Sema

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Bu tezin ana sorunsalı turizm politikaları, planlaması ve idaresinde yer alan hükümet organları, özel sektör kuruluşları ve baskı gruplarının rollerini, sorumluluklarını ve etkileşimlerini anlamakta siyasa ağları ve ağ yönetişimi kuramlarında yer alan temaların nasıl kullanılabileceğini göstermek ve ağ yönetişimi kuramının Türkiye'de turizm politikalarının oluşturulmasında kullanılmasının mümkün olup olmadığını çözümlenmeye çalışmaktır.

Bu tezde, çok paydaşlı bir sektör olan turizm alanında politikaların oluşturulmasında geleneksel hiyerarşik süreçlerden farklı olarak, kamu kurumları ve özel sektör aktörleri arasındaki karmaşık ilişkiler ağına dayanmakta olan ağ yönetişimi yaklaşımının bir alternatif olarak faydalanılabileceği vurgulanmaktadır.

Bu bağlamda, bu tezde, ağ yönetişimi yaklaşımının, farklı sektörlerdeki paydaşları belirlemek, paydaşlar arasındaki karmaşık ilişkileri anlayabilmek, ve turizmin sürdürülebilirliğini sağlayabilmek adına, turizm politikaları alanında faydalı ve uygulanabilir bir bakış açısı olduğu belirtilmektedir.

Bu kapsamda, bu tezde turizm idaresi alanında bir yönetsel reforma ihtiyaç duyulduđu savunulmakta ve bu reform için çözüm önerileri sıralanmaktadır. Bu tez, etkin biçimde yapılandırılmış ve iyi işleyen turizm politikaları üretme mekanizmalarının Türkiye'nin genel ekonomik ve sosyal gelişimine doğrudan ve dolaylı biçimde katkıları olacağını göstermeyi amaçlamaktadır. Bu çerçevede, bu tez, kamu kurumları, turizm yatırımcıları, STK'lar arasındaki işbirliğinin geliştirilmesinin gerekli olduğu ve bu tür bir işbirliği sonucunda turizmin ulusal çıkarlara katkısının artacağını öngörmektedir.

Anahtar Kelimeler: Turizm, Turizm İdaresi, Ağ Yönetiřimi, Yönetiřim

To Dođukan

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LIST OF ABBREVIATIONS

AEA	Association of European Airlines
AIT	Alliance International du Tourisme
ASTOI	Association for Italian Tour Operators
ASSOTRAVEL	National Travel Agencies and Tourism Association
ASSOVIAGGI	Italian Travel Agencies and Tourism Association
ATAK	Mediterranean, Aegean Tourism Infrastructure Coastal Management
BDDK	Banking Regulation and Supervision Agency
BETUYAB	Belek Tourism Investors Union
CTC	City Tourism Councils
CTCDR	Culture and Tourism Conservation and Development Regions
CTO	The Caribbean Tourist Organization
ENIT	Ente Nazionale per il Turismo
EU	European Union
ETC	European Travel Commission
FIAVET	Federation of Italian Tourism Entrepreneurs
GATAB	South Antalya Tourism Development and Infrastructure Operation Union
GATT	General Agreement on Tariffs and Trade
GDP	Gross Domestic Product
IATA	International Air Transport Association
ICC	International Chamber of Commerce
ICOTT	International Congress of Official Tourist Traffic Associations
IHA	International Hotel Association
IMF	International Monetary Fund
IUOTO	International Union of Official Travel Organizations
IRU	International Road Transport Union

KAYA	Public Administration Research Project
MEHTAP	Central Government Research Project
MoCT	Ministry of Culture and Tourism
NAFTA	North American Free Trade Agreement
NGO	Non-Governmental Organization
NPM	New Public Management
NTO	National Tourism Organization
OEEC	Organization for European Economic Co-operation
OECD	Organization for Economic Cooperation and Development
PATA	The Pacific Area Travel Association
RTÜK	Radio and Television Supreme Council
TESK	Confederation of Turkish Tradesmen and Craftsmen
TİSK	Confederation of Turkish Employers Association
DMO	Tourism Network Governance Organizations
TOBB	The Union of Chambers and Commodity Exchanges of Turkey
TTS-2023	Turkey Tourism Strategy-2023
TURESPANNA	Spain National Tourism Institute related to Ministry of Industry, Tourism and Trade
TUREM	Tourism Education Centre
TÜRK-İŞ	Confederation of Turkish Employees Association
TÜROB	Turkish Hotels and Investors Association
TÜRSAB	Association of Turkish Travel Agencies
TZOB	Turkish Agriculture Chambers Union
UFTAA	Universal Federation of Travel Agents Associations
UIL	International Union of Railways
UN	United Nations
UNDP	United Nations Development Program
UNWTO	United Nations World Tourism Organization
UK	United Kingdom

US	United States
WB	World Bank
WTO	World Trade Organization
WTTC	World Travel and Tourism Council

CHAPTER I

INTRODUCTION

1.1. Statement of the Problem

As a typical and generally agreed upon definition “tourism is the whole of relations and events involving the travel and accommodation of people outside their permanent work places and/or domiciles”¹. Tourism, according to the data of United Nations World Tourism Organization (UNWTO)², is growing at an average rate of 6,8 % per year since 1950s, so it is accepted as one of the fastest developing industry in the world.

Tourism is regarded as the one of the most important industry of the 21st century due to its contribution to the national economy and economic growth through its direct income and multiplier effects to other sectors in the country such as construction, transportation, textiles, agriculture, and fishery. In this sense, countries with rich natural, historical, and cultural attractiveness have opportunity to use the tourism industry for economic growth and prosperity.

Although there are, some theories on the negative economic effects of tourism³ there are many empirical evidence show the positive relationship between the development of tourism and economic growth, such as case of Spain.⁴ In similar

¹ Ministry of Tourism, General Directorate of Investments. *Report on Tourism Investment Opportunities and Procedures in Turkey*. Ankara: Turizm Bakanlığı Publications. 2000. p.4

² “Historical Perspective of World Tourism”, United Nations World Tourism Organization <http://www.unwto.org/facts/eng/historical.htm>, <accessed on 12.02.2008>

³ Nowak et al., "Tourism, Trade and Domestic welfare", *Pacific Economic Review*, (2003):255-256.

⁴ L Balaguer and M. Cantavella-Jorda., “Tourism as a long-run economic growth factor: The Spanish Case.” *Applied Economics*. 34,(2002):877-884.

vein, in studies such as, Yildirim and Ocal (2004)⁵; Akan and Isik (2009)⁶, verify a positive relationship between growth and tourism in Turkish case as well.⁷

However to enable the sound development of tourism in any country, formation of a well-defined tourism policy -which can be defined as a kind of guideline to determine the specific objectives and actions that need to be realized to reach the certain goals- is needed. However, the approaches with regard to making of tourism policy are widely discussed issue in the literature. Should state get involved into tourism policy making process or not? If so, how should it be involved? Therefore, the body that should be responsible from tourism policy making is still a central question in the literature.

Opponents of state involvement in tourism have several reasons. They claim that state involvement in tourism development benefits private sector more than public interest. They argue that tourism is not a state responsibility, but an opportunity for commercial agents, moreover they assert that tourism as a private sector will develop regardless of state support, and they consider support to tourism development to be a cost just like health and education costs, so they claim that “the growing climate of liberalization...the belief in market forces and privatization has encouraged governments to reduce...their role in...”⁸ tourism policy making process.

On the other hand, supporters of state involvement in tourism development consider tourism as a significant opportunity for economic development of country, and as a

⁵ Yildirim, J., and Öcal N., “Tourism and Economic Growth in Turkey”, Gazi Üniversitesi, İİBF, İktisat Bölümü, *Ekonomik Yaklaşımlar Dergisi*, Güz (2004):131-141.

⁶ Yusuf AKAN and Cem IŞIK, “Yabancı Ziyaretçi Harcamalarının Ekonomik Büyümeye Etkisi (1970 – 2007)”, *Anatolia: Turizm Araştırmaları Dergisi* 20(2), 2009: 197-203.

⁷ Ümmühan Gökovaı, “Contribution of Tourism to Economic Growth in Turkey”, *Anatolia: International Journal of Tourism and Hospitality Research* 21(1) (2010): 140.

⁸ “Tourism Policy and International Tourism in OECD Countries”, OECD Publication, 1993, p. 13.

source of revenue, that benefits all state residents to some extent. Public authorities have the responsibility over many policy domains that are influential over tourism development, such as spatial planning, environmental protection, cultural heritage, infrastructural development, fiscal policies, education policies, transport policies, labor policies etc. So, that none of the private sector agent or NGO may create positive difference in tourism development without the help of public coordination. World Tourism Organization (WTO) also emphasize the importance of public authorities, noting, “the tourism industry is very fragmented. It is difficult for the individual actions of many micro and small businesses to make a positive difference, and coordination is required.”⁹

International organizations such as United Nations and World Tourism Organization etc. have formulated a series of recommendations for public authorities they recommend that “irrespective of the location of tourism within government . . . there should be a formal structure and process for inter-ministerial coordination on tourism. . . . In addition, ministries may collaborate to support or implement specific initiatives. . . . It is helpful if such collaborative structures, agreements and actions are formalized by protocols or memoranda of understanding”.¹⁰ Moreover, for the purpose of realization of the policy objectives this coordination is also needed in the implementation stage.

However, government’ level of involvement may change according to the attitude towards tourism industry and political, economic or legislative system in the country. That is if government attributes more importance to the tourism industry, than the level of its involvement into policymaking will be higher. For example in Turkish case tourism policies before 80s were more state-centered but with the liberalization movement of the mid-1980s and with the maturation of the private

⁹ *Making Tourism More Sustainable: A Guide for Policy Makers*, United Nations Environment Programme (UNEP) and United Nations World Tourism Organization (UNWTO). 2005, p.3.

¹⁰ UNEP and WTO, 52.

sector and their capabilities, tourism policies became less state centric in the country.

According to Mill and Morrison governments that are involved into tourism policy making process generally carries the below mentioned functions:

Coordinating is one of the function of state involvement in tourism. Providing coordination among public authorities, private sector and nongovernmental organizations is accepted as the role of state for effective implementation of tourism policies.

Planning is another reason for the public sector involvement into the tourism policies. The need for preparation of strategic plans and projections on the general development of tourism requires the government involvement into this process.

Another role of government in tourism policymaking process is its traditional role of *legislator*, which includes preparation of regulations like visa requirements, restrictions for the protection of resources etc.

The other role of government is its *entrepreneur* role; which includes providing proper conditions and sometimes making investments in the sector, especially in early phase of tourism development.

The other mostly mentioned role of government is its role as *stimulator* to encourage the investors, by providing financial incentives, like tax cuts, low interest rates etc.

Protection of nature and culture is other reason for governmental involvement into the tourism policies.

At this point, the authority that prepares and develops tourism policies is an important element. Generally, the tourism policies of countries are prepared, developed and implemented by the national tourism organizations. The structure role and function of these organizations vary from one country to the other. Mill and Morrison define three types of national tourism organization in the world scale.

The *first type* of tourism organization may be governmental body such as independent ministry, or state secretariat.¹¹

The *second type* of national tourism organization is “quasi-public government funded corporation, board or authority, such as British Tourist Authority.”¹²

The *third type* of official tourism organization is an independent private body, such as the Japan Tourist Association.”¹³

The role and function of these tourism organizations will depend on the governmental status given to it. Mostly in liberal-capitalist economies role of national tourism organization in tourism policies will be limited, and can only function as an advisory body. This is because as we know role of state in liberal capitalist economies is generally limited with formation of regulations and legislations. However, in closed economic systems governments may actively involve into the tourism policy making, such as owning and managing touristic facilities. In addition, “developing countries that lack private industry capital and expertise...”¹⁴ need state support for ensuring the proper functioning of tourism

¹¹ R. C. Mill and A. M. Morrison 251-252.

¹² R. C. Mill and A. M. Morrison, 252.

¹³ R. C. Mill and A. M. Morrison, 252.

¹⁴ R. C. Mill and A. M. Morrison, 252.

system, like the case of Turkey before 1980s-as a country of transition from closed economy to liberal capitalist economy.

In this framework, in the studies conducted by UNWTO and OECD it is asserted that there are four stages of state involvement into the tourism policymaking. In the *first stage*, national tourism organizations have broad responsibilities with regard to all tourism activities, since in this stage tourism is accepted as the source of foreign currency the major goal attributed to NTOs is bringing the hard currency into country, that is why NTOs are responsible from not only promotion, marketing and planning but also implementation of the policy. In this stage NTOs are owners of hotel, travel agency tour operator etc.¹⁵ In the *second stage*, the role of state diminish to the incentive provider; in the *third stage*, state is responsible from protection of the consumer and international position of the country in the tourism pie. Finally, in the *last stage* state becomes a coordinator among different parties for the tourism development it "...assists and supports rather than leads and tries to fill the "gaps" left by the private sector depending on the extent, effectiveness and viability of this sector."¹⁶ Inferentially national tourism organizations started to transfer some of its responsibilities to the private sector, NGOs and local authorities and tourism system begin to decentralize. However, it should be mentioned that there are no clear boundaries between these stages, they may exist together.

This aforementioned final stage is accepted as the new trend for the tourism industry by the international organizations. In this current approach "tourism has become a multi faced, complex and inter-disciplinary industry"¹⁷ As a result national tourism organizations started to work with several other ministries related with tourism

¹⁵Korel Göymen, "Tourism and Governance in Turkey: From State-Sponsored Development to Public Private Corporation". Bilkent Turizm Forumu Bildirileri. (Ankara,1997) 19.

¹⁶ Göymen, 19.

¹⁷ Göymen, 18.

policy making and implementation; especially in the issues of transportation, environment, culture, etc.

In this context, in making of tourism policy, network governance model has increasingly been used to identify key actors in policy decisions within a tourism policy domain since policy network theory, can explain the complexity of the policy arena and the multidimensional nature of tourism sector. Through this approach, policy formulation is realized by network relations, rather than traditional political structures, such as political parties and government agencies etc. So that the use of networks as a framework for the analysis of tourism planning and policy making enable to analyze how “policy emerges from a complex web of interactions between a diversity of public and private sector actors and agencies”¹⁸

“According to the Organization for Economic Cooperation and Development (OECD) Tourism Committee more governments are creating mechanisms for consultation and/or partnership with private sector.”¹⁹ In accordance with this new conception of tourism administration many countries have restructured their national tourism organizations’ like Spain, USA, Canada, Greece etc., most of the OECD countries started to partially privatize the units of national offices responsible from, promotion and marketing.

When it comes to analysis of case of Turkey, it is widely known that, public administration system in Turkey is strongly centralized. In parallel with this situation the main weaknesses of the tourism development in Turkey are;

...a lack of flexibility and decentralization, lack of comprehensiveness and integration, lack of community perspective, being guided by an industry dominated actors such as international tour operators, multinational companies, main domestic business

¹⁸ Meredith Wray, “Policy Communities, Networks and Issue Cycles in Tourism Destination Systems” *Journal of Sustainable Tourism* 17(6) (2009):677.

¹⁹ K. Göymen, 18.

interests and central government and, lack of stability, co-ordination and co-operation.²⁰

Just like in many other developing countries, it was the state that took the lead in developing Turkish tourism. “In the import substitution period, it chose tourism as one of the industrial key sectors of national economic growth and made it part of five-year development plans.”²¹ In this regard state established Ministry of Tourism to conduct the planned tourism growth in the country by determining tourism lands, and growth poles and certifying operations. In similar vein,

To stimulate tourism growth, the central state began to organize tourism business interests by setting up tourism associations at the national and local level....membership of these associations is obligatory...later(some of) these associations became involved in implementing the state’s tourism policy.²²

Currently, Ministry of Culture and Tourism is still the main authority of tourism administration in key areas such as land planning, authorization of investment, certification of the accommodation facilities, promotion and marketing etc. However, in last two decades, sectorial growth has reached such a point that today it is impossible to govern the tourism sector from one center. In that sense since the end of 1990s Ministry tried to adopt its role to the national and global dynamics such as developing tourism projects in cooperation with private sector and NGO’s in some destinations like Antalya. Indeed, encouragement of local networks in tourism development shows the state’s willingness to devote some of its authorities, creation of “tourism infrastructure service unions” in 2007 in accordance with the global decentralization trends is one example of this willingness. Moreover, local solutions

²⁰ Hilal Erkuş-Öztürk, (2010) “Planning of Tourism Development: The Case of Antalya”, *Anatolia: An International Journal of Tourism and Hospitality Research*. 21(1): 110.

²¹ Hilal Erkuş Öztürk & Pieter Terhorst (2012) “Two micro models of tourism capitalism and the (re)scaling of state-business Relations”, *Tourism Geographies: An International Journal of Tourism Space, Place and Environment*, (14):3: 511.

²² Hilal Erkuş Öztürk & Pieter Terhorst (2012), p.512.

started to be supported by the central government as in the case of BETUYAB as public private cooperation model and case of GATAB as semi-public association.

So that, in spite of highly central structure of Turkish public administration system Ministry in last two decades encourages the participative mechanisms in tourism policy making, in this respect, this thesis claimed that the willingness of ministry in participative tourism policy making and collective actions of sectorial actors can be utilized in creating a new model of policy making in tourism. In that sense, although tourism is highly competitive sector, actually it requires the sectoral actors to cooperate in many areas, since through the exercise of such a collective power over the central government sectoral actors make their voices to be heard by the central government. Moreover, in such a competitive environment developing local, national and global networks between government, private sector and NGOs is crucial for tourism since, these networks composed of all stakeholders might have the ability of preparing creative solutions for attracting demand for the survival of the tourism regions.

In this regard, in making of sustainable tourism policy, an approach based on the continuous, non-hierarchical, horizontal network connections between all the stakeholders is required. In that sense, this thesis will claim that, that network governance model might be an alternative for Turkish tourism sector to better articulate to global economy and such an outlook will encourage the policy makers to reform existin tourism administration system in Turkey.

1.2. Objective of the Dissertation

The research question in this thesis is “How concepts derived from policy networks and network governance theories can be used to analyse the roles, activities and interactions of government, corporate and pressure group stakeholders engaged in

tourism policy, planning and management?” And “is it possible to use network governance model in tourism policy making process of Turkey?”.

To reach this main objective, this thesis will focus on several issues, it will attempt:

- a) to analyse policy making process and born and evolution of network governance model,
- b) to analyze the concept of tourism policy, and question of who has competences for tourism policymaking at national level,
- c) to make comprehensive diagnosis of tourism policy making process in Turkey, from 1930s to onwards,
- d) to analyze role and function of Ministry of Culture and Tourism in the policy making mechanism,
- e) to analyse the relationship between the national tourism organization and local and nongovernmental organizations.
- f) To analyze how should competences be shared and best organized, and which policy instrument types should be involved.
- g) To draw a proposal, based on the best practices of tourism policymaking mechanisms, for the reformation of existing national tourism organization.

1.3. Methodology

The research methods used for this study is the literature review. This analysis included,

- a) Use of secondary sources, such as development plans, public administration reform documents, governmental policies, laws and other regulatory legal texts relevant to tourism development,
- b) Use of scholarly literature like, relevant articles, books and other materials addressing the network governance and tourism issue.

1.4. Potential Contribution

Linda K. Richter mentions in her article, “tourism’s importance to state economies is not widely understood or studied. A survey of articles in six leading public administration and policy journals found no article at all dealing with travel/tourism researches.”²³ In similar vein, database research regarding to the academic studies on the issue of tourism in Turkey, it is remarkable that, PhD thesis focusing on the issue of tourism policymaking process in Turkish case and the role of Ministry of Culture and Tourism is relatively small in number.

So that, with regard to this ignorance of tourism policies in the field of public administration, this thesis intends to fill this gap for the case of Turkey and aimed to encourage tourism policy makers to think about the alternative ways for improving the efficiency of tourism policies and to stimulate tourism policy makers further think on the network governance model and implementation of this model to the Turkish tourism administration system.

1.5. Organization of the Thesis

This thesis will be composed of seven chapters:

Following the “Introduction”, Chapter II is aimed to discover the issue of policymaking and public policy making process. In that sense first of all, definition of policy will be explored, after that concept of public policy will be discussed in terms of types of public policy, contexts, rationales for making public policy, official and unofficial actors participated to it and finally policy process models which brings us from the angle of ‘who makes policy’ to ‘who participates in the policy processes’.

²³ Linda K. Richter, “State Sponsored Tourism: A Growth Field for Public Administration?”, *Public Administration Review*, 6(6), (1985):832.

In Chapter III, first the emergence of governance concept and born and evolution of the network governance model will be focused on. Moreover the conditions that paved way to the governance and network governance understanding will be summarized; for the better understanding of the concept. Then implementation of network governance will be analyzed in terms of, designing the network, accountability dimension in network governance, building the capacity for network governance, network management through metagovernance etc.

Chapter IV analyzes the tourism and tourism policy concept. In this context, basic components of tourism and benefits and costs of tourism will be analyzed first. Then tourism and public policy will be focused on through analysis of issues such as, the role of government in tourism, the rationales for state intervention into tourism, forms of state organizations in tourism and structure, role and function of national tourism organizations. Lastly, public-private partnership in tourism policy making will be analyzed in terms of its benefits and potential difficulties

Chapter V will shed the light on, development process of tourism in Turkey. In this context, organizational model for tourism administration will be analyzed in historical method starting from pre-planning period (before 1963) until today. Moreover, current role and structure of MoCT will be analyzed and role of local authorities will be presented. In this regard, case of South Antalya Tourism Development and Infrastructure Operation Union (GATAB) and Belek Tourism Investors Union (BETUYAB) as public-private partnership will be presented.

Chapter VI sheds the light on the possibility of creating a new administration model based on network governance understanding. In this context, first global tendency towards network governance understanding in tourism administration will be presented by analyzing the case of Spain and Italy. Then two pillars of the proposed model of this thesis will be discussed first the proposal of establishment of “Regulatory Tourism Authority” will be analyzed in detail; secondly empowerment

of local tourism administration through “Destination Management Organizations” will be discussed.

In conclusion, part, the main issues of this thesis will be wrapped up and conclusions and recommendations regarding to the policy-making mechanisms in Turkish tourism system will be put forward.

CHAPTER II

ANALYSIS OF PUBLIC POLICY MAKING

In this chapter, it is aimed to discover the issue of policymaking and public policy making process. In that sense first of all, definition of policy will be explored, after that concept of public policy will be discussed in terms of types of public policy, contexts, rationales for making public policy, official and unofficial actors participated to it and finally policy process models which brings us from the angle of 'who makes policy' to 'who participates in the policy processes'. Then transition of classical public policy making approaches to contemporary policymaking understanding will be analyzed and network governance will be explored.

2.1. Definition of Policy Concept

As a widely used concept the term policy has several meanings, in very general sense the concept of policy refers to the way, the process or the framework through which people are governed. Semantically 'politics', 'policy', 'polity' and 'police' are all have the same root - the 'polis' - which means the city-state of ancient Greece, when the word policy emerged it referred to whole system of governance. However over time different usages of the word appeared and the word started to further distinguished from 'politics'. Policy and politics as two distinct terms have different connotations as; policy focuses on the outcomes but politics focuses on the process, policy is neutral and detached concept whereas politics is a partisan act, however although it is possible to separate two terms in theory, in practice this is not possible.²⁴

²⁴ H. K. Colebatch, *Policy* (New York: Open University Pres, 2002), 68.

Anne Schneider and Helen Ingram provides the definition of policy as follow: “Policies are revealed through texts, practices, symbols, and discourses that define and deliver values including goods and services as well as regulations, income, status, and other positively or negatively valued attributes.”²⁵ So according to this definition, policy cannot be defined merely as laws or regulations; policy is continually made by the implementers through making decisions.

According to H. K. Colebatch the idea of policy leans on 3 main assumptions which are instrumentality, hierarchy and coherence.²⁶ The first assumption instrumentality refers to the envisaging of organization (public or private) as a device for achieving certain objectives, which may change over time. The second assumption hierarchy refers that the determination of the decision in any organization formed up by the choices of authority in charge. “So the policy process is concerned with securing the endorsement of a single course of action.”²⁷ The third assumption relevant to the aforementioned ones, is coherence, which means the actions undertaken fit together and form an organized whole to be entitled as policy.

On the other hand, there are several different definitions with regard to the issue of public policy. According to Thomas Birkland the most derived definitions of public policy can be listed as follow:

The policy is made in the ‘public’s name, policy is generally made or initiated by government, policy is interpreted and implemented by public and private actors, policy is what the government intends to do, policy is what the government chooses not to do.²⁸

It is obvious that reaching a common definition of public policy is very difficult, however all variants of these definitions are agreed on one fact that, public policy

²⁵ Thomas A. Birkland, *An Introduction to the Policy Process* (New York: M.E. Sharpe, Inc., 2005), 18.

²⁶ H. K. Colebatch, 8.

²⁷ H. K. Colebatch, p.9.

²⁸ Thomas A. Birkland, 17.

making is about 'public'. That is it affects the whole segments of society in general in contrast to private decisions, this is the main reason of the fact that the policies adopted by government creates controversy and sometimes frustration all over the society. Public policy is very much related with the issue of public interest since it influences the lives of all members of the society.

Among many definitions of public policy, the most general one can be put forward as "...a course of government action (or inaction) taken in response to social problems. Social problems are conditions the public widely perceives to be unacceptable and therefore requiring intervention."²⁹ The existing problem could be solved by the government, by the private sector, by the nongovernmental organizations, or in cooperation with them. Formation of public policy aimed at to promote the public's welfare or common good. To provide the common good public policy can be in shape of legal regulations or direct payments, such as agricultural subsidies for farmers sustain long-term individual and collective well-being. According to Charles O. Jones to understand better the public policy one need to separate various elements of it,

...which include intentions (the purpose of government action), goals (the stated ends to be achieved), plans or proposals (the means for achieving goals), programs (the authorizes means for pursuing goals), decisions or choices (specific actions that are taken to set goals, develop plans, and implement and evaluate programs), and effects (the effects that programs have on society whether intended or unintended).³⁰

Determination of public policy also reflects the societal values and conflict between the values.

...David Easton (1965) captured this view in his frequently quoted observation that politics is 'the authoritative allocation of values for a society.' What Easton means is that the "actions of policymakers can

²⁹ Michael E. Kraft and Scott R. Furlong, *Public Policy* (Washington D.C.:CQ Pres, 2004), 4.

³⁰ Michael E. Kraft and Scott R. Furlong, 8.

determine definitely and with the force of law which society's different and sometimes conflicting values will prevail.³¹

Political scientists use some theories and models in explaining the nature of public policy making. The most common are elite theory, group theory, institutional theory, rational choice theory, and political systems theory and policy process model. Each offers a different perspective on the principal determinants of decision making within government.

Elite Theory: It focuses on the influence of governing elite in public policy making process. According to the theory, “the values and preferences of the general public are less influential in shaping public policy than those of a smaller, unrepresentative group of people or elites.”³² This group of elites can be from variety of sectors, they can be from business world, or media, or influential ideological leaders in the society like academics, policy analysts etc. In short, elite theory focuses on the role of elite leadership in public policy making process.³³

Group Theory: It sees public policy as the product of a continuous struggle among organized interest groups. In contrast to elite theory, group theory assumes that power is shared among interest groups in the system, and each of these groups tries to be influential over the public policymaking process. In this theory, system is believed to work in balance considering the interest groups.³⁴ In addition, this balance ensures no dominance of any group in the system, although some have more financial resources etc.³⁵

³¹ Michael E. Kraft and Scott R. Furlong, 4-5.

³² Michael E. Kraft and Scott R. Furlong, 71.

³³ James E. Anderson, *Public Policy Making* (Boston: Wadsworth Cengage Learning, 2006) 22.

³⁴ Peter Wall, *Public Policy* (London: University Press of America, 1974) 33.

³⁵ <http://www.scribd.com/doc/6505727/Public-Policy-Models><accessed on 10.04.2008>

In the literature, it is widely believed that “group theory tends to exaggerate the role and influence of organized interest groups in policymaking and to underestimate the leadership of public officials...”³⁶ in the making of public policy. In this approach, it is criticized that assigning too much power to an interest group oversimplifies the process of policymaking, which actually is the two-way exercise of influence.

Institutional Theory: Institutional theory focuses on the legal and formal aspects of the government structure. Institutional theory³⁷ looks “...at the way governments are arranged, their legal powers, and their rules for procedure. Those rules include basic characteristics such as the degree of access to decision making provided to the public, the availability of information from government agencies, and the sharing of authority...”³⁸ in the political system.

According to proponents of institutional theory, many kinds of institution are influential on public policymaking process they can be, private corporations, national government, local governments, interest groups, international organizations or foreign countries. Hence institutional theory “study how these different entities perform in the policymaking process as well as the rules, norms and strategies used by individuals who operate within particular organizations...”³⁹

Pluralist Theory: An Athenian type of democracy, which foresees the direct participation model, understood to be unworkable in today is expanding societies. The alternative to this model was presented as the representative democracy, which accepts small number of people as the representative of people as a whole. In time,

³⁶ Michael E. Kraft and Scott R. Furlong, 74.

³⁷ According to Ostrom the term institution also refers to the rules which determine the pattern of interaction within and across the organizations. Therefore, the term refers to both the organizations like legislature, bureaucracy, judiciary etc. and the rules within those organizations that govern the relation between the people.

³⁸ Michael E. Kraft and Scott R. Furlong, 74.

³⁹ Michael E. Kraft and Scott R. Furlong, 75.

in addition to political parties other groups (pressure, interest groups) started to be involved in the governmental business, like negotiating the decisions, follow-up of implementations, monitoring outcomes etc. “The pluralist school of thought in political science described and charted the developments described above, exploring how political parties really worked and the roles played by pressure groups.”⁴⁰ Like liberal theorists pluralist approach overwhelmingly emphasize the diversity and variety in the society as a positive element for enabling the advancement in democracy.

Robert Dahl⁴¹ is accepted as the most prominent name of the pluralist theory, in his studies Dahl mentions that power in Western industrialized societies is widely distributed among different groups. According to him, “any group can ensure that its political preferences and wishes are adopted if it is sufficiently determined.”⁴² However, he also emphasize that no group can be dominant in this system.

However, neither Dahl nor his colleagues claimed that power is equally distributed. Rather pluralist theory mentions that power and resources of power unequally however widely distributed among individuals and groups within society. However, in spite of unequal power division, all groups even the smallest ones have the right of raising their voice and it is heard by decision makers. In most of the pluralist work, state is not heavily focused on, some scholars claim that government is neutral, and act as referee for providing the conciliation among the conflicting groups.

⁴⁰ Michael Hill, *The Public Policy Process* (London: Pearson Longman, 2005) 27.

⁴¹ In his famous study conducted in New Haven , Dahl found out that with regard to different political issues which are controversial in nature, the power was not concentrated in a single group. Rather the resources and power is dispersed and fragmented among different groups.

⁴² Michael Hill, 29.

Rational Choice Theory: Rational choice theory also known as public choice or formal theory, based on the theory of economics especially microeconomic theory. Rational choice theory is widely applied theory in the public policymaking analysis. This theory assumes that human beings are rational creatures and make their decisions by considering their self-interest and preferences. This theory aimed at to analyze the values, perception and expectation of people in a given situation and how these parameters affect their actions. According to rational choice theorists' public policy choices are made in a similar way to the market choices, and externalities, market inefficiencies and monopoly are the main reasons of the need of providing the public policy. "Public choice theory tries to explain public policy in terms of the actions of self-interested individual policy actors, whether they are voters, corporate lobbyists, agency officials or legislators."⁴³ This means in making public policy the most important concern of the politicians is the purpose of reelection.

So, the theory based on the fact that individuals act on their best interest, that's the main reason the word 'rational' used in naming the theory. Some scholars like used the idea of politics as a marketplace where politicians compete for votes, by responding the demand of pressure groups. Public choice theorists claim that, by responding the extensive demands of pressure groups state turns into the center of power and become much more important in the sense that it may influence the working of capitalist economy. So as oppose to pluralist understanding, rational choice theory gives a significant role to the state as the autonomous actor in the decision making process.⁴⁴

Political Systems Theory: Political system theory is more comprehensive compared to the other theories. According to Easton, "It stresses the way the political system (the institutions and activities of government) respond to demands that arise from its

⁴³ Michael E. Kraft and Scott R. Furlong, 75.

⁴⁴ James E. Anderson, 25.

environment, such as public opinion and interest group pressures.”⁴⁵ So that system theory emphasizes the social, cultural, economic factors, in which policy choices are made.

System theory puts forward the public policy making process as the respond and kind of reaction to the societal demands. As the environment and societal demands changes government readjust itself to this change and its actions in turn, affect the public. One of the most prominent names of the system modeling, David Easton, argues “...public policy process as the product of a system, influenced by and influencing the environment in which it operates. The system receives inputs and responds with outputs.”⁴⁶

Generally, four types of environment influence the policy making process these are.⁴⁷

Structural Environment: Structural feature of the political system, like main branches of the government, legal structure and court decisions are all influential on the public policy making process.

Social Environment: Another important environment type affecting the policy making process is social environment, which refers to the nature and composition of the population and its social structure. For example, changes in the demographic composition of the country may seriously effects the types of public policy, for example, aging of the population in the country requires a new policy of social security, or increasing number of immigrant in the country will lead to different types of policy preferences and demands.

⁴⁵ James E. Anderson, 76.

⁴⁶ Thomas A. Birkland, 201.

⁴⁷ James E. Anderson, 19.

Economic Environment: Economic environment includes the factors like, distribution of financial sources in the society, unemployment, inflation, rate of growth etc. These economic factors are important elements in public policy making.

Political Environment: Political environment refers to the as Kingdon calls it ‘the national mood’ as “...how we feel about government, public problems, and the effectiveness of government and other institutions in successfully addressing these problems.”⁴⁸ So peoples trust into national government about the decisions they make also influence the public policy making process.

In the system theory, the system receives inputs and responds with outputs as follow:

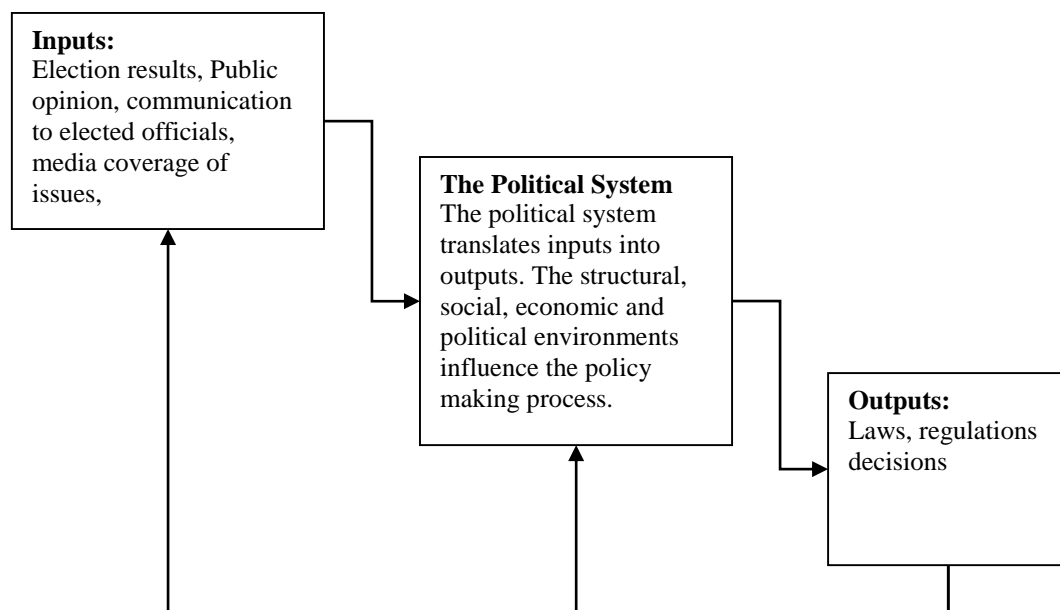


Figure 1. System Model of Politics and Policy⁴⁹

⁴⁸James E. Anderson, 205.

⁴⁹ Table taken from Thomas A. Birkland, 202.

On the other hand, determination of public policy significantly influenced from social and economic conditions, political values, political and governmental system, norms and values of society etc.

Social Conditions: Social context as a dynamic parameter, influence the policy decisions in many ways. Migration, crime rate in the urban area, birth rate, aging population, increase in demand for private spaces and gated communities etc. are only some changing parameters that dramatically affect the public policy issues.⁵⁰

Economic Conditions: The economic conditions of the state also influence the decisions of the public policy. Budgetary policies, inflation, employment issues are all have a major impact on the government policies.

Political Conditions: Politics is a fundamental element in understanding the public policy. It “affects public policy choices at every step, from the selection of policymakers in elections to shaping how conflicts among different groups are resolved.”⁵¹

Cultural Context: The political culture of a society, which means values, beliefs and attitudes towards government or political process, is an important element in public policy making. “These values which are acquired through a process of political socialization that takes place in families, schools, and society in general...”⁵² change severally from one country to the other.

The rationales for establishing public policy are another issue to be mentioned. The reasons of establishing public policy can be mentioned as:

⁵⁰ Michael E. Kraft and Scott R. Furlong, 14.

⁵¹ Michael E. Kraft and Scott R. Furlong, 15.

⁵² Michael E. Kraft and Scott R. Furlong, 17.

Political Reasons: It is believed that government should intervene in policy making for political reasons. The dramatic changes in public opinion on some issues or the emergence of social movements demanding the action on a certain problem may require the government involvement, for example environmental policy of countries formed up because of the rising public concern and political demands about this issue.

Moral or Ethical Reasons: Power of public opinion or social movements is not mere source for governmental involvement into public policy issues. "...certain problems and circumstances may dictate that government should be involved for moral or ethical reasons"⁵³. In other words, in some cases the government action is needed even without public pressure. For example, issues like prevention of poverty, hunger, financial support for disadvantaged segments of the society, development of social security system etc. require direct government intervention.

Economics and Market Failures: In capitalist market economies, government intervention into the market place damages the competitive environment and level of efficiency in the economic system. However, economists mention that under the circumstance of market failure government intervention can be deemed as necessary.

These above mentioned reasons for government intervention into public policy issue are not exhaustive and mutually exclusive. The reasons may change over time: "policies are adopted and changed in a continuous cycle, which is part of society's response to public problems and efforts to find solutions. Government intervention is simply one of these options." When this option does not work other options like private action may be considered.

⁵³ Michael E. Kraft and Scott R. Furlong, 19-20.

2.2. Main Actors Participating in Public Policy Making

In public policy making, we can consider two main actors, which are official and unofficial actors. Official actors are the fundamental one in policy making since they derive their responsibilities from the law and constitution, so that they make and enforce the public policies. These actors are namely the legislative, executive and judicial branches of the state.

Role of Legislative Branch: As we know universally, legislative branches' main function is lawmaking. Apart from introducing the bills and making laws, the members of the parliament usually work in committees, keep in contact with his/her own constituents, help them with problems with government, participate in meetings etc. Therefore, legislators participate in any type of legislative arrangements whether it is central, local or regional in this way, the legislative branch plays a pioneer role in making public policy.⁵⁴

Role of Executive Branch: The executive branch refers to administration or the permanent civil service or bureaucracy. The public organizations, which both make and implement public policy, are government agencies. "...government agencies provide services that are uneconomical for the private sector to provide directly, or they carry out the tasks that we demand from government but that we have chosen not to ask the private sector to provide."⁵⁵ Government agencies provide the public good for the interest of public. Public goods are as economists define it, indivisible and nonexclusive. Public goods are indivisible because they cannot be divided among citizens, and provided for everyone for collective use. In addition, nonexclusive because one person's use of the certain good or services does not deny the use of that certain good or service by the others. By contrast, private good and services are divisible and exclusive.

⁵⁴ William Fox et. al., *A Guide to Managing Public Policy* (Cape Town: Juta&Co, 2006), 39.

⁵⁵ Thomas A. Birkland, 67.

However as the provider of public goods and services the government agencies or bureaucracy usually gets complaints from the public, with regard to its size of administrative structure, inefficiency, ineffectiveness, and it is being unaccountable to the public.⁵⁶

In early 1900s scholars of public administration believed that bureaucracy is not responsible from policymaking they assumed that government agencies simply carried out the legislative will. However today decisions of government agencies' made without explicit instruction from the legislative branch. Therefore, the agencies exercise the administrative or bureaucratic discretion, this bureaucratic discretion "...is part of the process of deciding who gets what from government. The problem, from a democratic perspective, is that unelected officials often make these decisions without popular or legislative input or oversight."⁵⁷ So that the critics of the bureaucracy claim that bureaucracy is unaccountable to the public and its decisions can be questioned on the societal level.

Role of Judiciary Branch: As we know usually, in all political systems the judiciary branch is accepted as the interpreter of laws and since the constitutions are the fundamental of laws, the judiciary branch is responsible from the ensuring that laws remain in the boundaries of constitutions. Similarly, the act of *judicial review* refers to the power of judicial agents to review the constitutionality of the acts of legislature and executive branch, judicial review provides the judiciary agents with the power of final word over the implementation of law.⁵⁸

⁵⁶Matthew A. Cahn "The Players: Institutional and Noninstitutional Actors in the Policy Process" in *Public Policy: The Essential Readings*, ed. Stella Z. Theodoulou and Matthew A. Cahn (New Jersey: Prentice Hall, 1995) 203.

⁵⁷ Thomas A. Birkland, 71.

⁵⁸ Lawrence Baum, "Appellate Courts as Policy Makers", in *Public Policy: The Essential Readings*, ed. Stella Z. Theodoulou and Matthew A. Cahn (New Jersey: Prentice Hall, 1995) 278.

What role can the judiciary power play in the public policy making? Usually public policy scholars divide the judiciary branch from the other two branches in the name of separation of law from the politics. As it is well known in the classical writings of the public administration, for example in the writings of Woodrow Wilson, "...a distinction between law and politics in relation to policy making – politics created policy, and law ensured that such policy was implemented justly"⁵⁹ is a fact. Consequently, the judiciary agents determine the boundaries of policy making of the other two branches, without any involvement into the nature of the policy. However, there is also the claim that on some issues "...while the courts might be setting constitutional boundaries, the changing definitions of these boundaries allow the courts to make public policy."⁶⁰ That is judiciary agents are expected to make interpretations on the application of laws to new and changing situations in the real world. Today many scholars of public policy area such as Robert Dahl accept that while legislature and executive body formulate and implement the public policy, judiciary body studies on the real life effects on these policies, so that judiciary body plays significant roles in many areas.

On the other hand, unofficial actors are the ones who actively participate in public policy making without any given legal responsibility. Unofficial actors are different from official actors since participation of them in public policy making is not mentioned in the legal arrangements.

Individual Citizens: Public participation into the policymaking process can be in classical ways like, voting, referendums, or writing petitions etc. However, through the development of technology the number of people joining into the process increased. Today in many countries, government agencies use their web sites to invite public participation to engage in policy issues. Therefore, the e-government understanding makes it easier for the citizens to become active in public affairs.

⁵⁹ Thomas A. Birkland, 74.

⁶⁰ Thomas A. Birkland, 74.

Although the overall participation of the citizens to the political activities changes from one country to the other, it is remarkably low in many countries. There can be many reasons for that, like indifference to policy issues, political alienation, or expecting the handling of the issue by others. People often act or participate in policy process when something directly threatens their lifestyle, in these cases people are more motivated to write letters, join an interest groups, circulate petitions etc. However, individual participation into policy process is not so much discussed since the interest group participation is accepted as more important in the public policy area.

Interest Groups: As mentioned above participation of interest groups into policy process is an important element of policymaking. In definition, interest group refers to the “collection of people or organizations that unite to advance their desired political and policy outcomes in politics and society.”⁶¹

Obviously, there are differences of power between different interest groups⁶² in certain policy areas. The power of interest group can come from different sources, having necessary information channels, which are not available, or less available to others is an important source of power. Decision makers like bureaucrats or

⁶¹ Thomas A. Birkland, 81.

⁶² According to Birkland we can divide interest groups into four categories which are:

Institutional Interest Groups: Members of these groups belongs to a certain institution, and usually not formally became the member, these are the groups formed only through membership to institution. For example university students became the member of that institutional interest group as being university students.

Membership Interest Groups: These are the groups whose members choose to join that group. So being voluntary for joining the specific group is the main determinant of the membership interest groups.

Economic or private Interest Groups: This type of interest group is established for protecting the economic interests of their own members. These groups like labor unions economically based on the annual or monthly payments of their members and encourage people to join for protecting their economic benefits.

Public Interest Groups: This is the type of interest groups, which are established for promoting the public interest, such as environmental groups, these groups seek to create broad benefits for the entire society, not just for their members. These groups also have huge amount of supporters in the society, although not all of them are active members. To promote their interest and to be well known among the society interest groups engage into several activities, one of them is lobbying.

legislators needs information for determining the appropriate policy for the specific policy area, so interest groups which have the most crucial information for decision making and which most effectively channel that information to official bodies will have "...an advantage in ensuring that their definition of the problem, and the range of potential solutions, is taken into account."⁶³

Money, knowledge or information are all important elements for determining the size of the groups and their level of influence on the policy makers, those who have the huge amount of these elements will be respected mostly by the government officials. Groups, which are most powerful, are called peak associations (like TÜRSAB or TÜROB in tourism policy case) will be expected to be more influential than the individual groups.

Policy Sub governments and Issue Networks: In the making of public policy, formal policy institutions are accepted as more active. "It is easy for citizens to understand those institutions and the people who work in them. Yet much policymaking occurs in less formal settings or venues and involves policy actors within particular issue areas..."⁶⁴ like agriculture, energy, tourism etc. These informal groups are named as policy sub-governments and issue networks.

Determination of public policy for each different policy areas requires different knowledge and specialization for different policy actors. So specialized areas develop their own jargon in discussing the policy issues, these groups of people or institutions are entitled as the issue networks, sub-governments or subsystems, which actually reflect that policy-making process is taking place in below the level

⁶³ Thomas A. Birkland, 82.

⁶⁴ Michael E. Kraft and Scott R. Furlong, 50.

of the formal system of government. The networks or sub-governments are most influential over the U.S. political system.⁶⁵

As mentioned before, all the actors both official and unofficial should interact with each other in the policy process to advance the policy proposals. This interaction works through the policy domain. “A policy domain is the substantive area of policy over which participants in policy making compete and compromise, such as the environmental policy domain or the health policy domain.”⁶⁶ In some cases, some policy domains may include some other domains, all the special domains interact with each other, and issues and activities in one domain influence the other. The political culture of the nation and legal environment in which policy is determined highly influence the policy domain and possible solutions to the problem.

Within the policy domain, there is policy community, which refers to the group of actors-such as interest groups, government agencies, the media and elected officials-who are actively involved in policy making in a particular domain. The policy community consists of the experts of studying or explaining certain policy problem. The composition of community is not permanent, the members can easily change, and anyone interested in the policy issue can join the community.⁶⁷

On the other hand, “the term sub-government came into use in the late 1960s to describe a policy network or policy subsystem that was most involved in making policy in a particular policy domain.”⁶⁸ Sub-government refers to the group of individual who are actively involved in decision making in a certain policy area.

⁶⁵ Samuel J. Eldersveld, “Parties, the Government and the Policy Process”, in *Public Policy: The Essential Readings*, ed. Stella Z. Theodoulou and Matthew A. Cahn (New Jersey: Prentice Hall, 1995) 315.

⁶⁶ Thomas A. Birkland, 97.

⁶⁷ James E. Anderson, 60-61.

⁶⁸ James E. Anderson, 63.

Similarly, issue networks composed of experts, groups or committees interested in certain policy area.

Other Actors: *Political parties* are important elements of policymaking process. Electorates transmit their policy preferences through the parties that they have supported. Political parties have important functions in the realization of democracy and citizen choices.⁶⁹

Think tanks and research organizations are other important unofficial actors, which are influential on policymaking. “The development of more complex government problems and the need for greater analytic capacity than that possessed by ... governments have led to the growth of independent research organizations, or what often called think tanks.”⁷⁰ The policy choices produced in these organizations are aimed at to support the policy makers with different opinions. Nevertheless, it should be taken into account that many of these organizations could have ideological orientations, and stands in the clear political position. However, there are also other research organizations which studies with universities and tend to be work more scholarly and less ideologically, and provide expertise service for the policy makers in the government.⁷¹

Other important actor of policymaking process is *communication media*. According to some scholars media, which includes newspapers, TV channels, radios, and web sites etc. has the considerable power of influence over the policy makers and these channels can work as the ‘watchdog’. Media channels are playing an important role in informing citizens about issues and what their government is doing about them.

⁶⁹ Samuel J. Eldersveld, 315.

⁷⁰ Thomas A. Birkland, 88.

⁷¹ Larry J. Sabato, “The Advocacy Explosion” in *Public Policy: The Essential Readings*, ed. Stella Z. Theodoulou and Matthew A. Cahn (New Jersey: Prentice Hall, 1995) 318.

Media has the role of setting the agenda, bringing important issues into the public attention and providing an important source for the elected officials and bureaucrats.⁷²

2.3. Making of Policy: The Policy Process Model

Generally, the policy process is seen as composed of successive stages as determining goals, choosing courses of action in the light of cost and benefits, implementing these courses of action, evaluating the results in terms of efficiency analysis and finally modifying the policy if it is deemed necessary.

According to M. Kraft, public policies usually developed in a certain model, which have a logical sequence. This model has six different but related stages in policymaking, which are general enough to fit any political system or policy process. Instead of policy process, "...the phrase policy cycle is used to make clear that the process is cyclical or continuous rather than a one-time set of actions."⁷³ Changing environment and conditions always require the reconsideration of policies so there could be no final decision or solution to any problem.

⁷² Doris Graber, "Processing the News: How People Tame the Information Tide" in *Public Policy: The Essential Readings*, ed. Stella Z. Theodoulou and Matthew A. Cahn (New Jersey: Prentice Hall, 1995)305.

⁷³ Michael E. Kraft and Scott R. Furlong, 77.

Table 1. Stages of Policy Making⁷⁴

Stage of Process	What It Means
Agenda Setting	How problems are perceived and defined, attract attention, and get into the political agenda.
Policy Formulation	The design and drafting of policy goals and strategies for achieving them. Often involves the use of policy analysis.
Policy Legitimation	The mobilization of political support and formal enactment of policies. Includes justification or rationales for the policy action.
Policy Implementation	Provision of institutional resources for putting the programs into effect within a bureaucracy.
Policy and Program Evaluation	Measurement and assessment of policy and program effects, including success
Policy Change	Modification of policy goals and means in light of new information or shifting political environment.

Problem Definition and Agenda Setting

Problem definition is the first step of public policymaking, but it is not an easy task to accomplish, since different definitions actually reflect the different perspectives. However definition of a problem is not enough since different problem issue may compete with each other to gain the social and political attention which means being on the agenda. To be on the agenda, "...the public and policymakers must recognize it as a problem, and it must raise high enough on the agenda...at that point the search for solutions, or policy formulation begins."⁷⁵

For understanding the agenda setting process we need to clarify the meaning of the agenda first, "an agenda is a collection of problems, understanding of causes,

⁷⁴ Table is taken from, Michael E. Kraft and Scott R. Furlong, 78.

⁷⁵ Michael E. Kraft and Scott R. Furlong, 80.

symbols, solutions and other elements of public problems that come to the attention of members of the public and their governmental officials.” Agenda can be as concrete as legislature but it also includes opinions about the certain policy problems, and how these problems should be handled by the policy makers, whether by government, NGOs or private organizations.

There are several levels of agenda. The largest level of the agenda is called agenda universe, which means all the policy issues that can be discussed in the society in general. However, even in most democratic societies there are constraints with regard to discussion of some issues as praising racism is illegal in many societies. Therefore, from the vast ideas in agenda universe only some ideas are seen as acceptable in political sense, these acceptable ideas are included into the systemic agenda area. Cobb and Elder explains the systemic agenda as “...all issues that are commonly perceived by members of the political community as meriting public attention and as involving matters within the legitimate jurisdiction of existing governmental authority.”⁷⁶ Therefore, the boundary between agenda universe and systemic agenda can expand out or shrink in. If a policy problem evaluated as worth to be discussed by the governmental body than this policy issue succeeds in being considered in the boundaries of the institutional agenda. The issue accepted in the institutional agenda territory is started to be discussed by government officials and decision makers explicitly. However, because of limited time and financial resources of governmental institutions only a small percent of issues move into this area. On the other hand, relatively lesser issues rich to the area of decision agenda, where government agency starts to act upon. For instance, laws, which will be voted in the parliament, can be evaluated in the decision agenda.⁷⁷

⁷⁶ Thomas A. Birkland, 111.

⁷⁷ Roger W. Cobb and Charles D. Elder, “Issues and Agendas”, in *Public Policy: The Essential Readings*, ed. Stella Z. Theodoulou and Matthew A. Cahn (New Jersey: Prentice Hall, 1995) 96-97.

Agenda setting is the central element of the policymaking process. It is obvious that power elites in the society and in the government can define a problem, raise it to the agenda, and make it visible. Similarly, government agencies, media, interest groups that deal with certain problems can also raise awareness and move related issues onto the agenda.

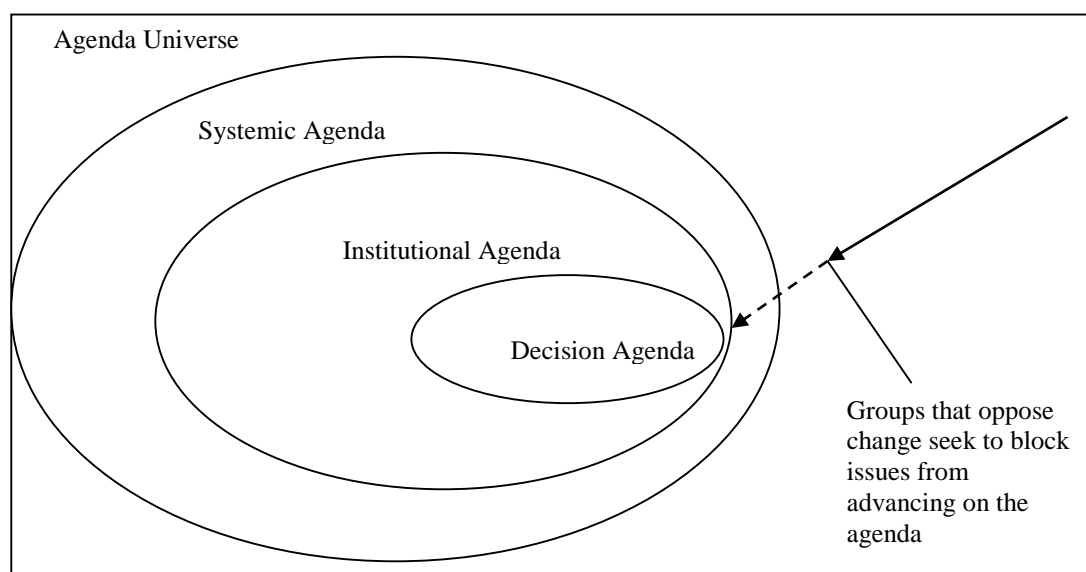


Figure 2. Agenda Setting⁷⁸

Policy Formulation

Policy formulation is the development of proposed course of action to help resolve a public problem. In this stage policy alternatives are considered and being evaluated for policy acceptance. The main standards of the policy acceptance are economic costs, social and political impact and effectiveness of the policy to the certain problem. Formulation of policy is a technical as well as a political process.

⁷⁸ The figure directly taken from, Thomas A. Birkland, 111.

Carelessly formulated policies definitely fail. As mentioned before at the stage of policy formulation formal policy actors in government, like legislators and officials are influential. Similarly, interest groups are also active contributors in this stage. They may have wide range of technical information to solve the particular problem, but it should be considered that they attempt to shape policy to serve their own economic or political needs.⁷⁹

Policy Legitimation

Policy legitimation refers to giving legal force or justifying the policy action. This legal force may come from the legislative regulations. Legitimation may be considered as both simple and complex. It is simple when it is just considered as the mere legal acceptance of the policy proposal. The complex view mentions that legitimation is more than the majority vote of recognized authority, since the legitimized issue should be in consistent with the political culture and values of the specific society, and should get the popular support. Although policy formulation has technical and political elements, policy legitimation is mostly a political process.

Policy Implementation

According to Charles Jones (1984), implementation is the “set of activities directed toward putting a program into effect”.⁸⁰ These activities, which are deemed as necessary for the successful policy implementation, can be divided into three parts which are; organization, interpretation and application.

Organization is the establishment of resources, offices, and methods for administering a program. Interpretation means translating the program’s language-the plans, directives, and regulatory requirements-typically found in a law or regulation into language that those affected can understand. Application is the ‘routine provision of

⁷⁹ Stella Z. Theodoulou, “How Public Policy is Made”, in *Public Policy: The Essential Readings*, ed. Stella Z. Theodoulou and Matthew A. Cahn (New Jersey: Prentice Hall, 1995) 87.

⁸⁰ Michael E. Kraft and Scott R. Furlong, 88.

services, payments or other agreed upon program objectives or instruments.⁸¹

Therefore, implementation refers to all the elements that facilitate the achievement of policy goals and objectives. In addition, implementation stage is an important one since it is the stage where the government response and social consequences can be easily observed. Usually in all political systems executive branch is the chief implementer of the public policies, as being ideally nonpolitical agencies. However, they mostly use their discretions and their political philosophy and preferences in implementation of the policies.

Policy Evaluation and Change

The last stage of the policy process is the evaluation and change. Policy evaluation is an assessment made to analyze whether the policy is working well, achieving its goals etc. Since policy implementation requires the spending of serious amount of money, one of the most important reasons for evaluation is cost and benefits analysis. On the other hand, change of policy is an understandable part of policy process since the newly recognized need reach the political agenda and policies are adopted and formulated in this direction.⁸²

Policy Tools

Policy tools are the main instruments that are used by the government officials in the making of public policy. There are several different types of tools, to achieve the goals set out in the policy. According to Salamon "...in recent years there has developed a set of theories that portrays government agencies as tightly structured hierarchies insulated from market forces and from effective citizen pressure and

⁸¹Michael E. Kraft and Scott R. Furlong, 88.

⁸² Joseph Stewart Jr. et al. *Public Policy: An Evolutionary Approach*, (Boston: Thomson Wadsworth, 2008) 129-130.

therefore free to serve the personal and institutional interests of bureaucrats instead.”⁸³ So today we witness a governmental reform that is, governments became more responsive to the changing conditions, so that public policy tools also started to change in this direction. Early governmental tools was simplistic like direct delivery of the goods or services by bureaucrats, however today loans, credits, contracts, social and economic regulations, tax cuts, tax expenditures etc. are all became new policy tools.

Policy tools may have several different characteristics, and according to Salamon and Lund these characteristics can be understood by looking at four typical dimensions of tools. The first dimension is, to analyze the nature of activity that government engaged in, the second dimension is to analyze the structure of the delivery system, since it has the capacity to show whether the implementation of the policy will be complex or not. Delivery system can be either in direct or indirect forms. The third dimension of policy tools is degree of centralization, which is the more direct the service to be provided; the more the administration of the program is centralized. The final dimension is about the degree of the need for detailed administrative action. For instance, welfare programs require detailed research by the government to find the eligible population.

Below, categorization of policy tools for public policy making is presented:⁸⁴

⁸³ Joseph Stewart Jr. et al. 170.

⁸⁴ Table taken from Thomas A. Birkland, 174-176.

Table 2. Categorization of Policy Tools for Public Policy

Type	Description	Example
Law	Pronouncements of policy that carry the force of law; that is, they compel particular behaviors and compliance	Criminal law, environmental regulations, anti-trust law
Services	Services provided directly by the government to users	Postal services, air traffic control, weather forecasting
Money	Transfer of money from government to various interests	Social security, food security, personnel costs, supplies, utilities
Taxes	Policies intended to alter behavior by making some activities more or less economically desirable	Tax credits, tax deductions, taxes on some products
Loans and Loan Guarantees	To induce economic activity or other desirable activity	Student loans, small business loans
Subsidies	Payments to ensure the economic viability of an activity with broader goals	Farm subsidies, subsidies to business activities etc.
Insurance	Provision of insurance where it is not generally available in the private insurance market	Insurance against natural disasters etc.
Hortatory tools	Attempts to persuade people to engage in desirable behaviors or to avoid engaging in undesirable behaviors	Public campaigns to discourage smoking or drinking, antidrug campaigns
Inducement and Sanctions	Tools that induce “quasi voluntary” or quasi-coerced actions based on tangible pay off.	Fines for violating regulations; bonus payments for timely completion of contracts.
Capacity building tools	Training, technical assistance, education and information and empowering activities	Technology transfer, training, cash transfer for hiring qualified staff
Licensing	Government authority to engage in an activity that is prohibited without such a license	Driver’s license, professional licensing
Informal procedures	Procedures not specified in law or regulation to resolve problems	Resolution of disputes, bargaining in several issues etc.

It is generally mentioned in the literature that while selecting the policy tools policy makers should consider many elements carefully. One of these elements is the political environment in the certain country, since policymaking is also a political process as well as a technical one. For example, technically most efficient policy tools may not be implemented because of the political unpopularity of this tool. Another element in the selection of the policy tool is, to consider the available financial resources for solving the problem, usually less expensive policy tools are

selected by the policy makers. The final element mentioned by the Birkland, based on the behavioral assumptions about the target populations. That means policies are made to change the behavior of the people or organizations, so the alteration of the behavior can be provided through coercive policy tools or by incentive tools.

Evaluative Criteria for Judging Public Policy

Public policy usually aimed at to achieve the objectives of effectiveness, efficiency and equity. Each of these parameters is important and universal for the evaluation of public policies. In the table below the basic criteria used in the policy analysis are presented.

Table 3. Basic Criteria Used in the Policy Analysis⁸⁵

Criterion	Definition	Limits to Use	Example
Effectiveness	Likelihood of achieving policy goals and objectives or demonstrated achievement of them	Estimates involve uncertain projection of future events.	All policy proposals where concern exists over how well government programs works.
Efficiency	The achievement of program goals or benefits in relationship to the costs. Least cost for a given benefit or the largest benefit for a given cost.	Measuring all costs and benefits is not always possible. Policy decision making reflects political choices as much as efficiency.	Regulatory policies like environmental protection.
Equity	Fairness or justice in the distribution of the policy's costs, benefits, and risks across population subgroups.	Difficulty in finding techniques to measure equity; disagreement over whether equity means a fair process or equal outcomes.	Civil rights, tax equity, access to health services and education.
Liberty/ Freedom	Extent to which public policy extends or restricts privacy and individual rights and choices.	Assessment of impacts on freedom is often clouded by ideological beliefs about the role of government.	Restrictions on internet use, property rights etc.

⁸⁵ Table taken from Michael E. Kraft and Scott R. Furlong, 154.

Table 3 (Continued)

Political feasibility	The extent to which elected officials accept and support a policy proposal.	Difficult to determine depends on perceptions of the issues and changing economic and political conditions.	Any controversial policies like environmental protection regulations, or energy policies.
Social acceptability	The extent to which the public will accept and Support a policy proposal.	Difficult to determine and even when public support can be measured. Depends on saliency of the issues and level of public awareness.	Any controversial policy, such as crime control or environmental policies.
Administrative feasibility	The likelihood that a department or agency can implement the policy.	Involves projection of available resources and agency behavior that can be difficult to estimate.	Expansion of agency duties, use of new policy approaches or new technologies, policies with complicated institutional structures.
Technical feasibility	The availability and reliability of technology needed for policy implementation.	Often difficult to anticipate technological change that would alter feasibility.	Science and technology policy, environmental and energy policies, telecommunications, defense policies.

Once the policy makers decided on the tools that will be used in the policy design, than they turn their attention to the implementation process of the public policy. Implementation of the public policy is important part of the policy making process, since during the implementation phase policy makers also learn and derive lessons about better designing the public policy, and enhancing the success of the implementation.⁸⁶

In the public policy studies realized in 1970s, it is mentioned that there are two main approaches in studying the public policy implementation, which are either top-down approach or bottom-up approach to implementation process.

⁸⁶ Joseph Stewart Jr et al. 129-130.

Carl Van Horn and Donald Van Meter, Daniel Mazmanian and Paul Sabatier are some of the academics who studied top-down approaches.⁸⁷ Top-down implementation approach based on some basic assumptions these are:

- The policy should include clearly defined goals to measure the performance accurately,
- The policy should include clear policy tools for realizing the objectives of the policy,
- The policy should be put forward in any form of authoritative statement,
- The implementation chain should start from top to downward positions,
- Policy designer should have a deep knowledge of the capacity and the commitments of the implementers. Capacity refers to the "...availability of resources for an implementing organization to carry out its tasks, including monetary and human resources..."⁸⁸ and legal power and necessary knowledge. On the other hand, commitment means the level of desire for the down level positions to implement the policy goals and share the same understanding and perception on the certain policy issue with the top-level policy designers.

So the main objective of this approach is to create "...the proper structures and controls to encourage or compel compliance with the goals set at the top."⁸⁹ However, there are some weaknesses in this approach. First, one is the need for clearly defined goals or objectives, without designing a clear and coherent goals it is not possible to achieve success in this approach. Another weakness of this model is it assumes national government as the single top-level policy designer and implementer. However, as James Anderson notes that in today's administrative system legislators, bureaucrats, judiciary system, interest groups, NGOs and private sector all active participants of the policy implementation process. The final

⁸⁷ Thomas A. Birkland, 182.

⁸⁸ Thomas A. Birkland, 183.

⁸⁹ Thomas A. Birkland, 183.

weakness is the assumption that “...policy is contained in a single statute or other authoritative statement.”⁹⁰

Because of the unsuccessful results taken from the over-structured top-down implementation methods, researchers searched for alternative approaches. The new understanding of implementation focused on the street level bureaucrats in Michael Lipsky’s term. Street level bureaucrats are the people who are implementing the policies in direct contact with the target population, police officers, teachers etc. are all classical examples of street level bureaucrats. One of the proponent of this approach Richard Elmore define it as “backward mapping” “...in which one begins by understanding the goals, motivations, and capabilities of the lowest level implementers and then follows the policy design upward to the highest level initiators of policy.”⁹¹

As noted before in top-down approaches the most important thing is the compliance to the values of the top positions however in this approach the goals of the policy may conflict with the goals and values of street level bureaucrats, so the purpose in this approach is the alleviation of the conflict through bargaining and sometimes compromise. Moreover, the bottom-up approach does not require the existence of single policy document. Instead, policy is composed of set of laws, rules, norms, practices etc. Therefore, bottom-up approach sees the policymaking and implementation as the network process in which all the stakeholders take part actively.⁹²

Some critics of the approach thinks that bottom-up understanding exaggerates the ability of street level bureaucrats to influence the policy implementation, these are

⁹⁰ Thomas A. Birkland,185.

⁹¹ Thomas A. Birkland,185.

⁹² Paul A. Sabatier and Daniel Mazmanian, “A Conceptual Framework of the Implementation Process” in *Public Policy: The Essential Readings*, ed. Stella Z. Theodoulou and Matthew A. Cahn (New Jersey: Prentice Hall, 1995) 167.

not free actors, “they are constrained to act in a particular way based on their professional norms and obligations, by the resources available to them, and by legal sanctions that can be applied for noncompliance.”⁹³ In addition, bottom-up approach overemphasizes the group participation in the implementation process. However according to some critics, some policies can be categorized as “policies without publics” which are developed without an opinion from the public, these policies usually require technical expertise.

In this chapter, it is aimed to analyze policymaking process and public policy concept for providing the reader with basic knowledge of policymaking process. It is understood that public policy is shaped in accordance with structural, social, economic or political environment. In addition, there are official and unofficial actors of public policy making. 6-step stages of policy making as agenda setting, policy formulation, policy legitimation, policy implementation, policy and program evaluation, policy change were also presented in this first chapter. Finally, as two types of policy implementation namely top-down and bottom-up approaches are presented in this chapter. The following chapter will focus on the concept of network governance as the new model of policy making in contemporary world.

⁹³ Thomas A. Birkland, 186.

CHAPTER III

NETWORK GOVERNANCE AS A NEW MODEL OF POLICY MAKING

In this chapter, first the emergence of governance concept and born and evolution of the network governance model will be focused on. Moreover the conditions that paved way to the governance and network governance understanding will be summarized; for the better understanding of the concept. Finally, implementation of network governance will be analyzed in terms of, designing the network, accountability dimension in network governance, building the capacity for network governance, network management through metagovernance etc.

3.1. Conditions That Paved Way to Governance Understanding

After 1970s, classical understanding of public administration⁹⁴ became insufficient in explaining the contemporary relations between the political power and citizens. In 1979, Margeret Thatcher as the leader of Conservative Part took the office in UK. After this development world has witnessed many changes in terms of public administration system. “It has been suggested that 1970’s was the ‘last decade of established order for public administration’ when its values, including accountability and responsibility, were clearly understood and accepted”.⁹⁵

⁹⁴ Classical public administration was also named as orthodoxy. According to D. Waldo, Orthodoxy was that enduring prescription of neutral public administration ascribed to Wilson (separation of politics and administration) Taylor (scientific management) and Weber (hierarchical control).

⁹⁵ Isaac-Henry Kester. “Development and Change in the Public Sector” in *Management in Public Sector Challenge and Change* ed. K. H. Isaac, C. Painter and C. Barners. (London: Chapman&Hall 1993) 3-4.

From the second half of 1970s several changes had been observed such as:

- Public sector faced with radical changes in communication and information technologies, process of globalization and deep changes in social, political and economic order;
- Rise of significance of civil society, NGO's and participatory citizenship broke the pre-given consensus of earlier periods which provide government and public sector with absolute power;
- New concepts such as decentralization, desegregation, competition, market, efficiency and effectiveness became the pillars of public administration and governing strategies.

In order to analyze better emergence of governance understanding it is necessary to discuss main conditions of that time. Main factors that paved way to the radical changes in public administration include economic, political and social factors. Each of these factors are not only significant by themselves but also influenced each other. These factors can be briefly summarized as below:

Changing Social and Cultural Factors

Rapidly aging population of Western Europe caused the questioning of welfare state at that time. "Those over 75 years old increased by 30% between 1976 and 1984..."⁹⁶ This situation caused the increase of financial burden over the government such as payments of social security, pensions and health. Besides increasing level of unemployment-enforced governments to introduce new measures such as introduction of several types of credits, social funds etc. One of the significant problems of governments during this period was creating financial resources for realizing their policy commitment. Compared to relatively stable economic conditions, economic growth and growing tax revenues of Western States in 1960s and 1970s, 1990s came with serious economic straits such as budget

⁹⁶ Isaac-Henry Kester, 5.

deficits and debts, slowed or negative economic growth. Without going into deeper discussion of the roots of this economic crisis, the most important causes summarized by Peters and Pierre as; increasing level of public expenditures in accordance with increasing inflation rate and likewise adjustment of salaries of public sector employees', decreasing tax revenues because of increasing tax evasion and protests against further tax increases.

“The continuing recession and economic uncertainty of the 1980s meant reduced incomes, more expenditures, and mounting deficits for governments in Europe and North America.”⁹⁷ As a result, in spite of the fact that center-right parties were in the power overwhelmingly, budget deficits started to increase dramatically, and public spending increased as well. Consequently, the postwar economic doctrines like Keynesianism, monetarism and supply-side economics started to lose its significance for satisfying the citizens' need.

On the other hand, employment opportunities for a large number of people decreased considerably. Because manufacturing jobs started to go low wage countries, and in wealthy nations jobs started to be divided in two groups, which are professionals and service sector jobs. These economic changes challenged the governments for finding a solution either through creating new jobs or through providing these disadvantage groups with financial resources.

Moreover, in cultural sense; people started to become more “sophisticated, discriminating, assertive and less subservient to official views and actions. They are demanding not only more services but also better quality provisions.”⁹⁸ They also started to question bureaucrats, their roles, values and motives in serving the citizens. As a result, citizens became more like client instead of customer. In short,

⁹⁷ Guy Peters and Jon Pierre, *Governance Politics and the State*, (New York: Macmillan Press,2000) 6.

⁹⁸ Guy Peters and Jon Pierre, 5.

policies anticipating efficiency, effectiveness and value for money became popular. New ways of governing and policymaking started to be searched.

Ideological Shift:

Another reason of the emergence of governance approach is explained by Peters and Pierre as the ideological shift from politics to market, which is especially noticeable in Western World. Thatcher's and Reagan's came into power strengthened this ideological shift by presenting the market as the generator of change in the society and declaring state not the solution to the societal problems but instead as the problem in itself. According to Peters and Pierre, for Thatcher and Reagan the roots of the problem in public administration were clear and the solutions to them were apparent.

For Reagan, the federal bureaucracy was an overregulated and over regulating, body impairing or obstructing economic growth. Mrs. Thatcher shared Reagan's belief that economic prosperity was hampered by too much political control and regulation of markets. For both, unleashing the market was an overarching political goal.⁹⁹

As a result, both leaders initiated the reduction of political sphere in their own society, as private sector demanded so, after the Second World War this ideological shift towards market or individualism challenged the position of state in front of citizens. Since the state is seen as the established on the idea of collective interest and action, this ideological shift disregarded the mentioned role of the state, and politics and collective action approach was regarded as the root of the current problems. In that, sense state supposed to redraw its role in society to sustain its influence.

⁹⁹ Guy Peters and Jon Pierre, 55.

Globalization:

Globalization as one of the most influential concept of 1990s has been used to explain many changes in world politics and economy. According to Pierre and Peters, globalization has two basic dimensions, which are economic and political, and they are closely related with each other. Actually economic globalization aimed at deregulating the world economy by removing political obstacles in front of it, pioneered by United States and Britain, this understanding followed by supranational institutions like European Union and World Trade Organization. Globalization has direct and indirect consequences over government's ability to steer the society and economy, direct influence is the transfer of authority of the nation states' to the supranational institutions such as EU, WTO, or NAFTA. Indirect but as powerful as direct influence is the harmonization of national legislations with the supranational bodies such as EU.

Pierre and Peters, presumes close linkage between globalization and governance approach. The first linkage mentioned is the common search for new methods and strategies "...to create a political counterweight to private capital..."¹⁰⁰ The other linkage is both globalization and governance refers to changing policy preferences and reformation in domestic policy, such as both of these process requires nation state to depend on international expertise in policy making. Another linkage is decreasing influence of traditional domestic instruments such as national legislations, currently investments are less depend on locale which requires national governments "...to be more careful in using legal enforcement towards major corporate players and instead seek to influence them through more subtle, perhaps even cooperative, strategies."¹⁰¹

¹⁰⁰ Guy Peters and Jon Pierre, 59.

¹⁰¹ Guy Peters and Jon Pierre, 60.

Rise of Managerialism Idea:

Idea of “managerialism” based on the conception that implementation of private sector principles in the public sector such as principles of personal management, organizational culture, etc. will contribute the working of public administration in more efficient and effective ways. In parallel with public choice theory, managerialists think that every individual acts for the sake of their own interests, so that self-oriented human beings can only fulfill their needs in the free market by making choice among different service providers. This thinking leads to the conceptualization of ‘customer’ instead of ‘citizen’, which means everybody is responsible for himself/herself.

The advocates of managerialism assert that; public sector until 1980s suffered from lack of proper management, according to them proper management can only be possible through implementation of practice, experience and ethos of private sector which works on the basis of outputs, measuring performance, competition, and customer orientation. Main principles of managerialism can be defined as follow:¹⁰²

- (i) *Proper management:* This principle based on the belief that public services should be conducted based on private sector principles and practices. Since in the public sector, many decisions serve to professional rather than public interest; public sector hardly accepts the radical changes; managers in public sector usually lack the necessary skills to realize the radical changes.
- (ii) *Accountable management:* Through breaking down, large bureaucratic structures into small manageable units and delegation of power to small groups or individuals is the main tenant of principle of accountable management. This principle requires more sensitive management to environmental conditions, and differentiates operational and strategic

¹⁰² Isaac-Henry Kester, 9-17.

matters from each other leaving strategic ones to the center and operational to the periphery.

- (iii) *Market forces and competition:* Concept of market forces and competition is another important principle of managerialism. This principle refers to, governments' initiatives in contracting out of public goods and services to the private sector and opening these areas to competition. As a result, commercial culture has been developed and citizens turned out to be customer.
- (iv) *Consumerism:* "Consumerism is an adjunct to the concept of the market and of competition. Both presuppose the existence of the customer/consumer."¹⁰³ In managerialism understanding, it is asserted that public services should be more responsive to the needs of citizens, in these understanding individuals have an opportunity of making choices and in return, they influence the quality of public services.
- (v) *Performance Management:* Idea of managerialism also emphasize on the importance of performance in the public sector. It can be stated that in order to improve efficiency, effectiveness and quality in public sector performance management is accepted as the key issue. Performance management system enables to evaluate the success of managers or civil servants in public services.

The argument for performance management is that it gives purpose and direction to organizations because it is about defining clear responsibilities, setting clear objectives, supplying the means to measure outcomes and developing the appropriate information and training.¹⁰⁴

So that, rise of managerialism in public administration has a significant influence over the development of network governance.

¹⁰³ Isaac-Henry Kester,13.

¹⁰⁴ Isaac-Henry Kester, 14.

Rise of New Public Management Thinking:

Another important step on the way to governance understanding was rise of new public management thinking. As oppose to private sector oriented approaches new public management approach claim the restructuring of public sector instead of minimizing the state. According to Lane the target of NPM can be put forward as to restructure the state through the methods of private sector.¹⁰⁵As the previous privatization and managerialism movements, NPM movement began in 1980s in United Kingdom and U.S. under Margaret Thatcher and Ronald Reagan respectively. Afterwards New Zealand, Australia and other countries of OECD took the administrative reforms proposed by NPM movement.¹⁰⁶

According to Dunsire¹⁰⁷ after the implementation of serious reforms, academicians determined the common characteristics of these reforms and named them under the label of “New Public Management.” Most common characteristics attributed to NPM approach are shown in the table below:

Table 4. Characteristics of the New Public Management.¹⁰⁸

Undisputed Characteristics	Debatable Characteristics (not agreed by all)
Budget cuts	Legal, budget, and spending constraints
Accountability for performance	Rationalization of jurisdictions
Performance auditing	Policy analysis and evaluation

¹⁰⁵ Jan- Eric Lane, “Introduction- Public Sector Reform: Only Deregulation, Privatization and Marketization?” in *Public Sector Reform: Rationale, Trends and Problems*, ed. Jan-Eric Lane. (London: Sage Publication1997.) 3.

¹⁰⁶ http://www.mh-lectures.co.uk/npm_2.htm<accesed on 01.05.2008>

¹⁰⁷ A. Dunsire, “Administrative Theory in the 1980s: a Viewpoint” *Public Administration* 73, (1995): 17-40.

¹⁰⁸ Gernod Gruening, “Origin and Theoretical Basis of New Public Management” *International Public Management Journal*. 4(1) 2001.: 2.

Table 4 (Continued)

Privatization	Improved regulation
Customers (one-stop shops, case management)	Rationalization of administrative structures
Decentralization	Democratization and citizen participation
Strategic planning and management	
Separation of provision and production	
Competition	
Performance measurement	
Changed management style	
Contracting out	
Improved accounting, and financial management	
Personal management	
More use of information Technologies	
Separation of politics and administration	

Theory of NPM has many components, as mentioned in the table above; there are some undisputed characteristics of the NPM. These characteristics are mainly based on the theories developed previously such as *budget cut, privatization, contracting out, user charges, customer concept, competition* are mainly proposed by public-choice adherents and marketing approaches. On the other hand, the *separation of politics and administration, decentralization, issues of accountability*, can be traced back to the classical public administration and neoclassical thought.

In short, NPM has been inspired by many theoretical perspectives and advocates and implementers of various NPM reforms were influenced by an eclectic variety of these ideas. However, the difference is that although the main ideas are old, they have been never organized in one reform movement as in the case of NPM. So in Kuhn's terminology (1962), invention of NPM approach can be considered as a paradigm change in public administration.¹⁰⁹

¹⁰⁹ Gernod Gruening, 17.

The most well known advocates of new public management approach are American¹¹⁰ scholars Osborne and Gaebler. Their study “Reinventing Government” was published in 1992 and influenced the literature on NPM. They address that bureaucratic state come to an end and new form of governance need to be invented which will be entrepreneurial, opportunity seeking and risk taking government they mention that:

Our thesis is simple: The kind of governments that developed during the industrial era, with their sluggish, centralized bureaucracies, their preoccupation with rules and regulations, and their hierarchical chains of command, no longer work very well...Hierarchical, centralized bureaucracies designed in the 1930s or 1940s simply do not function well in the rapidly changing information-rich, knowledge-intensive society and economy of the 1990s.¹¹¹

Osborne and Gabler present ten principles of entrepreneurial government as follow:

1. **Catalytic Government:** steering rather than rowing (ensuring something desirable is done but not necessarily doing it directly).
2. **Community-Owned Government:** empowering rather than serving (enabling communities to take responsibility for their own affairs, assisted as necessary by ‘social entrepreneurs’ rather than having services handed down).
3. **Competitive Government:** injecting competition into service delivery (competitive tendering, market testing etc.).
4. **Mission-Driven Government:** transforming rule-driven organizations (focusing on organizational purpose and underpinning values, i.e. a strategic orientation).
5. **Results-Oriented Government:** funding outcomes not inputs (rewarding success rather than failure and with appropriate performance indicators in place).
6. **Customer-Driven Government:** meeting the needs of the customer not the bureaucracy (a theme at the heart of the UK Government’s Citizen’s Charter).
7. **Enterprising Government:** earning rather than just spending (income generation etc.).

¹¹⁰ In explaining the NPM approach, it is necessary to focus on U.S. as the country of origin of administrative theories. Therefore, that, just like public choice theory and managerialism, NPM is also developed in US.

¹¹¹ David Osborne and Ted Gaebler, *Reinventing Government* (New York: Penguin Group. 1992) 19.

8. **Anticipatory Government:** prevention rather than cure (being proactive rather than purely reactive)
9. **Decentralized Government:** from hierarchy to participative teamwork (moving decisions closer to point of service delivery; collegial rather than command principle etc.).
10. **Market Oriented Government:** leveraging change through the market (including use of the price mechanism as in the case of lead-free petrol, i.e. differential pricing).¹¹²

Implementation of NPM took different forms in different countries. According to G. A. Larbi, the NPM approach has two important implementation issue first one is decentralization and second one is performance contracting.

a. Decentralized Management: Decentralized public management may take six different forms as follow:

Breaking up monolithic bureaucracies into agencies: The most well known model of NPM is dividing the huge public bureaucracies into units that are more autonomous or agencies (Pollitt, 1994). In this model central bureaucracy is designed as a core unit, which produces strategic policy, and agencies are, operational units which “conduct their relations with each other and with the central departments on a contractual basis rather than through the traditional hierarchy...”¹¹³

These agencies are supposed to have greater managerial flexibility in many issues such as human resources, budget, etc. The best example from Turkey is the establishment of Development Agencies in Turkey in 26 in accordance with the EU *acquis communitaire*. For the purpose of regional development these agencies implementing new policies in order to reduce the disparities between the regions in

¹¹² David Osborne and Ted Gaebler, 19.

¹¹³ George A. Larbi, “The New Public Management Approach and Crisis States”, *UNRISD Discussion Paper* (No. 112, September 1999), 17.

Turkey in the context of the new spatial division of NUTS II regions.¹¹⁴ These agencies are supposed to work independent from central bureaucracy and traditional hierarchy and to encourage public participation and ability of local networks in regional development.

Devolving budgets and financial control: Devolving budgets and financial control is another important element of decentralized management which involves giving managers increased control over their budgets, determining specific targets for decentralized units, and creating budget centers or spending units.¹¹⁵

Organizational unbundling: Another important element of decentralization is transformation of vertically integrated, traditional bureaucratic organizations into horizontally integrated, flatter and more responsive structures.¹¹⁶

Downsizing: Another important element is downsizing, it refers to contracting-out of some services of government to private sector and decreasing the cost and size of public sector employment for budget savings. As will be mentioned in following chapter Turkey to some extent contracted out some central responsibilities with regard to tourism to private companies. Development of Belek region can be analyzed as such.

¹¹⁴ Turkey has been divided into seven geographical regions in the 1950s. However, the division of regions do not based on governance concerns but on an administrative hierarchy as consisting of provinces, counties, towns and villages formed in 1925. Since the seven geographical regions are not appropriate for developing coherent and efficient regional policy, The Regulation on Statistical Regions Units has issued in Official Journal of 24884 on 22nd has determined provinces as NUTS III level, 26 NUTS II level and designated the new twelve adjacent province groups as NUTS I level. Establishment of Development Agencies at NUTS II level would be decided by the Cabinet and overall coordination of Development Agencies is the responsibility of State Planning Organization.

¹¹⁵ M. Kaul, "The new public administration: Management Innovations in Government" *Public Administration and Development*, 17(1) (1997):13-26.

¹¹⁶ C. Pollitt, *Managerialism and the Public Services: The Anglo-American Experience*, (Oxford: Blackwell, 1993)

Separating production and provision functions: The fifth dimension of decentralized management is the “...divorce of provision from production of public services. This separation of provision from production implies making a clearer distinction (organizational and financial) between defining the need for and paying for public services (the indirect provider role) and actually producing those services (the direct provider role).”¹¹⁷

New forms of corporate governance and the board of directors’ model: The final dimension of management decentralization is the implementation of corporate governance and board of directors’ model in the public services. This model supposed to reduce the power and influence of elected representatives and labor unions on management.

b- Performance Contracting

In redetermining the relations between state and the market another method is contracting out, which refers to the purchasing of goods and services (e.g., information technology and management services) from external sources instead of providing such services in-house (OECD, 1993) Contracting out based on legal agreements and it can be between a public organization and a private sector firm or between one public organization and another. The responsibility of the public organization is to specify what is wanted and giving responsibility to the private or voluntary sector to provide it.

The rationale for contracting out is to stimulate which will promote cost saving, efficiency, flexibility and responsiveness in the delivery of services. Thus, as Metcalfe and Richards¹¹⁸ have pointed out, contracting out puts competitive market forces directly at the service of government.

¹¹⁷ George A. Larbi, 20.

¹¹⁸ L. Metcalfe, and S. Richards, *Improving Public Management*, (London: Sage Publ., 1990)

Up to this point main arguments of NPM was explained, and in theory those arguments seems magical solutions to public policy making process. However, in practice, in the implementation of NPM there might occur some disagreeable consequences. Critics of NPM approach raise some major issues such as:

Le Grand and Barlett (1993) have pointed out that quality of public service may decrease because of the concerns like minimalist, economizing managerial standards. Cost reduction and efficiency as the basic concern of NPM may cause decrease of standards especially on the pivotal issues such as education, technology, health and the environment. These are issues, which require long-term perspectives before transferring NPM approach.¹¹⁹

Dunleavy and Hood (1994) mentions the concerns among traditional bureaucrats about the “...potential destabilizing effects of NPM if the processes of change should get out of control, become unmanageable and do irreversible damage to the provision of public services. For developing countries, but not for the World Bank and donor agencies, the price to be paid for such policy mistakes may be great in terms of threats to political stability and loss of economic well-being.”¹²⁰

Critics of NPM also point to social and economic inequality produced by market-prone approaches, such as individualism triggered by NPM approaches may create conditions of social exclusion (Mackintosh, 1997). Hence, these reforms harm most those poor and vulnerable people in need of state help. Moreover, critics like Dunleavy and Hood notes that NPM approach may encourage bureaucrats to be self-interested and self-benefit seeking, and sometimes leads to corruption, favoritism,

¹¹⁹ J. Le Grand, and W. Barlett “Quasi-Markets and Social Policy”, (London: Macmillan, 1993).

¹²⁰ George A. Larbi, 33.

patronage and other forms of misbehavior especially in developing countries where accountability mechanisms are weak.¹²¹

As a result, it can be concluded that, in practice, NPM work differently in different contexts in different service areas. In any case, it is important to bear these differences in mind, because they increase or decrease the chances of NPM being successful. It should be mentioned that, implementation of NPM practices require high capacity of public administration systems, for example concerning the countries of patronage and high level corruption the question whether NPM will decrease these actions or increase them to higher levels is important. “That is, would NPM solve the problems of old public administration or would it create new, more intractable problems? Implementation needs to be sensitive to operational reality.”¹²²

In spite of serious criticisms, it should be admitted that, New Public Management thinking, opened the way for the governance understanding and networking in public policy making.

3.2. Analysis of the Concept of Governance

According to Peters and Pierre, governance concept developed gradually since the beginning of twentieth century, and can be analyzed in 4 phases. The *first phase* is the consolidation of democracy throughout the Western world. The *second phase* is the post-Second World War period, in which we see the Keynesian welfare state policies. In this period, governments took the responsibility in many areas, like economic redistribution, and enlarged its realm of duty and its influence over the society. Although labeled differently in different countries, such as ‘The Great Society’ in US and ‘The Strong Society’ in Sweden; the meaning was growing government, increase of public spending on public services and social programs, and

¹²¹ P. Dunleavy, and C. Hood “From Old Public Administration to New Management” *Public Money and Management* 14(3) (1994):9-16.

¹²² George A. Larbi, 36.

governments' intervention into the market economy. "These were the times when government was seen as the appropriate, legitimate and unchallenged vehicle for social change, equality and economic development."¹²³

The *third phase* in Pierre's and Peters' categorization represented perfectly by Thatcher and Regan governments respectively in United Kingdom and United States. In this phase government seen as the cause and root of the societal problems instead of a solution to them. Following the Britain and United States, countries like New Zeland and Australia started to implement reform programs as foreseen in NPM understanding to allow the market to play leading role in the society these reforms were based on "privatization, deregulation, cut-backs in public spending, tax cuts, monetarist economic policies, radical institutional and administrative reform,..."¹²⁴ and introduction of public service production and delivery in terms of market understanding.

According to Pierre and Peters the *fourth phase* started in the early 1990s onwards, this final phase presents the emergence of new model of government. This new model questions the role of government in the society. In this period, governments were questioned by citizens in terms of democratic elements. Pierre and Peters mention that

The public sector is still conceptualized (especially in Anglo-American democracies) as largely independent from the private sector, and government is often thought to have the capacity to control easily, and directly, activities within the private sector, as and when it feels it necessary to impose that control.¹²⁵

In this final phase government accepted as the dominant power in executive, legislative issues and enforcement of public policy however in terms of other

¹²³ Guy Peters and Jon Pierre, *Governance Politics and the State*, (Newyork: Macmillan Pres, 2000) 2.

¹²⁴ Guy Peters and Jon Pierre, 2.

¹²⁵ Guy Peters and Jon Pierre, 3.

issues, state became more dependent on other actors because of the lack of resources. In this period, state is criticized as being excessively rigid, bureaucratic and inefficient.

The period after 1990s witnessed the transformation within public administration, in which state turned into an interactive, cooperative decision making body from one sided, dominant actor, which impose its decisions to the society. In other words, order and command style of classical public administration gave way to method of finding cooperative solutions to common problems.

New forms of governance and transfer of decision making away from central states have gained the attention of many scholars across political science. According to Hirst, governance is an alternative to government.¹²⁶ On the other hand, for Rhodes (1997) "governance without government" is becoming the dominant form of management for advanced industrial democracies. Hollowing states, negotiated states are all different forms of depiction in explaining the governance system.¹²⁷ The main thing to be meant in these depictions is societal actors are becoming much more influential over policymaking and public administration than before. So that the traditional concept of government as a controlling and regulating organization is no longer acceptable.¹²⁸

According to Paul Du Gay governance "...signifies a change in the meaning of government referring to a new process of governing; or a changed condition of ordered rule, or the new method by which society is governed"¹²⁹ Du Gay states that

¹²⁶ Paul Hirst, "Democracy and Governance", in *Debating Governance*, ed. Jon Pierre (New York: Oxford University Press, 2000) 13.

¹²⁷ R. A. W. Rhodes, "The New Governance: Governing Without Government" *Political Studies*. 44(4) (1996): 652- 667.

¹²⁸ Jan Kooiman, *Modern Governance: New Government Society Interactions*, (London: Sage Pub.,1993).

¹²⁹ R. A.W Rhodes, 653.

although governance has multiple meanings depending on the context that is used, mostly “...the term either signal a probematization of conventional forms of political government by the state under the rule of law or they actively propose to sidestep those forms of ordering.”¹³⁰

Similarly, in one of the most comprehensive study of governance, Kooiman argues that governance is comprised of purposeful actions to guide, steer, or control society, and this process involves both governmental and non-governmental actors, and interaction of these actors. This perspective actually reflects the normative change that took place in Europe in 1980’s when economic liberalization reduced the role of the welfare state as the sole agent of policy implementation and paved way for public-private partnerships.

Generally, the concept of governance comprises many concepts. One of them is inter-dependency, that is, governance is about providing the coordination in the inter-dependent relations between organizations, institutions or actors. Secondly, governance also comprises the concept of ‘equality’, that is, it evaluates the relations between the state and society as among equals. So as different from the new right it does not evaluate the state negatively, instead it proposes co-governing in equal status that is administration of state apparatus together with the non-governmental organizations.¹³¹ Governance also includes the self-organization concept, which refers to in a decentralized society of this century political system should be decentralized as well.¹³²

¹³⁰ Paul Du Gay, “A Common Power to Keep Them All in Awe: A Comment on Governance” *Cultural Values*, 6 (1), (2002): 11.

¹³¹ R.A.W. Rhodes, 654.

¹³² Self-governance concept actually stems from the concept of autopoiesis, which means self-production. The concept was developed by biologist Maturana and Varela, to better understand the living systems, not just as composed of or reproducing parts etc. However, as system of interactions of components. So autopoietic systems reproduce their own identity, the most important representative of this theory in social science was Nicholas Luhman who then also influenced the development of self-government.

According to K. Göymen governance is composed of a triangle of system, political regime and administration. In the system dimension, state changes the traditional process of decision-making and adds new actors to this process. That leads to minimalist and capitalist state. In the political dimension, it is aimed to make the citizens to participate in the governing process, which actually means the pluralism and representativeness. Lastly, in the administrative dimension, transparent, accountable and effective running of the bureaucracy is aimed.¹³³

E. Krahmman defines dimensions of governance as geography, function, and distribution of resources, interests, norms, decision-making and policy implementation. The table below summarizes the main differences between government and governance in seven dimensions:

Table 5. Government and Governance as Poles on a Continuum¹³⁴

Dimensions	Government ←→	Governance
Geographical Scope	Subnational National	Subnational National Regional Global Transnational
Functional Scope	Several issue areas	Single issue areas
Distribution of Resources	Centralized	Dispersed
Interests	Common	Differentiated
Norms	Sovereignty Command and control Redistribution	Limited Sovereignty Self-Government Market
Decision Making	Hierarchical Consensus Formal equality	Horizontal Negotiation Inequality
Implementation	Centralized Authoritative Coercive	Fragmented Self-enforced Voluntary

¹³³Korel Göymen, “Türkiye’de Yerel Yönetimler ve Yönetişim: Gereksinmeler, Önermeler ve Yönelimler” *Çağdaş Yerel Yönetimler Dergisi* 9 (2) (2000): 6.

¹³⁴ Elke Krahrman, 'National, Regional and Global Governance: One Phenomenon or Many?', *Global Governance*, 9(3),2003: 332.

According to Pierre and Peters, another factor that contributed to current interest in governance is increasing importance of regional and international governance organizations. As mentioned before, establishment of regional organizations like EU and NAFTA and international organizations like WTO, IMF, UN and World Bank is one of the most important institutional development in the post second world war period. Emergence of these institutions opened a new area for social scientist to analyze the relations between them and nation states. In this regard, these new centers of power were actually major actors in the development of governance concept. In the development of the concept of governance international organizations like World Bank, United Nations, IMF has made significant contributions and conducted campaign promoting ‘good governance’ as a reform objective for countries of Third World. The emergence of the concept is actually depends on the policy changes of the World Bank. The concept was first used in 1989 report of the World Bank on Africa. In the following years besides developing the concept, it also contributed to the application of the concept in several projects. Later in 1990s, World Bank started to use the concept as “good governance” which means development of any country can only be realized through good governance, and the crisis that 3rd World Countries live is because of the inability of good governance. In the development of the concept, World Bank is followed by the OECD¹³⁵ and UN¹³⁶.

In general, state power and control is analyzed in three different governance models in the literature these are: upward delegation of power towards international organizations; downward delegation of power towards local units; and outward

¹³⁵ In 1995 OECD Commissions on Global Governance made a new definition, in which governance:

- (1) is not a system of rules or action type but a process,
- (2) this process is not based on sovereignty or power relations but on conciliation culture,
- (3) encompass the public and private elements at the same time,
- (4) it also based on the constant interaction and trust principle,

Moreover, OECD determines 6 main principles for the good governance which are very similar to World Bank’s principles. These are: (1) accountability, (2) transparency, (3) effectiveness and efficiency (4) acuteness, (5) far-sightness, (6) legality.

¹³⁶ Local Agenda 21 Project of UN, was the first concrete samples of the governance practices.

delegation of power towards private or civil society institutions operating under discretion of the state. The classical view of government is based on the assumptions such as state-centrism and locus of power; homogeneity of state institutions and isolation from the rest of the society; state sovereignty, superiority; and power of constitution and legality.

Whereas emergence of governance approach challenged these conceptions of state and sources of state capabilities. In traditional view, state as the locus of power is taken for granted however, in governance approach, state capacity is based on its ability to mobilize social actors and interest groups for its own purpose and will. Likewise, institutional homogeneity and monolithic view of state is replaced by the idea of institutional fragmentation and even contradiction between state institutions.

Another basic tenant of conventional government view is state sovereignty and superiority, this idea also does not receive support from advocates of governance in the sense that although state control some resources to which other actors do not have the right of access the governance approach assumes that "...these types of resources are becoming less critical for most societal actors."¹³⁷ According to governance approach the dependency between state and society shifted in favor of societal actors, today state actors are willing to establish close contacts with private sector and civil society. The last basic tenant of conventional government idea was power of constitution; constitution is the basis of state power in classical government understanding however

...today constitutions define archaic borders between state and society which are seen as obstacle to governance...since political capabilities in governance are derived from political entrepreneurialism and a political ability to read and exploit unique contexts, constitutions tell us less and less about what states can and cannot do.¹³⁸

¹³⁷ Pierre and Peters, p.83.

¹³⁸ Pierre and Peters, p.83.

Pierre and Peters analyze three levels of governance as below:

Upward Delegation of Power: One of the most important developments with regard to state power in the postwar period is the growing importance of international organizations, actors and groups. Since the end of the Second World War, states have been transferring some of their sovereignty to international authority in many policy sectors. International organizations like United Nations, which have the agenda of governing the global community on certain issues, have been existing since the end of the 19th century. However, current political climate witnesses different international structures, which have broader agenda. One of the best examples of this structure is General Agreement on Tariffs and Trade (GATT) aimed at establishing international trade regulation. For the purpose of regulating international trade, abolishing the barriers in front of the free trade after the Second World War, western states agreed on the GATT convention. However, because of the limited monitoring authority of the convention and ineffectiveness of it in regulating international trade, GATT was replaced by World Trade Organization (WTO). The new organization equipped with many authority, which “...serves as a controller, investigator, and court for international trade disputes. In order to join the WTO, states have to demonstrate that they, in policy as well as in action, subscribe to the principles of free trade and non-state intervention in private industry.”¹³⁹ Another important example is Agenda 21 project, which takes local governments as the leading actors to form up and conduct sustainable economic development programme. Therefore, Agenda 21 took the subnational government as the initiator of political and economic change without the interference of national governments.

It is obvious that, emergence of international or supranational authorities is an important challenge to the state power and control. Pierre and Peters explain emergence of international organizations in five overall hypotheses. *First* is current problems of the states are not defined by the national level but instead they are

¹³⁹ Pierre and Peters, p.84.

regional or global in many senses. For instance, environmental protection, drug-trafficking, international security is some of the current problems governments are facing with. The *second* hypothesis is the necessity of international cooperation in dealing with current problems and to accomplish deregulation goals. The *third* hypothesis is about the globalization of private capital, which causes the considerable level of increase in international trade and necessity of international regulations and control. The *fourth* explanation of the emerging international organizations is similar policy problems among different countries especially institutions such as OECD, IMF and World Bank provides policy solutions, reform proposals and mutual policy learning experience to develop new policies in economic and administrative level. Finally, necessity of addressing global problems by acting in concert requires some form of international effort.

Downward Delegation of State Power: The second type of power delegation of state is the decentralization, which is delegation of some authority to regional and local institutions. Decentralization of power is a common political change in western democracies since the past couple of decades; however, it takes different forms in different national contexts. From the 1960s onwards, we see the devolution of central governments' power to the subnational government has been occurred in several steps in many countries, mostly based on ethnic, cultural, economic elements in the countries such as Spain, Canada, and Britain etc. Together with the decentralization process, local authorities has more chance to influence the local policies and has more financial responsibilities, moreover citizen participation and input on political issues increased considerably.

The process of decentralization triggered by variety of political objectives or as a response to structural changes in current state system. For instance, high level of urbanization required financially and politically stronger local government system. Moreover, expansion of public services in past couple of decades created an expertise in the subnational government level, which is aimed to be unleashed

through decentralization. Another factor that leads to decentralization is lack of standard in providing the public services and the need for these services to meet the local needs more effectively.

On the other hand, decentralization enables the national state to bring the national budget closer to balance and to curb public expenditure growth by delegating some authority to local governments. Decentralization is "...a matter of changing division of labor within the public sector as well as changing patterns of financial and other responsibilities for public services."¹⁴⁰

The most significant result of decentralization process is, it has facilitated new forms of governance, in national, subnational and community level. Decentralization process made local government powerful for adopting their agenda and to form political pressure, likewise they became powerful actors in local projects on economic development or public service delivery. Moreover, private sector started to see local government as powerful unit to work together with. In tourism sector, as will be mentioned in following chapter tourism infrastructure and service unions in Turkey composed of local authorities i.e. provincial directorates municipalities etc. are example for downward delegation.

Outward Delegation of State Power: The other type of state power delegation is devolution of some traditionally state controlled areas to the outward institutions or organizations closely related with political elites. Currently most of the states in western world have number of non-governmental organizations in delivery of public services. The approach labeled by Pierre and Peters as 'creating satellite institutions' is gaining more popularity at all levels of government.

The transfer of policy activities may take several forms; the simplest form is mentioned as formation of quasi-autonomous agencies with extensive discretion to

¹⁴⁰ Pierre and Peters, p. 88.

perform tasks previously performed by government. Another form is using subnational governments for the policy purposes. Lastly, governments may use profit oriented or non-profit oriented organizations to fulfill government purposes, these organizations exist independently or may be created and supported by government through several funds and subsidies.

Moreover, for the purpose of reducing states' debts or balancing the national budget, selling of the state owned companies like telecommunication or public transport companies namely privatization is another general trend in recent years. Justification of the privatization of state-owned businesses is made by using the assumption that state is not well equipped to manage these companies, in order to make them profit generating entities its necessary to privatize them.

There is also the method of transferring the implementation authority to the non-public actor. In some countries like Sweden local governments form local companies of their own to deal with tasks and responsibilities, which are not properly, conducted like provision of water and electricity. However, this method is being criticized based on lack of accountability and public monitoring of the spending of tax money and arguing local authorities should not own companies they should be privatized.

The other model is the public-private partnership, which has also gained importance and became a common practice in recent discussion of outward delegation of state power. Public-private partnership model is accepted as the useful instrument in enhancing the capabilities of the governmental institutions in local level. Since the local governments usually are in the situation of lack of financial resources to fund local projects of development, partnership became a preferable solution for local governments.

All these above mentioned models of delegation of state power to various other units actually caused by a need to find an effective and efficient model of public service delivery. The use of private sector and civil society in policymaking and public service delivery enable the citizen involvement to the programs and decrease the cost of some public services. Pierre and Peters ask the question of “What’s left of the state?” after delegation of state power to upward, downward and outward levels. What capabilities and resources remain under the supervision of state?

The developments mentioned above lead to two different scenario with regard to future of the nation states and its role in new governance. The first scenario is based on the assumption of irreversible process of decline of state because of the delegation of state power and responsibilities to other actors. By delegating most of its function, state will stay with only few core societal functions.

...contracting out, privatization, and third sector involvement will replace state auspices in service delivery. In the international arenas, globalized capital will gain further momentum while nation states will see a further momentum while nation states will see a further erosion of their control over private capital.¹⁴¹

The second scenario based on more positive outlook on the future of nation state, that is recent developments are evaluated not only as state decline but also as the state transformation and adaptation to changing conditions in the world. Actually historically, states always showed their capacity of adaptation to changing conditions, the current state of 2000s is obviously very different from state of 1950s both in administrative structure and in terms of capabilities. Hence what we are witnessing today is

...a process of structural and political adjustment in the state to the challenges it is now facing. Traditional sources and bases of state power are downplayed since they are less efficient and appropriate instrument of governance. Instead, collaborative instruments and a more transparent and integrative state model emerge to serve as vehicle for the pursuit of collective interest.¹⁴²

¹⁴¹ Pierre and Peters, p.92.

¹⁴² Pierre and Peters, p.92.

As will be mentioned in chapter 5 BETUYAB case is a sample of outward delegation of power in tourism sector in Turkey, which acts as the sole authority in terms of tourism related issues in the region.

3.3. The Network Governance

Three major types of social order are emphasized in governance literature these are: markets, hierarchies and networks. Hierarchies refers to traditional bureaucracy which coordinate social action through command and control; markets based on autonomous actors self-coordination; however networks function in terms of non-hierarchical coordination based on exchange of resources.¹⁴³ When conjoined with the term “network,” the notion of “governance network” emerges.” As a popular metaphor of our times, the term network is frequently used by social scientists in form of such as, social networks, professional networks, economic networks, communication networks, and even terror networks.

Through the time, governance approach¹⁴⁴ started to transcend the traditional borders of public administration for example academicians like Rhodes claims that self-organizing and inter-organizational networks constitute the essence of governance. According to Pierre and Peters one of the most referred types of governance is policy network governance. These networks include variety of actors such as state institutions, private sector NGOs and all other stakeholders in a certain policy

¹⁴² C.E. Lindblom, *Politics and Markets*, (New York:.Basic Books,1977)

¹⁴³ Tanja A. Börzel and Diana Panke “Network Governance: Effective and Legitimate” in *Theories of Democratic Network Governance* ed. Eva Sorensen and Jacob Torfing, (Great Britain: Palgrave Macmillan, 2007) 154.

¹⁴⁴ The concept also used in the field of international relations and comparative politics. In the international relations literature the concept started to be discussed after the cold war and it refers to the an increasing interdependence between the countries of the world which leads to the commonly accepted norms, rules and patterns for international cooperation. On the other hand comparative politics area associated the concept with the study of regime transition for democracy, and revision of a system in order to meet the demands of more complex societal and political requirements.

issue.¹⁴⁵ As will be mentioned in chapter 6 tourism service and infrastructure unions are example of this type of network in Turkey. However, emergence of governance networks is not a new phenomenon. In the case of United States terms such as subsystems, sub governments etc. refers to the decision-making bodies composed of stakeholders, and in which participants are well informed about the content of policy issues and procedures. In the similar vein in many countries of Western Europe, corporatist tradition regarding to the involvement of social actors to the policymaking can be regarded as one of the origins of network governance.¹⁴⁶ However, the new thing about network governance is political theorists, politicians and practitioners started to accepted network governance as effective and legitimate way of decision making, which also enhance the democratic legitimacy of the public policy and governance.

As a result network governance model, emerged as a major alternative to the top-down approaches of governance. Labeled by Kooiman (1993) as ‘modern governance’ and by Rhodes (1997) as ‘new governance’ in this approach governance is conceptualized as an interaction among different social groups rather than government control. In the network, governance model society is accepted as a self-organizing entity so that governmental influence over society will be resulted with resistance. Actually changing dynamics of management of the public sector “...lends a great deal of credence to this approach.”¹⁴⁷ Governments are more align to partnership with private sector and civil society for the delivery of public services, and more open to have advise or counseling from these groups in making public policy. Therefore, that, top-down bureaucratic approach has been diminished or lost.

¹⁴⁵ Guy Peters and Jon Pierre, 19.

¹⁴⁶ Joop F. M. Koppenjan, “Consensus and Conflict in Policy Networks: Too Much or Too Little” in *Theories of Democratic Network Governance*, ed. Eva Sorensen and Jacob Torfing, (Great Britain: Palgrave Macmillan, 2007) 138-139.

¹⁴⁷ Guy Peters, and Jon Pierre, 45.

Emergence of network governance is explained by Börzel and Panke as follow:

The emergence of network governance has been closely related to the declining effectiveness of hierarchy (state failure) in domestic politics and absence of hierarchy (anarchy) in international politics, respectively. Under the conditions of environmental uncertainty and increasing international, sectorial and functional overlap of societal subsystems, network governance has a crucial advantage over hierarchy and market. While markets (deregulation) are unable to control the production of negative externalities (problems of market failure), hierarchies (governments) do no longer possess and control all necessary resources to produce policies capable of addressing societal problems. Through network governance, governments can mobilize resources in situations where they are widely dispersed among public and private actors at different levels of government, international, regional and local.¹⁴⁸

Network governance is the governance type, which takes network relations to the center, focuses on the relations instead of a certain structure. A more detailed definition of network governance can be laid down as:

A relatively stable, horizontal articulation of interdependent, but operationally autonomous actors who interact through negotiations that take place within a relatively institutionalized community which is self-regulating within limits set by external agencies and contributes to the production of public purpose.¹⁴⁹

We can analyze these defining aspects as follow:

First of all governance networks contain private, public, non-profit actors who are on the one hand independent from each other but on the other hand dependent to each other's resources and capacities, and operationally autonomous in the sense that they are not commanded by superiors to act in a certain way. To be part of a network the interested party should have a stake in the policy issue and should have the capacity of contribution to other actors. Actors in the network are horizontally related, but this does not mean that each actors are equal in terms of authority and

¹⁴⁸ Tanja A. Börzel and Diana Panke, 157.

¹⁴⁹ Jacob Torfing, 5.

resources, however since the participation into the network is voluntary and they are free to leave any time none of these actors use their power for control purposes, in order not to ruin the network.¹⁵⁰

Secondly, partners of the network interact through negotiations, members may bargain over the distribution of resources for the purpose of increasing the positive outcomes within the network. During this negotiation process, power struggles occur in the network. “As such, joint action will often rest on a rough consensus where a proposal is accepted despite persistent disagreement.”¹⁵¹

Thirdly, the interaction between the partners actualized in an institutionalized framework, this framework is not simply the sum of its part and not homogenous and integrated whole. This institutionalized framework composed of ideas, rules and procedures, which regulates the working of the network.

Fourth, the governance networks are self-regulating entities and not the part of hierarchical structure or take command; rather they are voluntary entities, which act in a particular policy field, based on their own ideas and resources.

Fifth governance networks enable the production of public purpose in a certain policy field. Public purpose refers to the visions, values, policies, plans regarding to the public. Therefore, that network actors are responsible in determining the solutions to policy problems.

According to Rhodes, governance can be conceptualized as “self-organizing networks”. These networks formed due to the interdependence among service providing actors. Networks are at the heart of the notion of governance, they are viewed as mechanism for coordinating and allocating resources, and they are built on

¹⁵⁰ Eva Sorensen and Jacob Torfing, 9

¹⁵¹ Eva Sorensen and Jacob Torfing, 10.

high levels of trust by its participants, and operates on the negotiation, so they are characterized by autonomy and self-governance. They are also highly resistant to government steering. Therefore, Rhodes argues network governance “can blur even dissolve, the distinction between state and civil society”¹⁵²

Rhodes, analyses governance from the angle of operation of the public services. As mentioned above, because of the critics on growing of public sector and lack of effectiveness, public administration-market balance started to change in favor of the market and both central and local governments’ benefits from the private sector or NGOs’ service or implement the private sector methods. Besides, with the devolution of some authorities of nation-states to supranational states such as European Union, especially central governments lose some of their functions. Rhodes evaluates these developments as a “hollowing out of the state”.¹⁵³

This process makes presentation of public services more fragmented, so that providing coordination and management among those fragmented parts requires the management of these aforementioned networks. While analyzing the operation process of these networks Rhodes highlights the issue of interdependency among the public service providers. That is, for the purpose of realizing their aims, actors in the network exchange their resources such as information, money or expertise continuously to increase their influence over the results. According to Rhodes since these networks are self-organizing, they have a considerable level of autonomy against public administration.¹⁵⁴

According to Rhodes, networks may change with regard to their degree of cohesion, issue specificness or level of coalitions. Policy networks are advantageous in implementation of public policy since they enable the coordination between public

¹⁵²Paul Du Gay, 12.

¹⁵³ Rhodes, 661.

¹⁵⁴ Rhodes, 658- 660.

and private interest and enhance efficiency. According to Rhodes although there have been similar networks, and continuous exchange between key factors such as ‘iron triangles’ or ‘policy communities’ in previous decades, policy networks are different from them in terms of being more coherent, self-regulatory and resistant to state power in a specific policy sector.¹⁵⁵ Hence, policy networks rather take the stakeholders as the locus of power, instead of larger collective interest.

E. Sorensen and J. Torfing mention that governance networks may take several forms depending on the political, social, economic context that they emerge.

They might be dominated by loose and informal contacts, but they can also be tight and formal. They can be intraorganizational or interorganizational; self-grown or initiated from above; open or closed; short lived or permanent; and have a sector-specific or society-wide scope. Finally, some governance networks might be preoccupied with the formulation of policy, whereas others are preoccupied with policy implementation.¹⁵⁶

According to Pierre and Peters, the relationship between policy networks and state is described as mutual dependence. Networks are expertise and interest based entities so that they are valuable for governments in the policy making process. However, interest of policy networks sometimes may challenge the interests of state. On the other hand, while networks are overwhelmingly controlling the policy issues, citizens are still seeing the state as responsible from the developments in the specific sector. So that networks presents the disadvantage of separating control and responsibility process. Another dilemma of network governance process is “while it needs networks to bring societal actors into joint projects, it tends to see its policies obstructed by those networks.”¹⁵⁷

¹⁵⁵ Guy Peters and Jon Pierre, 20.

¹⁵⁶ Eva Sorensen and Jacob Torfing ,11.

¹⁵⁷ Guy Peters and Jon Pierre, 20.

Network governance model is actually presumes that government is becoming powerless in relation to society. That is society and markets have the capacity of self-organization and freed themselves from governmental control. Although the hierarchical model of government persists, its influence is steadily waning. “Government agencies, bureaus, divisions, and offices are becoming less important as direct service providers, but more important as generators of public value...”¹⁵⁸ in the multiorganizational world of modern governance. This self-organizing type of society can be observed especially in Scandinavian countries. In network governance governments’ steer at distance, and autonomous societal and economic actors pursue their own goals, without or little influence from the government.

Rhodes explains the emergence of networks in a certain policy area in the conditions as mentioned below:

- Actors need reliable ‘thicker’ information, or local knowledge.
- Quality cannot be specified or is difficult to define and measure.
- Commodities are difficult to price.
- Professional discretion and expertise are core values.
- Service delivery is localized.
- Cross-sectoral, multi-agency cooperation is required.
- Monitoring and evaluation incur high political and administrative costs.
- Implementation involves haggling (or disputes over who owns the policy)¹⁵⁹

All these conditions are also relevant in making of tourism policy. Similarly, Nils Hertting explains the mechanism of governance network formation in a following chart:

¹⁵⁸ Stephen Goldsmith and William D. Eggers, *Governing By Network: The New Shape of the Public Sector*, (Washington: Brookings Institution Press, 2004) 8.

¹⁵⁹ Mark Bevir and R.A.W. Rhodes, “Decentred Theory, Change and Network Governance” in *Theories of Democratic Network Governance* ed. Eva Sorensen and Jacob Torfing, (Great Britain: Palgrave Macmillan, 2007) 85.

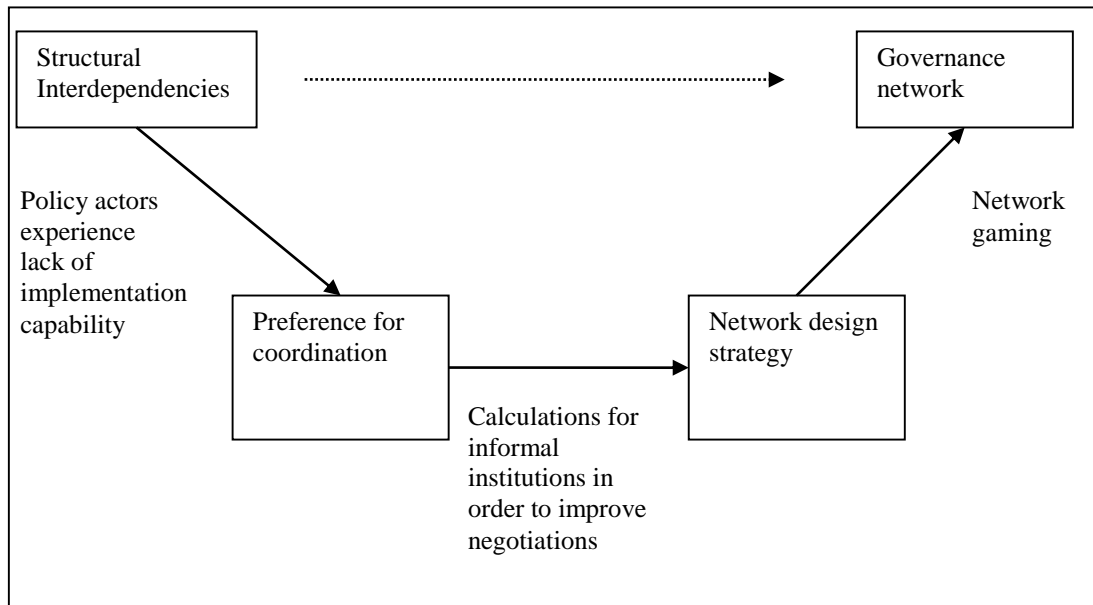


Figure 3. Perceptions, calculations and games in governance network formation¹⁶⁰

Formation of the network model is an important task, since it includes the process like identifying the possible partners, bringing all stakeholders together to the same table, analyzing the current situation in the concerned policy sector, communicating to all members of the network about the functioning of the network, determining the strategies to maintain the network and finally activating it. According to Goldsmith and Eggers the formation of the network based on the answers of these following questions:¹⁶¹

- ✓ *What goals does the government wish to achieve? What type of tools will be utilized in establishing and activating the network?*

¹⁶⁰ Nils Hertting “Mechanisms of Governance Network Formation” in *Theories of Democratic Network Governance*, ed. Eva Sorensen and Jacob Torfing, (Great Britain: Palgrave Macmillan, 2007) 57.

¹⁶¹ Goldsmith and Eggers, 56.

In order to initiate the network, government first should determine the goals to be achieved in a specific policy area then it may use several resources to start the network organization, such as the power of government to distribute money through a grant or contracts may take the attention of stakeholders; similarly political ideas and rhetoric may bring the stake holders together; moreover governments' power or authority of convening may act as the catalyst to bring the partners together in realization of policy goals; additionally governments can also provide human or technology resources to activate the network; and finally governments may use their authority to form a network in order to reach their goals in a certain policy issue. Foundation of tourism service and infrastructure unions and government initiated private unions such as BETUYAB are actually realized in order to bring stakeholders together for tourism development.

✓ *Who are the stakeholders to help the accomplishments of policy goals?*

Choosing the right partners in the formation of network is also very critical issue. In determining the best partners the analysis of which partner will be, most effective in network should be made first. The question should be "...which actors in which ways when brought together can produce more positive results per dollar and unit of effort than government alone."¹⁶² The factors of choosing the right partners depend on the particular circumstances. Choosing the right partners for the network will also depend on the factors such as cultural compatibility and share of same values; operational capacity of the partner in terms of technology, experience, skills, financial stability, ability to assume risks etc.

✓ *How should be the network designed in accordance with given goals?*

Determining the right type of network in accordance with the governmental needs requires the knowledge of different types of networks. Goldsmith and Eggers

¹⁶² Goldsmith and Eggers, 64.

identifies six types of networks by no means exhaustive that governments benefit. In *service contract type* of network, government use contractual arrangements as the network tool such as networks on transportation, health, welfare etc. BETUYAB is a network based on contract of land use made with investors in Belek region. *Supply-chain networks* are formed to purchase complex product to government mainly in the areas of transportation and defense. *Ad-hoc types of networks* are formed in response to emergencies. *Channel partnership* type of network refers to profit and non-profit entities to become a distribution channel. *Information dissemination type of network* refers to partnership with for-profit or non-profit organization to disseminate information to the public. Finally, in the *civic switchboard type of network* government use its authority and power to connect diverse organizations.

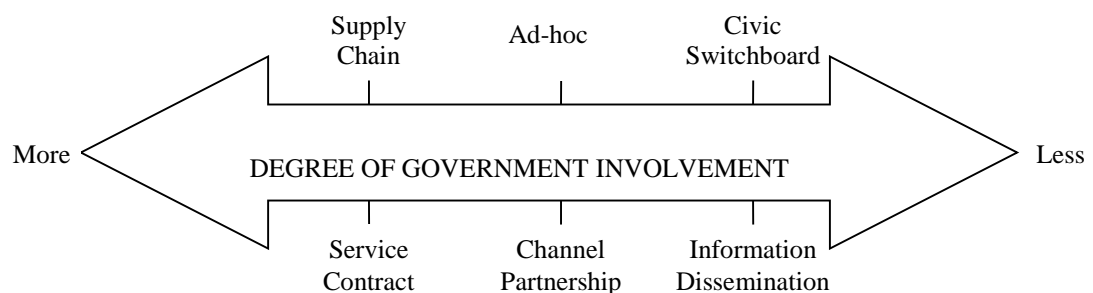


Figure 4. Types of Public-Private Networks¹⁶³

- ✓ How should the network be managed?

In today's world, fulfilling many types of government responsibilities requires integrating complex networks of organization. The question of who should integrate these organizations is a critical one since a strong integrator is the most important

¹⁶³ Goldsmith and Eggers, 71.

part of the network. Governments have three choices in determining the integrator. First the government can be integrator and follow-up all daily works and activities, in Turkey tourism service and infrastructure unions are an example for this case; second government can delegate this job to contractor, in Turkey, BETUYAB is the sample case for this model; and thirdly government can hire a third party to coordinate the network. In accordance with the purposes of this thesis, the first model in which government became the network manager or integrator is of significance.

In many respects the public sector represents a logical choice as the administrator and integrator of the network. A public agency can use its positional authority and perceived impartiality to bring the different parties together, coordinate their activities, and resolve any disputes.”

However, there are also some challenges to this model such as procurement laws can limit public officials to negotiate with members of network, also evaluating the network partners require specialization and certain skills on such matters however government officials mostly do not have that type of experience.

Although well-designed networks are supposed to be successful networks, in the literature some conditions are defined that may lead to failure:

- When closed to outsiders and unaccountable for their actions.
- When they generate conflicts: between individual and organizational commitments, local and national public expectations, flexibility and rules, and network goals and national regulators.
- When they serve private interests, not the public interest and are hard to hold to account.
- When they cannot be steered.
- When they conflict with other governing structures.”¹⁶⁴

These difficulties as will be presented in this thesis can be seen in especially case of BETUYAB since they conceptualized by the locals as focusing on the interest of investors in the region and sometimes contradictions broke out in the region.

¹⁶⁴ Mark Bevir and R.A.W. Rhodes, 83-84.

Another important issue in network governance is the issue of democratic accountability. Accountability based on the existence of institutionalized or formalized rules of making explanation and claiming responsibility. According to Esmark, "...accountability implies that decision-makers can be called upon by those whom they represent to explain and assume responsibility for their decision."¹⁶⁵ In representative democracy, government is accountable to citizens through election mechanisms such as regular voting, secret ballot and these methods enable the governed to choose, authorize and control the political decisions.

Accountability is the most important challenge networks faced with. When the authority and responsibility belongs to different organizations, the organization to be blamed in case of failure is not clear. Questions such as; who should be held accountable and by whom? If the government is the network manager and if network partners hinder each other who should be held responsible for? Are the questions to be answered?

Traditionally governments address these issues through strict auditing and supervision mechanisms. However the traditional mechanisms based on standardization process, so that traditional mechanisms are in contrast with the network understanding which is based on decentralized, flexible, and innovative approaches to public policy making.

In analyzing the accountability of network, a complex set of strategies aimed to addressing seven areas mentioned below should be employed.

Setting Goals: When a network of policy issue is established, the expected results of the network organization should be clarified by the government. Clear, specific, outcome based performance targets are basic factors in setting the goals for the network

¹⁶⁵ Anders Esmark, "Democratic Accountability and Network Governance-Problems and Potentials", in *Theories of Democratic Network Governance*, ed. Eva Sorensen and Jacob Torfing, (Great Britain: Palgrave Macmillan, 2007) p.276.

organization. Setting specific goals to accomplish and aligning the goals of network partners in the direction of public welfare, and pushing these goals down to network is a first step to accountability within a network.

Creating Trust: Successful networks are based on mutual trust. Without a sense of trust among network partners, they will be unwilling to share knowledge and to cooperate. In the absence of trust, oversight will be higher than before. Building the mutual trust between the partners also reduce the oversight costs and costly legal methods of inspection, so that trust is a crucial element of accountability within the network.

Structuring Incentives: Structuring the incentives is also an important element of network accountability. Good structured incentives can have positive impacts, on the performance of the network.

Sharing Risk: in network organizations, economic, social, political risks can be transferred to for-profit or non-profit actors. For instance in an incentive based contracts much of the risk can be transferred to contractor, "...rewarding it for productivity improvement and penalizing it for poor performance or rising costs."¹⁶⁶ However, in spite of risk transfer government is mostly hold responsible from the policy failures by the public. Shifting the risk requires the deep knowledge of roles and capabilities of the network partners. Determining the level of risk sharing based on the questions such as; "Which network partners are best at understanding and managing which risks?...Who is bringing the bulk of innovations to the table?...How much control does the public sector have over the network and over the particular risk involved?..."¹⁶⁷

¹⁶⁶ Goldsmith and Egger, 137.

¹⁶⁷ Goldsmith and Egger, 141.

Measuring and Monitoring the Performance: Measuring and monitoring the performance in network organization is a real difficulty for government. However, the technological advancements made it simpler, for instance common databases provide the government as the network manager with extensive knowledge on the day-to-day working of the network. Performance measuring is an important in analysis of accountability in network.

Managing Change: Networks are usually dynamic, flexible structures, which poses a challenging issue for network managers and partners. “During the life of network, partners often make discoveries, arrive at new solutions, and find existing practices outdated, or prove underlying assumptions inaccurate.”¹⁶⁸ The partners in the network learn new methods from each other through the time and maintain the dynamic nature of network.

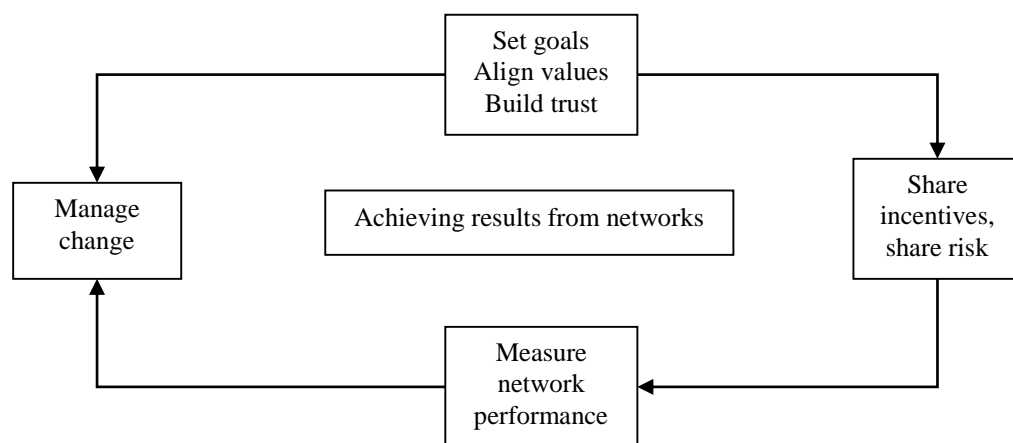


Figure 5. Accountability Framework for Networks¹⁶⁹

¹⁶⁸ Goldsmith and Egger, 147.

¹⁶⁹ Goldsmith and Egger, 125.

Network management through metagovernance is another important issue that should be explored in the network governance model is how and to what extent it is possible for governors to regulate these network arrangements which are supposed to be self-regulating. Since the basic characteristic of network governance arrangements is self-regulation, they are not likely to be regulated through traditional bureaucratic and hierarchical methods. As a result regulating the self-regulating network governance arrangement is termed in the literature either with the term used by Kickert and Rhodes the network management; or with the term used by Kooiman and Jessop the metagovernance.

In this respect, Sorensen and Torfing analyze the metagovernance concept in the context of four theoretical approaches.

Interdependency Theory: Advocates of this theory namely, Rod Rhodes and Walter Kickert claims that metagovernance increase the working potential of network governance. Since there is always the risk of conflicts which possibly destroy the coherence and self-regulating capacity of the network, metagovernance enable to overcome the conflicts in the network through mediation, process planning, and diplomacy. So that for the advocates, the main objective of interdependency theory is to hinder the situations of conflict in front of the shared goals. However, conflict reduction process cannot be conducted from the distance; the most efficient way is regulating the networks with the help of metagovernor directly from inside. This direct relation may take the form of *process management* or *network participation*. In the first model, process management, metagovernor is non-interventionist actor and only promotes the negotiation; the second model, network participation refers to direct intervention and influence of metagovernor to the self-regulating governance network. Metagovernors can be any actor who has the necessary resources to do so, but since the state actors have the material and legal resources more than any other actor, they tend to be metagovernor. Interdependency theorists see the metagovernance as the new tool of public administration in order to effectively

govern the society, so that, the traditional, puritan type of bureaucrats should change into creative, pragmatic facilitators of network.

Governability Theory: Advocates of governability theory namely Jan Kooiman, Renate Mayntz and Fritz Scharpf also mentions the need for metagovernance in network governance arrangements. They believe that, since sometimes network participants tend to act in accordance to their own interests, there is always the risk of impairment of shared strategies and instability in the network, so that hierarchical regulation of self-regulating networks is a prerequisite for an efficient form of governance. This inherent stability resulting from negotiator's dilemma¹⁷⁰ can be reduced through intensive metagovernance. In that sense, governability theory basically suggests the *hands-off metagovernance through institutional design*. It is known that institutions determine the structure, rules and norms among the self-governing actors so that according to Kooiman metagovernance through institutional design refers to the determination of the "rules of the game" through which actors act and reach the shared goals.

Integration theory: Integration theory developed by J. March, J. Olsen and R. Scott, emphasizes the importance of political identities and capacities of the network actors and in understanding the level of benefit of the networks to the governing of society. Integration theorists do not use the term metagovernance but the main element in the implementation of metagovernance is the formation and development of political identities and capacities of the network participants. The identities of the network actor is developed through the hands-off management in which shaping of rules, norms, specific knowledge, storytelling about best practices, and construction of symbols and rituals. This type of metagovernance based on identity formation aimed at to influence the network actors' self-conception and to analyze the internal dynamics of the network. In the theory, metagovernance supposed to increase the level of solidarity and strong sense of communality among network actors through

¹⁷⁰ A risk situation in which invested resources might be lost if the other actor not take the risk and not cooperate in order to reach shared goals.

the formation of shared values and meanings. However, the responsible entity from the metagovernance is not clarified in the integration theory. Scott stresses the role of state in regulating the network arrangements. On the other hand March and Olsen emphasize both role of state and society as the metagovernor. All in all integration theory see the metagovernance as the process of identity shaping and capacity creating.

Governmentality Theory: Governmentality theorists like M. Dean, M. Foucault and N. Rose also do not use the term metagovernance, however the regulation of self-regulation is central to their understanding of implementation of network governance.” The term governmentality refers to the institutionalized collective mentalities that define what governance is and how it is performed. Governmentality theory sees the regulation of self-regulation as central element in dominating governmentality in advanced liberal societies.”¹⁷¹ According to governmentality theorists, metagovernance has two sides, which are, construction and mobilization of network actors’ energies, resources, capacities and knowledge and it ensures and sets the limits of action of the self-regulating actors. So metagovernance both mobilize the energy and capacities of the network actors and at the same time, it disciplines their minds through creation of several limits. Although the state is not the only possible metagovernor, as Foucault mentions it plays the central role, he mentions “...more and more instances of power are controlled by the state. With reference to the narrow meaning of the word ‘government’ as state, one can say that the many forms of power that are exercised in society have become *governmentalized*.”¹⁷²

¹⁷¹ Sorensen and Torfing, 178.

¹⁷² Sorensen and Torfing, 179.

Since the purpose of this thesis is to show effectiveness of network governance practices in tourism sector, this chapter aimed at to present the basis of the network governance model. In this regard changes in public administration understanding, starting with the 1980's and New Public Management discussion to network governance model was presented in a historical view. Finally, main characteristics of network governance was mentioned in order to provide reader with basic knowledge of network governance, which will be discussed in following chapter in terms of tourism.

CHAPTER IV

TOURISM CONCEPT AND TOURISM AS A PUBLIC POLICY

This chapter analyzes the tourism and tourism policy concept. In this context, basic components of tourism and benefits and costs of tourism will be analyzed first. Then tourism and public policy will be focused on through analysis of issues such as, the role of government in tourism, the rationales for state intervention into tourism, forms of state organizations in tourism and structure, role and function of national tourism organizations. Lastly, public-private partnership in tourism policy making will be analyzed in terms of its benefits and potential difficulties.

4.1. Analysis of Concept of Tourism

World tourism organization's official definition of tourism is as follow: "Tourism comprises the activities of persons traveling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business and other purposes."¹⁷³ Consequently, a tourist is someone who travels away from home and the term tourism industry means economic sectors (transportation, lodging etc.) supplying the tourist, as the consumer of this industry's products.¹⁷⁴

Dictionaries define the term 'tourist' very generally as the "person who travels for travelling, out of curiosity, and because he has nothing better to do." However, this definition is very general in nature and cannot be used for the scientific measurement purposes. The first comprehensive definition of tourist is made by the League of Nations. Realizing the importance of collecting tourist data, the Committee of Statistical Experts of the League of Nations in 1937 defined the foreign tourists as "any person visiting a country, other than that in which he usually

¹⁷³ McInctosch et al., 10.

¹⁷⁴ McInctosch et al.,17.

resides, for a period of at least 24 hours.” In this context, following are considered as tourists:¹⁷⁵

1. Persons travelling for pleasure, for domestic reasons, for health etc.
2. Persons travelling for attending meetings of any kind (scientific, administrative, diplomatic, religious etc.)
3. persons travelling for business purposes
4. Persons arriving in any destination through the sea cruise, even when they stay there less than 24 hours.

On the other hand, following persons cannot be considered as tourists:

1. Those persons arriving specific country with the purpose of working in a paid-job or engage in any business.
2. Persons aimed at to reside in a specific country.
3. Students arriving for boarding schools.
4. Residents in frontier zone and persons domiciled in one country and working in an adjoining country.
5. Travelers passing through a country without stopping even if it takes more than 24 hours.

These criteria, accepted in 1945 by United Nations, are still valid in defining the tourists, and adopted by many countries for collecting tourism statistics.

On the other hand one of the most accepted definition of tourism comes from a leading Australian academic tourism scholar Neil Leiper, in his article published in *Annals of Tourism Research* in 1979 titled as “The framework of tourism: Towards a definition of tourism, tourist, and the tourist industry,” he defines tourism from the system approach angle, as:

...the system involving the discretionary travel and temporary stay of persons away from their usual place of residence for one or more

¹⁷⁵ Arjun Kumar Bhatia, *International Tourism Management Sterling*, (New Delhi: Publishers Private Ltd. 2001) 68.

nights, excepting tours made for the primary purpose of earning remuneration from points en route. The elements of the system are tourists, generating regions, transit routes, destination regions and a tourist industry. These five elements are arranged in spatial and functional connections. Having the characteristics of an open system, the organization of five elements operates within broader environments: physical, cultural, social, economic, political, technological with which it interacts.¹⁷⁶

Development of Tourism through the Ages

The word tourism, is actually a recent invention which usually describe the group travel of cheaper kind and usually generates dislike to foreigners, however the word travel, and traveler were respected more since it reflects earlier travelers who were associated with the rich, educated aristocratic society leaders. Thus, travel for recreation and for enjoyable activities was relatively a new concept. L. J. Lickorish and C. L. Jenkins analyze the development of tourism in four distinct stages.¹⁷⁷

Prehistory Tourism: The first stage covers very long period, starting with the invention of money by the Sumerians. Development of trade is actually accepted as the beginning of tourism, since people started to pay for transportation and accommodation at this point. Another element that effected the development of tourism was transportation. Roman roads were effective network for travel and communication in Europe and with the destruction of Roman Empire, transportation improved little through the medieval period.¹⁷⁸ In medieval days, wars and pilgrimages created considerable movement of people, moreover reformation and secularization movements stimulated people to learn by travel. The early seventeenth century is the time when the first signs of industrial growth began to

¹⁷⁶ Leiper, N. ., "The framework of tourism: Towards a definition of tourism, tourist, and the tourist industry", *Annals of Tourism Research*, 6(4), (1979): 390-407.

¹⁷⁷ L. J. Lickorish and C. L. Jenkins, *An Introduction to Tourism* (Oxford: Butterworth-Heinemann, 1997) 11-20.

¹⁷⁸ McInctosch et al. 30.

affect people's life. "Gradual increase in wealth, the extension of the merchant and professional classes, the effects of the reformation and the secularization of education stimulated interest in other countries, and the acceptance of travel itself as an educational force."¹⁷⁹ At first travel is patronized by royalty and the upper classes however as wealth and population increased and cities and industrialization expanded then it started to attract middle class. Later in twentieth century, camping and sporting holidays became popular and specialized institutions developed in tourism field. During this period social tourism which aims to develop holidays and foreign travels for working class, spread across the Europe. Early years of nineteenth century witnessed major changes in society, in lifestyles, in industry and technology, these changes created economic expansion, industry and commerce took over from agriculture as the main source of wealth and economic power in twentieth century.

"These changes led to a large expansion in the 'leisured' class. A wider distribution of wealth, and improvements in literacy and thus communication, proved to be powerful factors in unlocking the latent potential demand for travel, to meet other people and to see foreign countries."¹⁸⁰

Transport-the Railway Age: Commencement of railway transportation marks the beginning of the second stage. The railway age witnessed the first great demand for travel. So that rapid growth of population and rapid increase in the wealth level led to invention of mass travel, tour operators and agents, organized tours travel packages etc. Thomas Cook introduced first package tour in 1841. His unique contribution was the organization of the whole trip, which includes the transport, accommodation and leisure activities for the specific destination, so he created a completely new tourist product. His invention of package tour followed by many entrepreneurs throughout the world. This invention turned the old understanding of travel as necessary, hard task for education into a pleasure and an entertainment, which refers to new concept 'holiday'. Actually development of accommodation and

¹⁷⁹ L. J. Lickorish and C. L. Jenkins, 11.

¹⁸⁰ L. J. Lickorish and C. L. Jenkins, 16.

hospitality infrastructure directly followed by expansion of transport capacity.¹⁸¹ In this period, large hotels were established in cities, in the following year's hotel chains started to be emerging.

The Interwar Period: The third stage of tourism development was between the first and second world war, which is between 1918-1939. After the First World War many developments on transport technology occurred, especially expansion of road and highway transport and considerable investments in aviation technology. Since the war led to changes in lifestyles, interests, mutual understanding and less rigid social order, travel sector recovered quickly through prosperity. Because of the technical advances especially in transport sector, many tour operators were able to provide cheap transport for tourism. Moreover, aviation became a practical and fast means of transport for tourism activities. During this period the new concept called social tourism was developed, that is “through the extension of holidays with pay; an extension in a variety of recreational and specialist leisure activities; camping and caravanning; the spread of youth hostels; cheap transport and tours by motor coach.”¹⁸² Moreover considerable development in foreign travel can be observed in this period however this expansion was once again hindered by the great depression period of 1930s and then finally by the second world war between 1939-45.

Tourism take-off: The period starting from 1945 up to the present time is accepted as the fourth stage or the take off period of tourism. The time from 1945 to present witnessed many technological revolutions, massive industrial development and change, and considerable increase in wealth level and change in lifestyles in general. Transport and means of communication like television were the main factors that influence the tourism expansion. In rich, industrialized countries people became mobile through their private cars, which were estimated as the most important means of holiday transport. During this period people started to spend more on

¹⁸¹ L. J. Lickorish and C. L. Jenkins, 12.

¹⁸² L. J. Lickorish and C. L. Jenkins, 12.

travel and leisure time activities, continuous increase of GDP in OECD countries stimulated the travel growth 6 percent or more each year.

Tourism has proved to be highly income elastic. After a certain income threshold, when all necessities in life have been met, discretionary income in the richer countries tends to be spent on what were formerly regarded as luxuries and services. In these countries, travel spending has increased at almost double, or even more, than the rate of growth in national income (or GDP).¹⁸³

Moreover, air travel increased in a considerable sense after Second World War. Before the war, transatlantic travel was realized solely by sea, after 1950s rapid development of aviation sector greatly contributed to the tourism activity.

However, it should be noted that this massive growth in tourism mostly occurred in industrialized countries of OECD. According to UNWTO data, the most striking characteristic of the development of world tourism was its growth pace since 1950 when international travel started to become accessible to the general public, tourist activity has risen each year at an average rate of 7.1 percent from 25 million to 565 million in 1995 and by 12.4 percent based on international tourism receipts from US\$ 2.1 billion to US\$406 billion. In following years, tourism developed in average 4 percent a year.¹⁸⁴ In addition, technical advances, developments in means of communication (TV, internet etc.) shows that there are no sign of an end to the rapid expansion of tourism.

According to estimates of The World Travel and Tourism Council (WTTC), the travel and tourism (T&T) industry account for 9.9 percent of total GDP (all economic activity including direct and indirect impacts) and its direct impact will be 3.4 percent of total GDP (WTTC 2008). It is also estimated that the contribution of T&T in total employment is expected to rise from 8.4 percent of current total employment to 9.2 percent of total employment by 2018.¹⁸⁵

¹⁸³ L. J. Lickorish and C. L. Jenkins, 12.

¹⁸⁴<http://pub.world-tourism.org/WebRoot/Store/Shops/Infoshop/Products/1243/1243-1.pdf><accessed on 13.02.20010>

¹⁸⁵ Ümmühan Gökovalı, "Contribution of Tourism to Economic Growth in Turkey", *Anatolia: International Journal of Tourism and Hospitality Research* 21(1) 2010:143.

Table 6. International Tourist Arrivals between 1950-2013¹⁸⁶

Year	International Tourist Arrival (mil.)
1950	25
1955	47
1960	69
1965	113
1970	166
1975	223
1980	286
1985	328
1990	459
1995	569
2000	682
2005	805
2011	980 ¹⁸⁷
2013	1.087 ¹⁸⁸

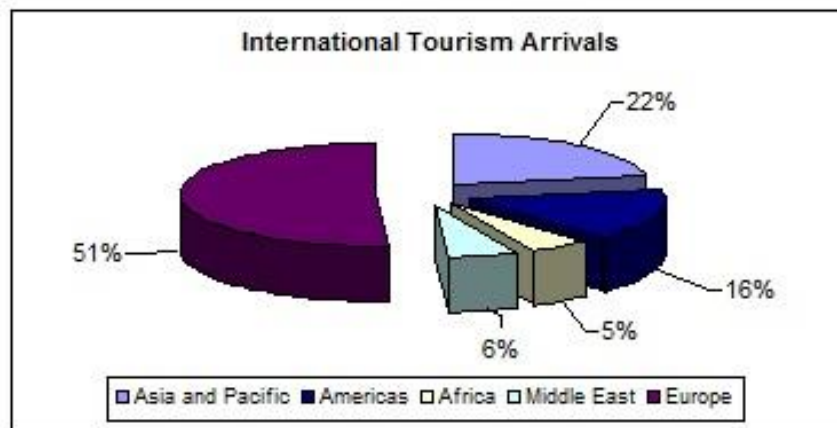


Figure 6. International Tourism Arrivals¹⁸⁹

¹⁸⁶ <http://www.globalpolicy.org/component/content/article/109/27543.html><accesed on 02.02.20012>

¹⁸⁷ United Nations World Tourism Organization (UNWTO). 2012. *World Tourism Barometer*. Paris: UN Publications.

¹⁸⁸ “International tourism exceeds expectations with arrivals up by 52 million in 2013” PR No.PR14004 Madrid 20 Jan 14, <http://media.unwto.org/press-release/2014-01-20/international-tourism-exceeds-expectations-arrivals-52-million-2013> <accessed on 10.11.2014>

¹⁸⁹ United Nations World Tourism Organization (UNWTO). 2012. *World Tourism Barometer*. Paris: UN Publications.

According to World Travel and Tourism Council, as well as its direct economic impact, the industry has significant indirect and induced impacts. Economic impact of tourism is figured out by World Travel and Tourism Council as follow:

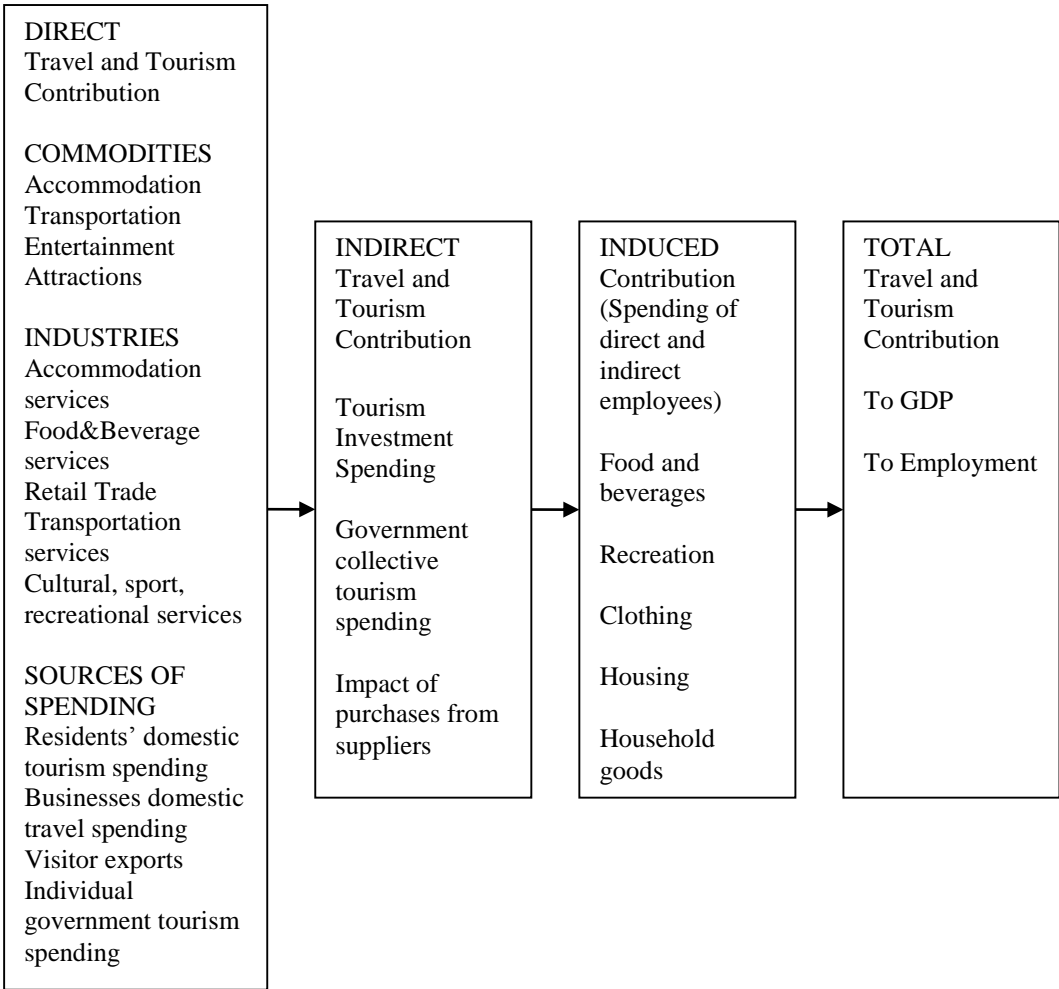


Figure 7. Economic Impact of Tourism¹⁹⁰

¹⁹⁰ World Travel and Tourism Council (WTTC). *Travel and Tourism Economic Impact 2012-Turkey*. UK: WTTC Publications.

However, tourism does never have the principal industry position in national priorities. Indeed much of this aforementioned growth was achieved through market forces and with decreasing government intervention in regulation or encouragement.

In order to analyze tourism as a very comprehensive phenomenon of modern times, basic components of the concept should be understood. These are:¹⁹¹

Transport: As mentioned previously transport as the main stimulus of travel, is the one of the basic component of tourism. Since travel means movement of people connectivity and transport is the vital component of tourism development, for reaching the selected destination.

Attractions/Locale: The locale means the specific holiday destination. The destination may offer several elements to tourist, be it natural attractions, or cultural facilities etc. Locale, in this context, as the main motivator for the tourist to travel, is the very basic component of tourism. Since the preferences of each tourist are separate, they have chance to choose from wide range of attractions available at various destinations. Tourist demands may also shape in accordance with fashion. There are generally accepted, five categories of attractions for the tourists:

1. Cultural: Historical and archeological sites, historical buildings and monuments, museums, cultural entities, religious buildings etc.
2. Traditions: National festivals, handicrafts and festive events, traditional music and folk culture, customs and nature life,
3. Scenic: National parks, wildlife, flora and fauna, beach resorts etc.
4. Entertainment: Sport festivals, entertainment and thematic parks, cinema and theatre festivals, nightlife, cuisine etc.
5. Other attractions: Climate, health resorts, spas, etc.

¹⁹¹ Arjun Kumar Bhatia, 38-42.

Accommodation: Accommodation also plays very crucial role in tourist preferences of destination. According to the definition of World Tourism Organization, tourist is the person who spends at least one night in a certain destination. So this definition in itself presupposes the existence of accommodation facility in a destination. Through the time demand and types of accommodation facilities changed considerably, while chain hotels are increasing all-over the world, recently there is an increasing demand for the boutique hotels. Therefore, accommodation choices are the big factor in destination preference, for example, all-inclusive system is an important reason of preference of Mediterranean coast of Turkey for some tourists.

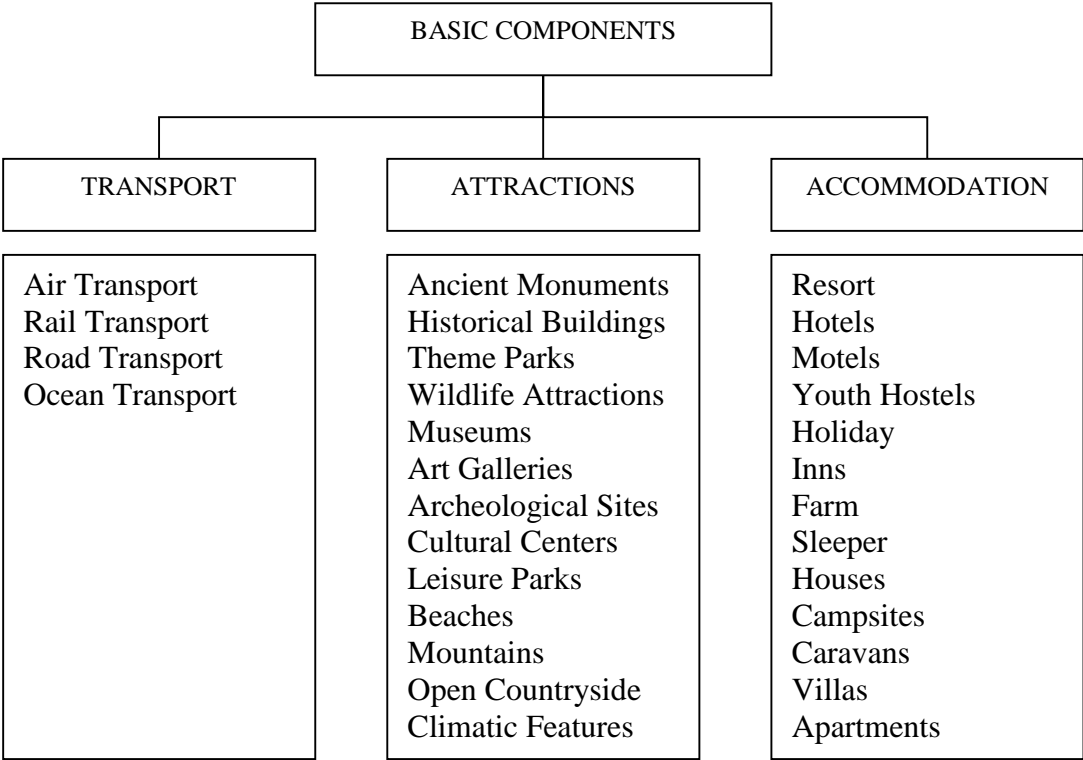


Figure 8. Basic Components of Tourism¹⁹²

¹⁹² Arjun Kumar Bhatia, p.39.

Tourism brings both economic and noneconomic benefits and costs to host communities. Although tourism have benefits like creation of wealth and cultural interaction, improperly planned or unplanned tourism development can create problems like environmental deterioration, crime, law paid seasonal employment, contaminating the values of native community etc.

Therefore, tourism is neither a magical solution nor poisonous activity, as long as it is properly planned and well coordinated the negative aspects will be decreased in a considerable level and a balance will be achieved. The positive and negative impacts of tourism are summarized by McIntosch and others as follow:¹⁹³

Table 7. Positive and Negative Impacts of Tourism

Positive Impacts	Negative Impacts
Provides employment opportunities, because it is a labor intensive industry	Creates excess demand for resources
Generates a supply of foreign exchange	Creates difficulties of seasonality
Increases incomes	Causes inflation
Creates increased gross national product	Can cause unbalanced economic development
Can be built on existing infrastructure	Creates social problems
Develops an infrastructure that will stimulate local economy	Creates environmental problems and pollution
Can be developed through local products and resources	May contaminate the cultural environment
Helps to diversify the economy	Increase the incidence of crime, gambling and prostitution
Spreads development	Increase vulnerability to economic and political changes
Has a high multiplier impact	Commercialize culture, religion and arts
Increases governmental revenues	Creates misunderstandings
Can improve quality of life	Creates conflicts in the host society
Reinforces preservation of heritage and tradition	
Contributes environmental protection	
Provides new facilities to be used by locals	
Promotes cultural interaction	
Promotes international understanding	

¹⁹³ McIntosch et al., 24.

Additionally, S. J. Page by referring to Jeffries (2001) points out how tourism serves the wider political objectives of governments throughout the world as follow:¹⁹⁴

- In Spain, the Franco regime in the 1960s sought to use tourism to legitimize its political acceptability, as well as recognizing its economic potential.
- Since 1930s, France has used the concept of social tourism (similar to the former Soviet Union's idea of recreational tourism, to improve the quality of life of workers at resorts, spas and holiday camps) especially among low-income groups, to enhance the welfare role of the state.
- The UK government in the 1980s emphasized the employment potential of tourism to create new jobs and wealth in an era of high unemployment.
- Some countries and transnational bodies such as the EU actively promote grants and aid to the peripheral regions to help develop the tourism infrastructure (e.g. road improvements in the Republic of Ireland and Highlands and Islands of Scotland) to encourage the expansion of the tourism potential.
- In least developed countries', tourism expansion is often politically justified as a means of poverty eradication and a number of developed countries' governments (e.g. the UK, Australia, New Zealand and the EU) provide aid to assist with this objective, as evident in the case of the Pacific islands.

4.2. Tourism and Public Policy

As presented in first chapter of this thesis there are many definitions of policy, policy in very general sense is the act of choosing the most reasoned and most appropriate alternative by utilizing the scarce resources -capital, manpower, land etc.-. The choice made between different alternatives creates an opportunity cost that is usage of resources in one way may hinder the usage of them in other ways.

For example, tourism development might require the use of land, whereas land might have alternative uses in terms of agriculture,

¹⁹⁴ Stephen J. Page, *Tourism Management, Managing for Change Elsevier*, (Oxford: Elsevier, 2007) 340.

building, forestry etc....Therefore, policy is necessary to consider what the alternatives may be and what the benefits of one alternative use against another could be.¹⁹⁵

Tourism policy, similar with other policies of the state is formed by interactions of many institutions of the state and varies from nation to nation. While some countries ignore tourism industry, some others attribute much importance to it and show this through heavy involvement in planning, development, and management of tourism. It should be noted that not every tourism receiving country prepare a tourism policy document. Some countries prepare written tourism policy documents, however some other countries, instead of declaring a written document, may provide explicit governmental support to tourism. In many countries, public policy for tourism does not followed by only one agency. According to Hall and Jenkins, public service, quasi-public agencies, statutory authorities and government enterprises directly or indirectly involved in tourism policy.¹⁹⁶

The figure below presents the continuous multi-sided structure of policy-making, which involves several institutions and organizations and their negotiation and bargaining to achieve their objectives. In addition to these institutions, interest groups (producer groups like national tourism associations, non-producer groups like environmental organizations and single issue groups (like protestors of a hotel construction) also involved in the policy making since they aim to influence the decision makers. The policy making process in tourism can be figured as follow: ¹⁹⁷

¹⁹⁵ L. J. Lickorish and C. L. Jenkins, 172.

¹⁹⁶Clare A. Gunn and Turgut Var, "Tourism Planning, Basics, Concepts, Cases," (New York: Routledge, 2002)112.

¹⁹⁷Clare A. Gunn and Turgut Var, 113.

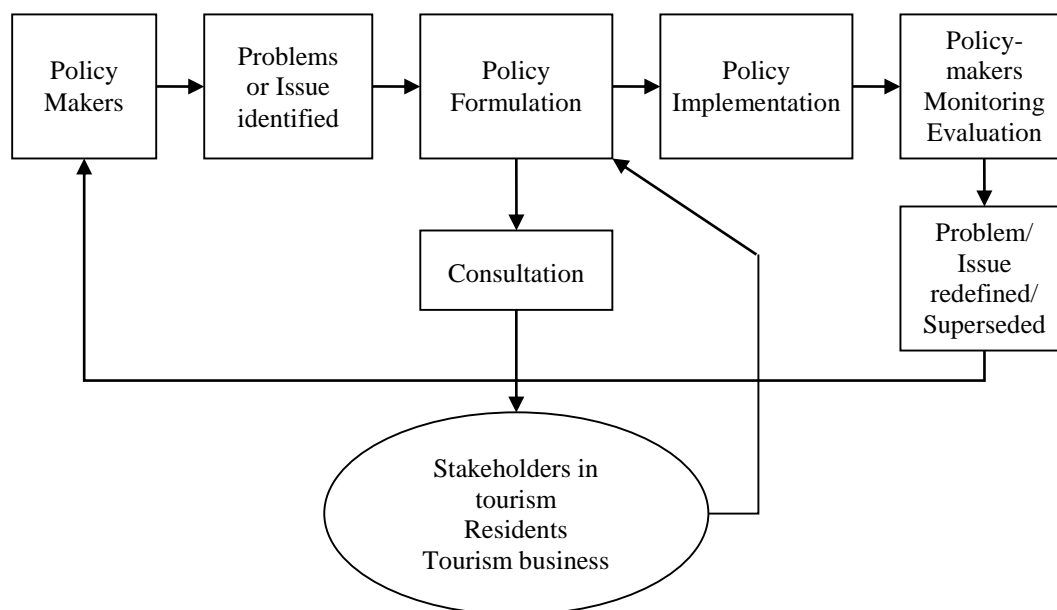


Figure 9. Policy Making Process in Tourism

T. Var mentions that there are some essentials in the formulation of tourism policy these are:¹⁹⁸

- A clear definition of issues and purposes that is understood by all.
- A consensus on vision and goals for tourism development.
- An amalgam of all sectors affected by policy preparation.
- Utilizing the best and most recent research and technical information.
- Directed toward specific objectives, not mere platitudes.

However, these issues are ideal principles in tourism policy making and in practice, these cannot be implemented precisely.

¹⁹⁸Clare A. Gunn and Turgut Var, 114.

After 1970s tourism policy became a high priority, concern for the governments of developed and less developed countries. In this regard, public policy in national or local level became a significant aspect, as the regulatory force in tourism industry. However it should also be noted that tourism policy is increasingly becoming global issue because of the global strategies on trade, visa regimes etc. C. M. Hall and J. Jenkins states that

This situation also highlights the interplay between tourism policy development and multi-level governance and process of economic globalization. Scholars, such as Jessop and Higgot point to this strategic interpretation of globalization, which refers to individual and institutional policy actors' attempts to promote the global coordination of activities on continuing basis within different orders of functional systems.¹⁹⁹

In this regard, formation of trade blocks like European Union, North American Free Trade Area, local internationalization like cooperation between different regions bypassing the national state, can be the examples of this process. All of these changes in world politics, and globalization process have important implications on tourism policy.²⁰⁰

Another important issue that should be discussed in analyzing the tourism policy is the role of government in tourism. The role of government in tourism is complex issue, which actually includes the political philosophy adapted in the country concerned. To begin with, in the early days of tourism development, central government played little or no part. Until the great economic depression of 1930s governments was not able to analyze the size and importance of tourism movement on the social, cultural and most of all economic elements. The initial reason for the state intervention in tourism policy was an economic one. In the post-depression years, it was understood that there was an urgent need for foreign currency for economic recovery, in that case tourism seen as the rescuing sector. In those

¹⁹⁹ Michael C. Hall and John Jenkins, "Tourism and Public Policy". in *A Companion to Tourism* ed A. Lew, C.M. Hall and A. Williams. (UK: Blackwell Publ. 2005) 526.

²⁰⁰ Clare A. Gunn and Turgut Var, 106.

years, government intervention was in the form of marketing support for the promotion of the county abroad. Most governments in Europe believed that government intervention in international promotion activities was justified by the results. Tourism slowly recovered from depression after 1930s and started to rise again in the beginning of Second World War. As mentioned before the interwar years were actually the time for the development of social tourism through which disadvantageous groups, specific segments of the population could have chance to participate into the tourism activity.

State participation in tourism increased when tourism became a mass phenomenon, especially right after the Second World War. Main infrastructure and touristic superstructure of tourist receiving countries of Europe was destroyed or requisitioned for military use. The recovery from the mass destruction of the Europe was provided by the US Marshall Plan set for the purpose of prosperity of Europe. Organization for European Economic Co-operation (OEEC) which is established by Western European Governments gave a special priority to tourism as an important sector for the recovery of economy by means of its foreign currency potential besides an OECC Tourism Committee was established for the purpose of "...removing constraints to travel in the form of currency restrictions, customs, passports and visas."²⁰¹ Due to the high importance attributed to the tourism, many governments actively involved in financial, planning and other issues of tourism for the sake of national economic recovery. During this period, many European countries governed by socialist governments operated through planned economies rather than market oriented systems.

However after healing the wounds of mass destruction caused by Second World War, governments' interest and support for tourism waned. Since countries became wealthier, balance of payments adjusted, and need of foreign currencies, lessened,

²⁰¹ L. J. Lickorish and C. L. Jenkins, 184.

major changes in governments' economic policies occurred and governments turn their attention to regional development issues instead of national needs.

The United Nations Conference on International Travel and Tourism in 1963, focused on the role of state in the development of tourism. In the General Resolution, it is mentioned that Organization of Tourism Conference:

1. Considers that it is incumbent on governments to stimulate and coordinate national tourist activities.
2. Is convinced that this task can be carried out through the medium of national tourist organizations.
3. Recommends that national tourist organizations should be granted the authority and resources necessary to enable them to take effective action, as desired by governments, for the development and promotion of national and international tourism.

In these years, Organization for Economic Cooperation and Development (OECD) published important report named 'Tourism Development and Economic Growth in 1966' "...which for the first time at government level examined government's role in tourism and policy implications."²⁰²

The report presented several options that governments can use in the formulation of tourism policies, which are as follow:

1. Deciding the appropriate rate of growth desired for the tourism sector: the encouragement of mass tourism or a preference for a slower and more selective growth.
2. The respective roles of the public and the private sectors in development.
3. The degree of priority to be given to tourism in national and regional development plans.

²⁰² L. J. Lickorish and C. L. Jenkins, 185.

4. Whether to treat tourism in the same way as any other growth sector or whether the nature of the industry requires special administrative and credit arrangements.²⁰³

Especially the last option is seen as the most important one, since it totally depends on the decision of government to determine the tourism as the priority or key sector for economic interests, and to determine the level of state intervention or market forces into the sector. Until recently many governments provided some kind of support or subsidy to the key sectors of their national economy, public transport, aviation and railway sector were largely in control of governments. On the other hand, development of superstructure which is needed for tourism development was formulated for the purpose of maximizing foreign trade benefits and foreign currency receipts.

Over the years, inevitably, state policies and organization models have changed. “In the postwar recovery period up to 1960s, foreign exchange earnings were the main tourism objective...In the 1970s development of poorer or decaying and declining regions became more important and, latterly, job creation was the dominant feature in many regions.”²⁰⁴ In following years social and environmental concerns started to influence the tourism policies in greater extend. The withdrawal of state from tourism issue began in 1980s with the global trend of shifting to the market-oriented economy. Moreover, changes in government structures transition from centralism to decentralization and privatization further decreased the government direct intervention into tourism policies. OECD observed that withdrawal of state from areas like tourism should go along with the practice of regional planning, increasing cooperation and coordination among public and private sector etc.

These international developments find its reflections in Turkey in several ways, as will be discussed in detail in the next chapter. After 1950s, in parallel with

²⁰³ L. J. Lickorish and C. L. Jenkins, 185.

²⁰⁴L. J. Lickorish and C. L. Jenkins,186.

international developments, tourism sector in Turkey started to be recognized, governments in this period started to conceptualize the contribution of tourism in balance of payments, cash flow and employment opportunities. This interest brought the institutionalization in the tourism administration.

Rationales for State Intervention into Tourism

The rationale for state involvement in tourism policymaking mechanisms is being discussed for many years. Opponents of state involvement have several reasons. They claim that state involvement in tourism development benefits private sector more than public interest. Moreover, they assert that tourism as a private sector will develop regardless of state support, and they consider support to tourism development to be a cost just like health and education costs, so they doubt about the effectiveness of state involvement in tourism policymaking. This is partly because of the neo-liberal political and economic climate in recent years, which brings constraints on government budget and diminishes public expenditure. So opponents of state involvement claim “the growing climate of liberalization...the belief in market forces and privatization has encouraged governments to reduce...their role in...”²⁰⁵ tourism policymaking process.

As mentioned above, regardless of the political system or changing policies towards the market, it is put forward that, role of state in tourism should be determined in terms of the importance attributed to tourism sector. In liberal economies, tourism is accepted as a market instead of industry and in market economy; state supervises the market forces and does not intervene directly, so state should be the referee not the player itself in tourism sector.

²⁰⁵ *Tourism Policy and International Tourism in OECD Countries*, Organization for Economic Cooperation and Development (OECD), 1993, Paris: OECD Publication, 3.

Government's level of involvement into the field of tourism policy depends on several factors such as:²⁰⁶

1. Importance of tourism to the economy: In the countries where the contribution of tourism revenues to the GDP is larger, the level of government involvement increases.
2. Political Systems: In the highly centralized countries and economies, government involvement in all sectors including tourism will increase. In liberal states, the involvement level will be less.
3. Level of development: In less developed countries where the private sector is not developed sufficiently, the level of investment to the tourism sector will decrease, so in these countries to fulfill the gap of private sector, government intervention is required for sectorial growth.
4. Recent entry as a world tourism destination: Countries, which are recently accepted as tourism destination, will probably have more problem in tourism development, so that government will have a more centralized role in organizing and controlling tourism.

Supporters of state involvement, thinks that states' have an inevitable role in making tourism policy, and for the healthy development of tourism. They consider tourism development as a significant opportunity for economic development of country, and as a source of revenue, that benefits all state residents to some extent.

According to Mill and Morrison governments, which are involved into tourism policy, making process generally carries the below mentioned functions:

Coordinating is one of the functions of state involvement in tourism. As we know tourism system consists of "...natural resources, attractions, facilities, services, transportation, facilitation and marketing."²⁰⁷ Since tourism issue includes that much

²⁰⁶ Arjun Kumar Bhatia, p.94-95.

²⁰⁷ R. C. Mill and A. M. Morrison, *The Tourism System*, (New Jersey: Prentice Hall Inc., 1989), 255.

fragmentation, the integration of these tourism elements became difficult. These difficulties of fragmentation of the departments, which are responsible from the formation of tourism policies, cause a lack of coordination among them. So providing coordination among public authorities, private sector and nongovernmental organizations is accepted as the role of state for effective implementation of tourism policies.

Planning is another reason for the public sector involvement into the tourism policies. Governments prepare and implement tourism plans, in these plans “government decides which sectors of the various tourism related industries will be developed, what the appropriate rate of growth will be, and who will provide the needed capital for expansion”.²⁰⁸ Because of strategic importance of the planning activity in the sector, government involvement into this process is accepted as a crucial thing.

Another role of government in tourism policymaking process is its traditional role of *legislator*. Regulations regarding to the number of paid vacation days, visa requirements, restrictions for the protection of resources etc. are all part of tourism policy, and all these elements require legal arrangements, made by state authorities.

The other role of government is its *entrepreneur* role; they usually provide the necessary infrastructure for the well working of the industry, moreover in some countries “government gets involved in owning and running attractions and services.”²⁰⁹ Especially in the early phases of tourism development governments may operate their hotels, airlines etc. to encourage the investors for making investment into the industry.

²⁰⁸R. C. Mill and A. M. Morrison, 243.

²⁰⁹ R. W. McIntosh and S. Gupta, 184.

The other mostly mentioned role of government is its role as *stimulator* to encourage the investors, by providing financial incentives, like tax cuts, low interest rates etc.

Other reason for governmental involvement into the tourism policies is *environmental*, that tourism “sells such things as the scenery, history, and cultural heritage of a region.”²¹⁰ It has the potential of causing damage to the physical or cultural environment. Therefore, government involvement into policymaking process for protection purposes is deemed necessary.

However, government’ level of involvement may change according to the attitude towards tourism industry and political, economic or legislative system in the country. That is if government attributes more importance to the tourism industry, than the level of its involvement into policymaking will be higher. For example in Turkish case tourism policies before 80s were more state-centered in terms of tourism investments, but with the liberalization movement of the mid-1980s and with the maturation of the private sector and their capabilities, tourism investments became less state centric. In 1983, with the government changeover, all pioneer activities of the state related with tourism superstructure (accommodation facilities etc.) were ceased and public accommodation facilities were privatized. However in terms of policymaking, in this period Ministry of Tourism became the main body responsible from tourism planning and coordination.

In annual report of 1991, OECD, concludes that, the general trend in tourism policy making today is privatization, however as an inevitable part of national tourism policy transferring of national tourism promotion and marketing to private sector may include some risks, since governments are the main bodies responsible from national transportation policy, economic policies, employment and training matters, consumer protection and public awareness campaigns, realization of specific infrastructural needs for tourism, as well as local planning, zone planning, land use,

²¹⁰ R. C. Mill and A. M. Morrison, 242.

environmental concerns etc. Even if some of these functions are delegated to local or regional governments, or “...entirely to private sector, this could result in unbalanced development of infrastructure and market expansion, with the risk of growing congestion and increased pressure on environmental resources.”²¹¹

In short, it can be concluded that the central government has a key responsibility for setting fiscal and financial conditions for appropriate operation of the tourism industry. Governments may provide special incentives, subsidies or tax advantages for development of the sector, especially in developing countries, or regions. Even in some countries with high tourism revenues state extended its role to operation of certain tourism enterprises including hotels (like Spain, Turkey, Portugal etc.). However, the properties owned by the state left to the skilled private sector and forces of market economy.

Nevertheless, the rationales for state intervention into the tourism policy are not constant but directly affected from changing political and economic conditions. The global tendency of privatization of some functions previously performed by the government has been on rise since late 1970s, and this tendency influenced the governments’ involvement level into tourism policy.

In such a political climate the role of government in tourism has undergone a dramatic shift from a traditional public administration model which sought to implement government policy for a perceived public good, to a corporatist model which emphasizes efficiency, investment returns, the role of market and relations with stakeholders usually defined as industry.²¹²

However, this changing role of government also created complicated situation. On the one hand, the demand for less government intervention to the market either through subsidies or assistance has risen and, on the other hand interest groups from the industry ask for government funding in several aspects like promotion or

²¹¹ R. C. Mill and A. M. Morrison, 188.

²¹² C. Michael Hall and John Jenkins, 528.

development. This problematical situation usually solved through the reorganization of national and Destination Management Organizations and their functions in two ways: (a) by reducing their planning, policy and development roles and increasing their marketing and promotion functions and (b) by constructing greater scale of network, partnerships and cooperation relations with all stakeholders. Milward describe such a restructuring activity as hollowing out of the state, where the role of state transferred to several other non-governmental organizations. This new model is called in the literature as governance through networks, which is the new method of governing of the society.²¹³ The implication of this new idea of lesser involvement of government in tourism policies can be well observed in countries where state tourism offices have been corporatized with the emphasis on forming partnership with the industry in marketing and promotion activities, like in Australia, Canada, Sweden, Italy, Spain etc.

It is obvious that, for the sound development of tourism each country has to set up specialized organization in this field. In the research study conducted by UNWTO in 1992, state tourism organizations were analyzed in member countries, however it is understood that there is no consistency in their tasks or functions. It is put forward in the report that, the more commercial is the task the more tendency exist to transfer this task to the specialized agencies or public-private cooperation. Generally, in majority of industrialized countries, promotion activities are financed by the state and performed by a specialized agency-either through National Tourism Offices or through Tourist Boards. On the other hand development plans are generally performed by separate state units, which are responsible from regional economy. In the case of developing countries, since the role of state is more active in each policy area, Ministries of Tourism tend to have an overall responsibility for tourism issues. In the earlier study of OECD in 1986, it was emphasized that in developed countries, governments tend to withdraw themselves from marketing and promotion function

²¹³ H.B..Milward, "Symposium on the hollow state: capacity, control, and performance in interorganizational settings" *Journal of Public Administration Research and Theory* 6(2), (1996):193-195.

and transfer these responsibilities to separate agencies. It is understood that “...state provides the platform or focal point for necessary collective action at national level and likewise municipal provision at the local level.”²¹⁴

Based on the continuous studies conducted by UNWTO, OECD and individual countries the role and functions of Ministry of Tourism or agencies under government control can be summarized as:

1. Research, statistics, planning: Research is a one of the basic function of a national tourist organization, for understanding the tourism potential of a country, principal markets; moreover collecting statistical data is important in tourism planning.
2. Marketing: Marketing, information and promotion are also among the basic functions of the tourism authority. Publicity for overseas and promotion of the country as a touristic destination through publicity of all kinds of materials.
3. Regulation and Control: Making legal arrangements with regard to various areas including standards of lodging, consumer law, investment law etc. NTO in its role of administrator acts as the government watchdog to ensure the maintenance of appropriate standards for the sector. Control of activities of private travel agencies is also an important supervisory role of NTO.
4. Training and education for the sectorial human resources
5. Development of tourism resources,
6. Facilitation/liberalization of the operations.

According to UNWTO surveys, in two-thirds of its members’ government tourist departments are Ministries responsible from many other functions other than tourism, the rest of them are state agencies with a considerable amount of freedom of action. Bu it should be remembered that majority of UNWTO members are from

²¹⁴ L. J. Lickorish and C. L. Jenkins, 192.

developing countries and they are operating through tourism ministries, because private sector has not developed sufficiently to cooperate with the government.

In the case of developed countries, as mentioned before, devolving state responsibilities with regard to tourism to special agencies became a growing trend, although foreign investors prefer to directly work or cooperate with national governments because of the security concerns.

In one of the very earliest report of OECD on tourism, it is mentioned there is no ideal form of national tourism organization model, however separation of function can be practical, and operation of commercial functions should not be distantly performed from the government. Government departments are usually well equipped in regulating tax issues so it is better to be performed by the government instead of its agencies. Moreover, coordination of related governmental issues with tourism is important since the absence of coordination among government branches may damage the development of tourism.

Structure Role and Function of National Tourism Organizations

The structure role and function of national tourism organizations vary from one country to the other. Mill and Morrison define three types of national tourism organization in the world scale.

The *first type* of tourism organization may be governmental body; it may be an independent ministry (Turkey); or state secretariat for Tourism (Mexico); or governmental agency/bureau responsible with tourism affairs in a larger department but still has the governmental status. However, it is usually stated that government agency or bureau can be less effective in the implementation of tourism policy than an independent ministry.²¹⁵

²¹⁵ L. J. Lickorish and C. L. Jenkins, 251-252.

The *second type* of national tourism organization is quasi-public government funded corporation, board or authority, such as Hong Kong Tourist Association, The Irish Tourist Board, or British Tourist Authority. One of the advantages of this type of organization is stated as having more flexibility compared to the first type since it has more capability to adaptate its own policies to the conditions of the private sector.

The *third type* of official tourism organization is an independent private body which has a nongovernmental status but indirectly supported by government funding such as the Japan Tourist Association.

According to Mill and Morrison, having a governmental tourism office is the most advantageous system since a governmental body will have the authority within government to represent tourism and develop and interpret tourism policy.

The type, role and function of these tourism organizations in specific country will also depend on the governmental status given to it. The political, economic and social system of a particular country makes an influence on the tourism organization. Mostly in liberal-capitalist economies role of national tourism organization in tourism policies will be limited, and can only function as an advisory body. This is because as we know role of state in liberal capitalist economies is generally limited with formation of regulations and legislations. However in closed economic systems governments may actively involve into the tourism policy making, such as owning and managing touristic facilities. In addition, “developing countries that lack private industry capital and expertise...”²¹⁶ need state support for ensuring the proper functioning of tourism system, -as a country of transition from closed economy to liberal capitalist economy Turkey before 1980s can be example of this. The importance of tourism to national economy is another factor that influence the type of tourism organization in a certain country, in countries with

²¹⁶L. J. Lickorish and C. L. Jenkins, 252.

highly developed tourism industry the tourism organization is likely to be well developed and government is actively involved in policymaking.

Another factor that affects the type of tourism organization is the stage of tourism development in the particular country, that is, in the countries, where tourism is not developed; better results can be achieved through the centralized, direct government control; whereas in countries with highly developed tourist industries, we can recognize flexible, decentralized tourist organizations.

In this framework, in the studies conducted by UNWTO and OECD it is asserted that there are four stages of state involvement into the tourism policymaking. In the *first stage*, national tourism organizations have broad responsibilities with regard to all tourism activities, since in this stage tourism is accepted as the source of foreign currency the major goal attributed to NTOs is bringing the hard currency into country, that's why NTOs are responsible from not only promotion, marketing and planning but also implementation of the policy, in this stage NTOs are owners of hotel, travel agency tour operator etc.²¹⁷ In the *second stage*, the role of state diminish to the incentive provider and in the *third stage*, state is responsible from protection of the consumer and international position of the country in the tourism pie. Finally, in the *last stage* state becomes a coordinator among different parties for the tourism development it "...assists and supports rather than leads and tries to fill the "gaps" left by the private sector..."²¹⁸

Inferentially national tourism organizations started to transfer some of its responsibilities to the private sector, NGOs and local authorities and tourism system begin to decentralize. However, it should be mentioned that there are no clear boundaries between these stages, they may exist together. This aforementioned final stage is accepted as the new trend for the tourism industry by the international

²¹⁷ Korel Göymen, (1997), 19.

²¹⁸ Korel Göymen, (1997), 19.

organizations. In this current approach “tourism has become a multi faced, complex and inter-disciplinary industry”²¹⁹ As a result national tourism organizations started to work with several other ministries related with tourism policy making and implementation; especially in the issues of transportation, environment, culture, etc. Apart from the government institutions, national tourism offices are also started to make cooperation with regional and municipal authorities and private sector.

Local and Regional Tourism Policy

Currently, in many countries tourism policies are increasingly determined by local forces. However, for developing countries local and regional tourism policy is a recent phenomenon.

Regional government in federal states is usually defined as the first tier down unit of the national government; on the other hand, local government is defined as remaining scales of government below regional. The main rationale of the involvement of regional and local governments in the tourism policymaking is justified by the assertion that such bodies are necessary to evaluate the local needs and management of tourism. Regional tourism policies are usually needed as an intermediary element to balance the national and local interests, to integrate national and local development to guide the tourism policies. Generally, in democratic countries local and regional organizations are elected organizations, with agreed laws, regulations and structures; on the other hand, in totalitarian or military states local and regional government usually supervised through the centrally appointed officials.²²⁰

National tourism policies target the areas where tourism already exists or where a high potential of tourism exists. According to Church, national tourism policy

²¹⁹ Korel Göymen, (1997), 18.

²²⁰Andrew, Church, “Local and Regional Tourism” in *A Companion to Tourism* ed. A. Lew, C.M. Hall and A. Williams. (UK: Blackwell Publ. 2005).556.

priorities can be politicized and financial supports and funds can be transferred to partisans and proponents of the political power. However, he states that, regional and local tourism organizations usually take the initiative of evaluating the tourism potential, and aim to use this potential for economic diversification and regional development. There are many examples of tourism development in rural areas through local and regional bodies, for example in the Maramures region of Romania where there are serious obstacles on tourism development, local communities, unions and associations take the lead.

The increasing tendency of local and regional tourism policy making process can be related with three recent concepts in policy making in general; partnership development, transnational cooperation, and community involvement which were also mentioned in previous chapter as the basic element of democratic governance. The concept of transnational cooperation involves adaptation of policy and practice from the best practices in tourism, the concept of community participation refers to communities active involvement in tourism planning, however because of some barriers in developing countries such as "...structures that exclude (especially women and certain ethnic groups) a lack of information and community awareness, peripherality, insufficient public funds, and poorly developed partnerships."²²¹ The level of participation is lower.

It should be noted that regional tourism policies are usually well developed in federal countries with regional governments, like USA, Germany, and Canada etc. In post-communist states, tourism administration has proceeded to another stage as a result of deregulation and removal of state tourism organization. "In the Czech Republic and Slovakia this has left an "organizational vacuum" in tourism development at the regional and local levels, leading to problems for promotion and coordination."²²² Similarly, in many less developed countries tourism

²²¹ Andrew Church, 560.

²²² Andrew Church, 564.

policymaking still largely depends on the national governments, because local or regional organizations lack the necessary organizational and institutional structures that are needed for developing efficient tourism policies.

4.3. Public-Private Partnership in Tourism Policy Making

As mentioned before, since 1970s there is an increasing tendency of public-private partnership in the West, which causes the reduction of some of the functions of state. This trend emerged out of the economic crisis of Western governments at that time and, many criticisms directed to government especially from neoliberals. All these developments caused a new concept, which is “hollowing-out of the state”.

On the other hand, due to the excessive amount of centralization in decision-making and poor performance of public bureaucracy in developing countries, concepts like decentralization, partnership and reduced role of state started to be discussed in these countries. Moreover, partnership method is also supported through the fora that stimulates sustainable development concept, like Agenda 21, which explicitly support subsidiarity and participation of local communities into policymaking issues. Therefore, developments with regard to wider participation of all stakeholders into policymaking, in some way influenced the tourism policies especially in developed countries. “Partnerships are increasingly advocated as a part of “good governance”, together with wider community participation and the empowerment of groups and individuals by engaging them more fully in tourism decision-making.”²²³

It is known that in many countries national governments play crucial role in funding National Tourism Organizations, however the need for the tourism sector to determine its own destiny and policies brings the issue of public-private cooperation into agenda. The term partnership refers to kind of formal relations based on regular

²²³ C. Michael Hall and John Jenkins, 541.

face-to-face meetings of all stakeholders based on some agreed rules and an intention to discuss common issues. As a result, this type of collaborative engagement brings public and private sector; related NGOs and local communities together in order to enable them discuss tourism policy issues and make policy decisions. Recently, benefits of collaborative tourism planning are applied method by growing number of developing states. This collaborative mechanism can contribute the development of stakeholder democracy; encourage capacity building among the participants. So this mechanism, increase the involvement of socially and economically disadvantaged groups into decision making moreover it enables the accumulation of knowledge and other resources of all stakeholders and helps better coordination between policies.

One of the best examples of public-private cooperation in tourism policy making can be recognized in United States, where Western States Tourism Planning Council was established in 1990. The Council was operated by a private firm as the first effort that brings public and private sector together. Its Memorandum of Understanding includes 13 federal agencies and 7 Western State governmental tourism offices (Alaska, California, Nevada, New Mexico, Oregon, Utah and Washington). This partnership model actually faced with several conflicting issues since local communities and tourism interests oppose with governmental land use policies. The main written purpose of this partnership model is stated as follow:

To enhance the experience of visitors, to support the long term economic viability of the travel and tourism industry and communities that serve visitors, to protect and where appropriate, restore the natural, environmental, cultural and historic resources that are the foundation for tourism and, to respect the needs and values of these people who live in the West.²²⁴

This consortium model established with a series of meetings, and white papers. However, it is general acceptance that policymaking through cooperation usually realized in the countries where entrepreneurship is developed in a considerable level,

²²⁴ Clare A. Gunn and Turgut Var, 107.

in nations without entrepreneurship tradition an organizational vacuum may appear in the cooperation based policymaking, this vacuum is filled by an outside international source, frequently encouraged by national policy.

Another example of private sector collaboration on tourism policy is Ontario Tourism Council of Canada, established in 1994 based on the Tourism Advisory Committee of the central Government, the council found through the participation of over 500 tourism business representatives, and over 50 meetings on the basics and essentials of the council as an independent non-profit organization. Administered by seven-member board of directors, the aim and purpose of the council is stated as: "...better communication within tourism business, overseeing a tourism strategy, assisting in the formation of marketing and advocacy organization, ensuring sound business principles, and lobbying for better tourism."²²⁵

However, there are some suspicions with regard to collaborative decision-making process; for example, it is considered that there are some invisible barriers for some ideas to be considered equally. Nevertheless, some powerful groups may have great amount of advantage in presenting their own priorities. Hall and Jenkins state that,

... partnerships may be set up simply as 'window dressing' to avoid tackling real problems head on with all interests or they may be used to create a semblance or illusion of broad participation in order to diffuse tensions with other parties or to legitimize projects in bureaucratic and donor circles.²²⁶

Establishing a partnership approach in a developing countries where the tradition of wide spread participation of all stakeholders in decision-making is weak and rarely seen process to implement. For instance, in the countries where the democracy is not consolidated, decisions are usually made by small economic and social elites or through clientalist relations based on mutual favors and supports in the politics.

²²⁵ Clare A. Gunn and Turgut Var, 116.

²²⁶ C. Michael Hall and John Jenkins, 542.

Moreover, in some developing countries poor social groups can be discouraged from participating into decision-making process, due to the cultural acceptance that small group of elites makes the decisions without concerning the problems of poor segments of the society. On the other hand, the pressure coming from the bottom of the society in these countries is not enough to challenge the decision makers at the top with regard to involvement of poor segments of the society into decision-making. So that central governments are usually accepted as the sole decision-maker.

Moreover, power relations are very important elements in partnership dominant parties may have a disproportionate influence on the agendas and on the outcomes.²²⁷ Besides local communities can also be divided inside by power relations, they may be influenced from small group of elites, from different sector, or from local politicians, in decision-making process. Bramwell cites from Jamal and Getz that, in determination of growth management strategy for the tourism center of Canmore in Canada, several collaborative meetings were realized. However, it is stated that, “these meetings did not involve the less visible segments of the community or the advocates of a ‘no growth’ strategy, and the actors who did participate in them were not listened to equally...”²²⁸

The interactions between the participants of these collaborative meetings can be seriously influenced from cultural differences, different value systems and discourses. The cultural values of the poor groups in these partnership meetings can be regarded as ‘other’ and they can be accepted as inferior to dominant groups’ hegemony. Another important obstacle involved in partnership, in decision-making is to create an appropriate balance between representatives of different interests like between those who focus on economic value and those who have environmental concerns.

²²⁷ C. Michael Hall and John Jenkins, 543.

²²⁸ C. Michael Hall and John Jenkins, 543.

However, in spite of all these relatively negative aspects of partnership approaches, it is obvious that collaborative relation create a space for new discussions and reformulation of dominant paradigms. It should also be recognized that partnership approaches as including several stakeholders are more democratic and equitable than earlier approaches where tourism and environmental planning were mostly driven by a few state agencies.

One solution to overcome the difficulties experienced in partnerships is to make them operate more inclusively and participatory; through less planner-centered and more people-centered attitude. While planner-centered approaches focus on administrative and financial efficiency; people-centered perspectives focus on increasing local management capacity and confidence in local potential and meet local needs and priorities.

Another solution to difficulties in partnership approaches is to provide training programs for marginalized groups for the purpose of capacity building so that they can build self-confidence. Such assistance helps these groups “to build their own social and intellectual capital and institutional resources, and encourage them to find their own responses to particular issues”.²²⁹ In this context, local population of developing countries should also be encouraged to fully engage in policymaking process, since local participation can be the only way to break the existing pattern of power relations and decision-making process. So that supporting the programs that enable the self-mobilization of local groups, and increase their ability of exercising democratic rights is of significance.

In this chapter, concept of tourism is analyzed and tourism administration and public-private partnership in tourism is presented. It is inferred from the analysis

²²⁹ C. Michael Hall and John Jenkins, 547.

made that governments still have important functions in the tourism administration.²³⁰

On the other hand, in the local level we can usually see that the local governments play important role both in local planning and in promotion of the destination concerned. However, it is clearly explained in the literature that, direct involvement of the government especially into the operation of tourism services, which runs at profit, could not be successful in government hand. There were many examples from different countries where state-owned tourist businesses like hotel chains etc. could not be successful and privatized as a result. Moreover the cases for public-private cooperation in the infrastructure field, like transport are increasing successfully, but "...government systems of administration cannot adapt well to commercial disciplines."²³¹ It should be mentioned that the current development regarding to tourism policy making shows the increasing role of local or regional networks but devolution of state's functions to specialist agencies like tourism boards or local or regional governments or networks does not abolish the states' responsibilities on the protection of public benefit in most efficient way, and at least determination of national policy or strategy for tourism development, and its coordinator role.

As a result, regardless of the form of state organization or degree of devolution in the state's role, it is required that the public authority, central or local government agree on overall tourism strategy, be it in the form of tourism plan or guideline, the strategy should include a coordinated approach for making specific regions as tourism destinations at national or local level. "State tourism agency, tourist board or government department will have an important role to play in advising on the strategy, offering opportunities to consult and cooperate with a dispersed private sector, and preparing a destination marketing strategy..."²³² So the public authority

²³⁰ L. J. Lickorish and C. L. Jenkins, 131.

²³¹ L. J. Lickorish and C. L. Jenkins, 194.

²³² L. J. Lickorish and C. L. Jenkins, 191.

at both national and local level is responsible not only from protection of public benefit, through being regulator and condition setting role for major public concerns as health, environmental protection etc., but also as an operator as taking the lead for attracting and receiving the visitors.

CHAPTER V

ANALYSIS OF TOURISM ADMINISTRATION IN TURKEY

Development process of tourism in Turkey will be analyzed in this chapter and organizational model for tourism administration will be presented in historical method starting from pre-planning period (before 1963) until today. Moreover, administrative reform studies namely, Central Government Research Project (MEHTAP), Public Administration Research Project (KAYA), Draft Law on Public Administration and Turkey's Tourism Strategy-2023 will be analyzed in terms of the proposals they put forward for re-organization of the tourism administration. Moreover, current tourism administration model in Turkey will be discussed in this chapter. In addition, current position of Ministry of Culture and Tourism and its role and duties will be summarized. Moreover, role of local authorities in tourism policy making will be presented, and case of BETUYAB and GATAB as model of network governance will be presented.

5.1. Evolution of Tourism Policy Making in Turkey

Encouraging investments, creating revenues, providing foreign exchange, creating new employment opportunities and influencing social and cultural life of a country, tourism is an important issue for Turkey like many other countries.

The total contribution of Travel & Tourism to GDP was TRY192.6 bn in 2013 (12.3% of GDP) and is expected to grow by 4.1% to TRY200.5bn (12.4% of GDP) in 2014. The total contribution of Travel & Tourism to employment was 2,317,500

jobs in 2013 (9.1% of total employment). This is forecast to rise by 1.0% in 2014 to 2,340,500 jobs (9% of total employment).²³³

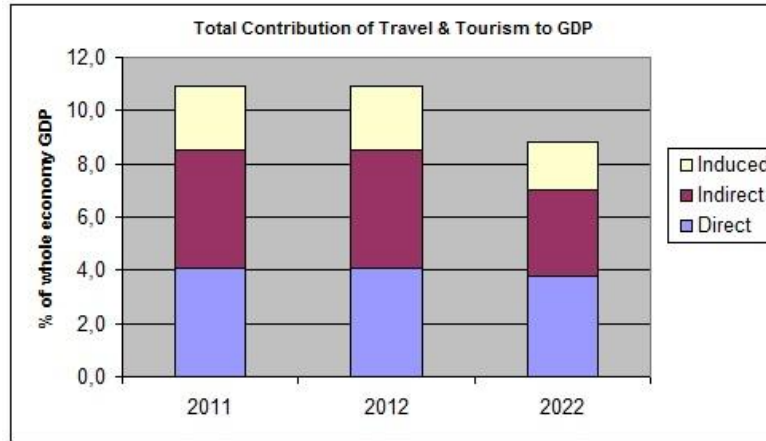


Figure 10. Total Contribution of Travel and Tourism to GDP

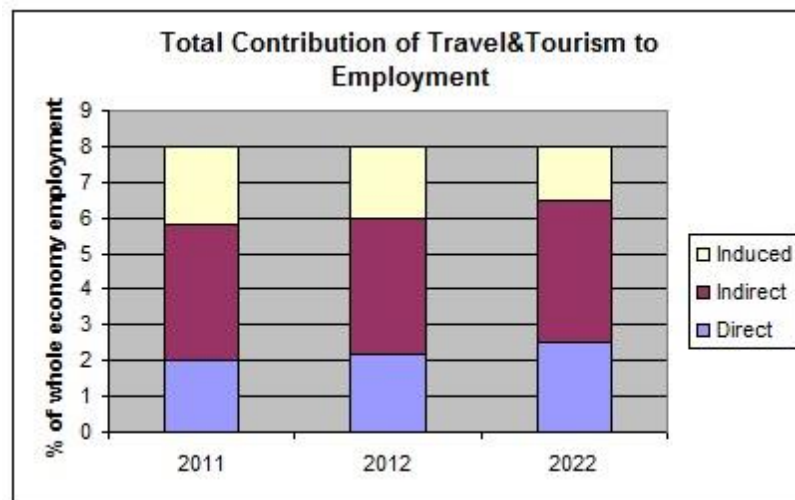


Figure 11. Total Contribution of Travel and Tourism to Employment

²³³ World Travel and Tourism Council (WTTC). *Travel and Tourism Economic Impact 2014-Turkey*. UK: WTTC Publications.

As an important source of revenue in Turkish economy, organization of tourism administration is significant issue. Currently in Turkey, main actors in the tourism administration are as follow:

1. Ministry of Culture and Tourism
2. Municipalities
3. Tourism Infrastructure and Service Unions
4. Sectorial Organizations
5. Tourism Facilities

In general, sense, development of tourism industry in Turkey can be categorized into four phases; the first period is considered from 1923 to 1950, in this period, importance of tourism is not fully understood but the first activities with regard to tourism can be seen so in this period, tourism sector was limitedly discussed in the governments' agenda. After 1950s, in parallel with international developments, tourism sector in Turkey started to be recognized, governments in this period started to conceptualize the contribution of tourism in balance of payments, cash flow, employment opportunities. This interest brought the institutionalization in the tourism administration. This period starting from 1950s and ends up in 1980s is called as "*conceptualization period*". The principal development in tourism sector was in this period, and determination of tourism policies always closely related with political and economic preferences of the governments. The third period is considered from 1981 to 2002 as the "*first tourism move*"²³⁴ in the beginning of this period state took the necessary initiatives to develop tourism in legislative, physical planning and infrastructural sense. The last period called "*Second Tourism Move*" starts with the 12-14 December 2002 2nd Tourism Forum, and continues until today. However, it should be considered that, these periods, of course, are not clear-cut in the development of tourism in Turkey; rather they are categorized for purposes of analysis. These periods, also correspond to the main political, economic, social and cultural developments in the country.

²³⁴ II. *Turizm Şurası Bildirileri*, Ministry of Tourism, 12-14 Nisan 2002, Ankara: Turizm Bakanlığı Publications.

The First Period (1923-1950)

Witnessing born, development and collapse of many civilizations in world history, Anatolia embodies various rich cultural heritages, so that concept of tourism in this land can be traced back to ancient times. However, according to Evliyaoglu, first tourism activities in the official meaning were started during Ottoman time. Opening of Hagia Irene Church to visit in 1846; opening of first travel agency in 1863; making legal arrangements for translators who were helping foreign visitors in their activities; and opening of several hotels at the end of 19th century following the Orient Express services to Istanbul, were major developments with regard to tourism activity in Turkey.²³⁵

Following the proclamation of Republic of Turkey, the first official institution related with tourism activity was established called Seyyahın Cemiyeti, in 1930, this institution was responsible from issuing publications on tourism and performing promotional activities, in that sense, for long years Seyyahın Cemiyeti worked as a public body for tourism development.²³⁶

In due course, similar to the tourism development trends in other countries, the interest of the state to tourism started to increase in Turkey as well. Direct involvement of public administration with the tourism sector started in 1934, with the establishment of Tourism Bureau in Ministry of Economy.²³⁷ In 1939, Directorate for Tourism was established under the Ministry of Trade; however, this directorate was transferred to the Prime Ministry in 1943 owing to the belief of high correlation among tourism and promotion. In 1949, name of Directorate for Press changed into Directorate General for Press and Tourism. The structural instability and indecisiveness with regard to state involvement in the tourism administration,

²³⁵ Meryem Akođlan KOZAK, *Genel Turizm Bilgisi*. (Eskişehir: Anadolu Üniversitesi Yayınları, 2002) 133-134.

²³⁶ Meryem Akođlan KOZAK, 134.

²³⁷ Korel Göymen, 1997, 19.

discussed in 1949 “Tourism Consultative meeting with the participation of high level bureaucrats” and first steps was taken on the way to determination of national tourism policy. As a result of this meeting, “Fundamental Tourism Program” was prepared; the program anticipated giving more attention to private sector for the purpose of development of tourism. However, this plan was not implemented in terms of the political and economic conditions of that time.²³⁸

The Second Period: Conceptualization of Tourism (1950-1980)

1950 was the year, which is important for Turkish, democracy since first multi-party elections was actualized and Democratic Party came into power. For encouraging tourism investments “Law on Tourism Encouragement” no.6086 was issued in this period. This law was the first legal arrangement aimed at tourism development in Turkey. Through this law, objectives, principals and conditions of government incentives and purpose of inspection of tourism facilities were determined. The system of certification of the touristic facilities was initiated with this law. With this system:

- Reaching contemporary global standards in touristic facilities,
- Development of same conditions for the similar accommodation facilities,
- Development of new price control mechanism,
- Formation of control lists on equipment, service, etc. for touristic facilities.

Establishment of this system encouraged the facilities to more focus on the quality standards in tourism sector in order to enhance the quality of Turkish tourism in general.

Moreover, “Tourism Credit Fund” was created with 1 million Turkish Lira asset and allocated in a National Bank. In 1953, a second legal arrangement was made to encourage tourism investments in the sector. The law was providing the 10-year tax

²³⁸ Dündar Denizer, *Turizm Pazarlaması*, (Ankara: Yıldız Matbaacılık,1992). 16.

exemption to tourism investments. On the other hand, in 1954, “Law on Encouragement for Foreign Investment” was issued and several incentives were provided for encouraging the foreign tourism investors as well.

Another important developments in tourism sector in this period was the establishment of “Tourism Bank” in 1955 with 10 Million TL capital asset. The main objectives behind the foundation of this bank were providing financial support to tourism investments, establishing tourism facilities for developing tourism sector and providing technical support including feasibility studies to investors. In spite of all these encouragement measures, due to the insufficient administration capacity and inadequate experience of domestic capital, State Retirement Fund started to establish high standard hotels such as Hilton Hotels, in big cities. Moreover in several locations camping areas and recreation facilities were constructed by “Emlak ve Kredi Bankası” owned by state, and public officials are encouraged to spend their holidays in these premises for boosting the domestic tourism activities in the country. The most important institutional development in this period was the establishment of “Press and Tourism Ministry” in 1957, with this development tourism was organized at the ministerial level for the first time.²³⁹

While analyzing this period, it can be inferred that serious steps with regard to development of tourism were not taken until 1950s, however with the change of government in power in 1950, state started to take initiatives in tourism sector, but in spite of all these measures in the beginning of 1963 only 7,6 million Dollar revenue were received from 198,841 foreign tourist.²⁴⁰

After military coup d'état of 1960, in 1961 a new constitution was issued, in which economic system of the country was defined as a mixed economy. In this period development plans started to be issued which are implemented mandatorily by the

²³⁹ Korel Göymen, 1997, 21.

²⁴⁰ Korel Göymen, 1997, 23.

state institutions and supposed to be guidance to private sector. In terms of enabling and supporting the tourism, development in a planned pattern the first significant development in tourism policy after 1960 was the inclusion of tourism sector as the subdivision of services sector in the development plans.

Development plans are considered important for the development of tourism sector, since they put concrete objectives such as:²⁴¹

- Benefiting from the tourism values of the country in most efficient way in order to contribute the general economy and balance of payments,
- Increasing the holiday opportunities of the working population,
- Utilization of the tourism potential of the country in terms of sustainability principles.

Starting of planning period for tourism sector reflects an important general policy change, since inclusion of the sector into the development plans reflects its increasing significance for economic development.

Although structured in different names and under different public bodies Ministry of Tourism is the most significant organizational body at that time. Since the private sector was not developed sufficiently, tourism policies, just like other policy areas, were overwhelmingly determined by the state, and public administration heavily involved in tourism sector, including establishing tourism facilities.

Another important development in this period was the publication of Central Government Organization Research Project (short named as MEHTAP) in 1963. When the MEHTAP report was prepared the current Ministry of Culture and Tourism was operating under the name of Ministry of Press, Publication and Tourism. In the report, the organization of Ministry was criticized in the sense that, the role and functions of the two different directorates of the Ministry does not

²⁴¹ Hasan Olalı, *Turizm Dersleri*, (İzmir: İstikbal Matbaası, 1984), 180.

match and the connection between them is not enough to keep them as united, moreover importance of their functions differentiates as well. In the report it is clarified that tourism as the very important economic sector that adjust the international balance of payment deficit should be focused on as a single issue and should not be evaluated together with some other issue which is not as important as itself.²⁴²

During the writing of this report, the draft law on “Ministry of Tourism and Promotion” was started to be prepared. For this reason, the report heavily comprised of the evaluation of the organization part of the draft law. Especially the proposals part on the issue of organizational structure of the Ministry was very important and it shed light on today’s discussions of the organizational reforms as well.

First of all, it is proposed that; in order to make tourism productive sector of the national economy, to evaluate all available resources for tourism, to conduct tourism studies, to regulate, to control, to promote and to coordinate the tourism sector “Ministry of Tourism” should be established. This Ministry was supposed to be responsible from;²⁴³

- Inspecting the conservation conditions of ancient arts
- Determining touristic regions, and the conditions for touristic establishments,
- Assisting local governments in their tourism services,
- Establishing tourist information offices in customs,
- Making necessary inspections on touristic tariffs,
- Making coordination and cooperation with other public bodies on development of tourism.

²⁴² *Report on Central Government Organization Research Project, Turkey and Middle East Public Administration Institute, (Ankara: TODAİE Publ., 1963) 297.*

²⁴³ *Report on Central Government Organization Research Project, 303.*

In the report, tourism as a multi-disciplinary issue requires the cooperation of many public institutions in central government. In this regard, the primary function of the Ministry of Tourism is supposed to be coordination, so that establishing a coordination mechanism has a significant importance. In order to provide that kind of mechanism, establishing “Tourism Coordination Committee” is deemed as necessary. It was proposed in the report, high-level bureaucrats of public institutions would be members of this committee, and it would be gathered when the ministry deemed it as necessary. It was not formulized as decision-making body, instead the issues would be discussed in the committee collectively, and the decisions would be given by the Ministry, which was responsible from the issue discussed.²⁴⁴

Another body mentioned in the report was “Tourism Advisory Board”. The idea behind this board was the fact that, tourism is an important sector for all segments of economic life and requires coordinated efforts between all parties. Tourism advisory board supposed to be composed of representatives from;²⁴⁵

- a) Tourism Commission of Grand National Assembly
- b) Related Ministries,
- c) State Planning Institution,
- d) Special Authorities,
- e) Municipalities,
- f) Universities,
- g) Tourism and culture foundations,
- h) Professional Tourism Unions,
- i) Press Unions,
- j) Trade and Industrial Chambers,
- k) Youth and Student Unions,

²⁴⁴ Report on Central Government Organization Research Project, 305.

²⁴⁴ Report on Central Government Organization Research Project, 307.

Members of the advisory board could not exceed 30, the agenda supposed to be determined by the Ministry and the board will be invited to the meeting by the Ministry when it was deemed as necessary.

According to the report, local organization of the Ministry should be arranged through “Regional Directorates of Tourism and Promotion”. In some places, provincial tourism bureaus were supposed to be established and mechanism like tourism coordination committee and tourism advisory board were supposed to be established with the same principles in regions and provinces.²⁴⁶

After the publication of MEHTAP report, planning period of Turkish Economy was started in this period tourism sector was encouraged more. **The first development plan** of the country comprises the development objectives **between 1963-1967**. In this plan tourism sector was analyzed under the services chapter. It is mentioned in the plan that tourism as an important economic activity should be benefited more in order to cover the balance of payments deficit of the country; so that the tourism revenue and number of foreign tourist should be increased immediately. In this respect, several precautions, including organizational structure, were determined for increasing the tourism revenue.²⁴⁷

In terms of this strategy, main objectives of the first five-year development plan was:²⁴⁸

- Benefiting from natural and historical resources of the country in a most efficient ways,
- Making necessary infrastructural investments,

²⁴⁶ Report on Central Government Organization Research Project, 308.

²⁴⁷ *1. Five-Year Development Plan*, State Planning Organization, (Ankara: State Planning Organization Publication, 1963) 428.

²⁴⁸ Ahmet Nohutçu, “Development of Tourism Policies in Turkey throughout the Republican Period in Socio-Political, Economic and Administrative Perspective” *Muğla Üniversitesi Sosyal Bilimler Enstitüsü Dergisi* 9 (2002): 97-121.

- Extending the period of tourist accommodation in Turkey,
- Increasing tourism activities and tourism investments in regions with extensive tourism potential, such as Marmara, Aegean and Antalya.

In terms of these objectives, physical planning, mutual agreements with foreign countries, researches regarding to determination of supply and demand, was realized. Moreover, article (b) and (c) of the precautions part of the plan focused on the organizational restructure. In the article (b) it is mentioned that a new public organization endowed with sufficient authority and facilities, will be established to carry out all tourism policy activities regularly. Article (c) of the concerned chapter mentions the localization in the making of tourism policies. In that, sense establishment of “Tourism Development Boards” with the participation of all institutions related with tourism issue was encouraged in the plan. Planning the tourism development of certain region, encouraging and controlling the projects, benefiting from regional sources for tourism development were supposed to be the main functions of these boards.²⁴⁹

In accordance with organizational proposal of the first plan, in 1963 the Ministry renamed as “Ministry of Tourism and Promotion” and became the sole authority in the certification and standardization of the tourism facilities, for the purpose of encouraging the sector, the Ministry acted as the organization of consulting, support and coordination office, it opened Tourism Information and oversea bureaus; hereby one of the most important objectives of the plan was actualized. However tourism development boards were not be able to established.

In the **second development plan, (1968-1972)**²⁵⁰ importance of physical planning was specifically mentioned moreover benefiting from economic, social and cultural

²⁴⁹ 1. Five Year Development Plan, 428.

²⁵⁰ 2. *Five Year Development Plan*, State Planning Organization, (Ankara: State Planning Organization Publication,1968), 600.

functions of tourism in a comprehensive way was the main objective of the plan. Issues like, necessity for national promotion, enhancing investments, arrangement of price policy in the sector in accordance with the international competition rules, were mentioned in this plan as well. It is emphasized that, while making of infrastructural facilities are in the responsibility of public sector, other tourism investments are expected to be actualized by private sector. In this context, an attempt of the public administration to increase the role of private sector shows the impact of new right and liberal economic policies in this period.

The main objectives of the second development plan were:²⁵¹

- Increasing the international tourism revenues and number of tourist,
- Developing the domestic tourism,
- Encouraging the mass tourism activities in priority areas,
- Supporting these activities in terms of financial and legal basis,
- Promoting the tourism activities,
- Rehabilitation of infrastructure system through public sector,
- Encouraging private sector in terms of tourism investment.

With the purpose of realizing the aforementioned aims, the coastal zone of 3km. width from the Çanakkale-Balıkesir provincial border to Antalya-Mersin provincial border declared as “Tourism Development Region” in 1969 with cabinet decree, which enabled the development of mass tourism in this area.

In this plan period, some policy measures were determined in order to facilitate the tourism investments and tourism development. Measures which are related with institutional restructure were article (a), (b) and (f) of the ‘measures’ part of the plan. In these articles, it is emphasized that Ministry of Tourism and Promotion should be restructured in order to enable the Ministry to deal only with the tourism sector, and

²⁵¹ Hasan Olalı, 180.

it was also mentioned that the concerned Ministry should cooperate with other public institutions when it is deemed as necessary.

On the other hand in 1972 law no.1618, regulating the functions of travel agencies and enabling the establishment of Turkish Travel Agencies Union (TÜRSAB), was came into force. TÜRSAB as influential non-governmental, non-profit organization established for the purpose of representing the travel agencies, assisting the government in promotion of the country, realizing necessary arrangements in the actions of travel agencies, and protection of the consumers.

It is obvious that creation of a cooperation mechanism with other public institutions and restructuring of the Ministry was strongly emphasized in the second five-year development plan.

Comprising the period between **1973-1979 the Third Five Year Development Plan** mainly emphasized the fact that number of foreign tourist, tourism revenues, and capacity of accommodation facilities were left behind the expected objectives of the previous plan. In this plan, private sector is strongly encouraged to make all tourism investments; on the other hand public is supposed to intervene where private sector is not sufficient. The main tourism kind supported in this plan is mass tourism once again.

Another important emphasis of the plan was its support of the development of domestic and social tourism²⁵². In this period, first serious attempt of the state with regard to domestic tourism is “Public Personnel Camps” which provides low-budget holiday opportunities to middle class. Because of great interest of the people to these camps, concept of family pensionship is encouraged by the state through providing credits with low interest rates etc. Moreover, Ministry of Tourism and Promotion as

²⁵² Social tourism is a type of tourism, to make tourist leisure accessible to the majority, including youth, families and elderly people, by providing an exceptional economic opportunity. (Manilla Declaration, World Tourism Organization)

a policy making body was encouraged to work in cooperation with other public institution.²⁵³

In 1974, South Antalya Tourism Development Project was initiated. This project is a unique sample in tourism development of Turkey since it is an integrated project that includes planning, programming, financing and implementation. The project aimed to develop tourism in concerned region in an integrated approach. The main purposes of the project are mentioned in the official documents as follow:²⁵⁴

- Social and economic development of the region and balance growth
- Integration of tourism and other sectors
- Enabling the social integration of tourism and local people
- Preservation of natural environment
- Preservation of forestry
- Preservation of agricultural lands
- Creation of variety of tourism activities
- Utilization of local products such as agricultural products by accommodation facilities in the region.

By creating employment opportunities, rehabilitating infrastructural standards, improvement of health and hygienic conditions, this project was one of the most important development of this period.

The last important development of this period was **Fourth Five Year Development Plan Period**²⁵⁵. Comprising the period between 1979-1983, the fourth five-

²⁵³ 3. *Five-Year Development Plan*, State Planning Organization, (Ankara: State Planning Organization Publication, 1973) 617-619.

²⁵⁴ *Tourism Development Study for West Mediterranean and South Aegean: South Antalya Tourism Development Project*. Ministry of Tourism and Information, General Directorate of Tourism Bank. (Ankara: Turizm Bakanlığı, 1975) 68.

²⁵⁵ 4. *Five Year Development Plan*, State Planning Organization, (Ankara: State Planning Organization Publication, 1978) 432.

year development plan mentioned the cooperation and coordination between the Ministry of Tourism and Promotion and other related public institution in the tourism policymaking processes. However, no concrete measures or institutional arrangement was proposed to realize this objective. Moreover developing mass tourism, increasing foreign investment in tourism area, developing efficient system of tourism training were main issues emphasized in this plan.

The most important legal and financial tool that initiates the more liberal period was the enactment of “Tourism Encouragement Law” in 1982. This law aimed at to direct tourism investments to priority areas. Moreover Ministry of Tourism as the main body responsible from planning and coordination, was supposed to continue to function as the main body that simplifies the allocation of public land, provides the development of new tourism types and protects consumer rights. In this period, state ceased the role of price determiner in the accommodation premises and a new incentive system was come into force.

The Third Period: Organized Developments in Tourism

While tourism policies of Turkey are being analyzed, the period after 1980s should be specially focused on because growth rate of tourism sector in this period was incomparably higher than any other time in the tourism history of the country. The most important development of this period was “Economic Stability Precautions “of 24 January 1980. The reform package, known as January 24 decisions, includes the arrangements as follow:²⁵⁶

- Decision of the Devaluation of Turkish Lira
- Decree on foreign investment,
- Amendment of foreign exchange legislation,
- Enactment of “Tourism Encouragement Law”
- Decision on providing freedom for the touristic travel to foreign countries.

²⁵⁶ Korel Göymen, (1997), 26.

Since the previous law, no 6086 did not conform to changing, global conditions and developing tourism sector in Turkey in 1982 “Tourism Encouragement Law” was issued. This concerned law was also the preview of liberal economy. The main reasons that required the new arrangement was:

- The superstructure investments were not adequate, which cause low capacity level. So that, new legal arrangements to ease the private sector investments were needed.
- Law no. 6086 and its related regulations did not provide Ministry of Culture and Tourism with the necessary authority to lead the sector. This lack of legal authority created serious incoordination within the sector. So that ministerial authority on coordination should have been defined clearly.
- Bureaucratic obstacles in the rental of the public lands and tourism investments,

In order to solve these aforementioned obstacles in front of the development of tourism, Law No.2634 on Tourism Encouragement was issued. The new law provided detailed solutions to the problems with regard to land use plans and land allocation to investors, especially bureaucratic obstacles regarding to land allocation simplified, and authority of land allocation in tourism regions and centers transferred to Ministry of Culture and Tourism.

Some of the incentives brought by this law was as follow; providing loan with low interest rate, investment allowances, financial fund exemptions, construction exemptions, tax and permanent payment exemptions, various incentives, suspension of value-added tax, allowances in electricity and water consumption, permission for employing foreign workers etc.²⁵⁷

²⁵⁷ Meryem Akođlan KOZAK, 141.

In this period, Ministry of Tourism became the main body responsible from tourism planning and coordination. In 1983, with the government changeover, all pioneer activities of the state related with tourism superstructure (accommodation facilities etc.) were ceased and public accommodation facilities were privatized.

Fifth Five Year Development Plan Period comprising the period between **1985-1989**, focused on the creation of consciousness of tourism in the society and a public organization; to direct the investments, to regulate the functions of public and private sector, to evaluate investment funds, to make regulations of tourism training.²⁵⁸

In this regard main acceptances of the concerned plan are:

- Rehabilitation of infrastructure by the government,
- Support of tourism investors through several loan opportunities,
- Encouragement of investments in coastal zones,
- Restoration of historical values to be used by tourism purposes,
- Utilization of public personnel camps for domestic tourism.

When compared to previous development plans, the fifth five year development plan put some statistical targets (such as number of foreign tourist, tourism revenues, number of bed in general etc.) which made it easy to determine whether these targets were achieved or not.

In this period, rapid urbanization and high speed of population increase in the tourism regions challenged the limits of existing superstructure and additional infrastructure investments were needed. In this regard in 1989, ATAK Project (Mediterranean, Aegean Tourism Infrastructure Coastal Management Project) was

²⁵⁸ 5. *Five-Year Development Plan*, State Planning Organization, (Ankara: State Planning Organization Publication, 1985).

initiated. With this concerned project, rehabilitation of infrastructure and environmental protection in Aegean and Mediterranean coastal zone was realized.

The plan determines general tourism policy targets without making any evaluation with regard to tourism policymaking processes and institutional structure. Due to the need of more autonomous authority on the issues of physical planning, infrastructure investments, incentives etc. Ministry of Tourism separated from Ministry of Culture in 1989, which is the most important institutional change in this period.

In this regard, the functions of Ministry of Tourism were determined as follow with the “Decree on Organization and Functions of Ministry of Tourism”:

- Utilization, developing and marketing the available resources of the country, in order to enable the tourism to be a productive sector of the national economy,
- Providing guidance for foreign and local investment potential,
- Provision and expropriation of immovable property related with tourism investments and directly or indirectly design and construct the projects,
- Cooperating with the institutions related with tourism issues,
- Preparing the promotional materials for tourism assets of Turkey and carrying out all types of promotion services in the country and abroad,

In order to carry out these functions Ministry of Tourism was divided into central, provincial and foreign offices. Central organization composed of five main service unit which were; Directorate General for Investments, Directorate General for Tourism Facilities, Directorate General for Promotion, Directorate General for Tourism Training, Department of Foreign Relations. In addition to central organization, the Ministry was also organized in provinces and abroad to conduct its functions. In this context, 12 Tourism Training Centers (TUREM), Provincial Directorates and Tourism Information Offices, and Promotion Offices in abroad were established in this period.

With all the encouragements provided by government, development of tourism sector in Turkey broke the record of fastest tourism growth among the OECD countries. 66.000-bed capacity of 1983 increased to 192.000 in 1991; in this period tourism revenues increased 10 times and number of foreign tourists quadrupled.

Privatization of the previously state-owned facilities such as TURBAN marked the discussion of 1990s. Moreover, authority of the state in determination of price policy in tourism sector is abolished. In addition, incentives provided for Aegean and Mediterranean region were ceased in order to reduce the investment intensity in these regions. As a result, investments are directed to Black Sea and South East and Eastern Anatolia, through which development of tourism in these regions is encouraged and tourism diversification is enforced.

In the beginning of 1990s, the Sixth Five Year Development Plan was published, which put forward the following issues:

- By emphasizing importance of the preservation of natural environment and cultural heritage, utilization of these values for the purpose of tourism is crucial,
- Extending the tourism season and increasing the quality in tourism destinations, facilities etc.
- Determining the necessary policies for the purpose of diversification of tourism, and encouraging tourism types such as sports tourism, health and thermal tourism, festival tourism, yacht tourism, congress tourism, golf tourism etc.

It is envisaged that, tourism revenues would increase to 4.488 billion \$, number of foreign tourist would reach 7.4. million people and number of certified beds would reach 350.000 at the end of this period.

The period of **seventh development plan** covers the second half of 1990s. The plan put forward these issues:

- Utilization of superstructure efficiently,
- Providing necessary support to ATAK project in order to increase infrastructure investments,
- Diversification of tourism in terms of consumer choices, and planning of new destinations for different tourism types such as winter tourism, plateau tourism, health and thermal tourism, congress tourism etc.

The period was also marked by the reflections of global discussions of public-private partnership and governance approach. In that sense, the seventh development plan aims at the creation of new financial resources in cooperation of the public and private sector for the implementation of promotion and marketing activities. In this respect restructuring of the structure of Ministry of Tourism was deemed as necessary. In that sense, for the purpose of providing the adoption of Ministry of Tourism to dynamic economic, social, cultural and technological changes, a new structure was advised in this period. Additionally, importance of the establishment of unions like “Union of Turkish Touristic Hotels and Hoteliers”, “Union of Sea Tourism”, “Union of Tourist Guides” was emphasized in the Plan.

This plan is important in the sense that, for the first time in tourism planning practice of the country, public-private partnership in the promotion activities was mentioned and coordination and cooperation emphasized specifically. In that sense transition to “steering not rowing state” understanding can be clearly observed in this plan, moreover the importance attributed to non-governmental organizations, brought together the formation of legal grounds for the existence of these organizations.

It is envisaged that, tourism revenues would increase to 8.5-11.9 billion \$, number of foreign tourist would reach 13-17 million people and number of certified beds would reach 1.3 million at the end of this period.

Another important development of this period was the publication of a public administration reform document named “Public Administration Research Project” in 1991, short named in Turkish as KAYA Report. It also analyzed status of tourism administration at that time. In status analyses part, after mentioning the significance of tourism sector for the Turkish economy, the organizational structure and functions of the ministry was discussed.

It is mentioned in the report that Ministry of Tourism’s responsibility area is so comprehensive that its responsibilities sometimes contradict with responsibilities of Ministry of Construction and Public Works, Ministry of Culture, Ministry of Agriculture, Forestry and Rural Areas, and municipalities. Hence, conducting the tourism related services through several different institutions requires an effective collaboration and cooperation among them. However, this cooperation mechanism cannot be easily created in practice, loss of money, time and labor in the decision-making and implementation process is frequently encountered problems.²⁵⁹

It is also stressed in the report that, the provincial directorates of the Ministry, are not working effectively especially in small provinces, and they are evaluated as source of unutilized employment. As a result, the ineffective local branches of the Ministry of Tourism cause the centralization and sometimes-heavy bureaucracy in decision-making.²⁶⁰

In the proposal part of the report it is emphasized that the main function of the state in the field of tourism is to provide necessary substructure for the tourism activity, in that sense the main function of the Ministry of Tourism should be to determine national tourism policy, creation of effective cooperation and collaboration mechanism. In this part, it is specifically emphasized that, local branches of the Ministry of Tourism should be reorganized in terms of preventing inert employment,

²⁵⁹ *General Report on Public Administration Research, Turkey and Middle East Public Administration Institute, (Ankara: TODAİE Publ. Publ. No: 238, 1991), 116.*

²⁶⁰ *General Report on Public Administration Research, 118.*

and these branches should work dynamically in coherence with central authority. The report mentions that realm of authority and functions of these aforementioned local organizations and their organizational structure should be studied separately in another research document.²⁶¹

Another significant development in this period was the, “First National Tourism Forum” which took place 20-22 October 1998. This forum is important in the sense that it is the first venue where the problems of tourism sector is discussed. Representatives of the sector, academicians, representatives of NGOs, and representatives of the Ministry of Tourism were participators of the forum. Decisions of this forum were as follow:

- Developing tourism sector in terms of Customs Union and EU relations,
- Developing qualified tourism supply,
- Developing macro tourism training plans,
- Specialization of tourist guides in parallel with diversification of tourism types,
- Establishment of Tourism Security Department for the purpose of providing tourists security,
- Encouraging investments on cruise tourism,
- Providing necessary incentives with regard to promotion activities of the private sector, and realizing legal arrangements on Tourism Encouragement Law.
- Realizing necessary legal arrangements in order to encourage investments on qualified tourism facilities,
- Rehabilitation of physical infrastructure, through supporting the ATAK Project,
- Encouragement of faith tourism,

²⁶¹ Addition 1 to the *General Report on Public Administration Research*

In 2001 contribution of tourism sector to the economy has reached to serious levels, in spite of the global crisis in tourism, Turkish tourism showed serious attack as could be seen in table below:²⁶²

Table 8. Basic Tourism Statistics of Turkey

	1980	2001	1980 (rate)	2001 (rate)
Number of Foreign Tourist (World)	285 million	692.7 million	100	100
Tourism Revenues (World)	92 billion \$	465 billion \$	100	100
Number of Foreign Tourist (Turkey)	1.2 million	11.6 million	0.42	1.67
Tourism Revenues (Turkey)	400 million \$	10.1 billion \$	0.43	2.17

Eight Five Year Development Plan implemented between **2001-2005** stresses on the realization of organizational restructure in tourism administration and establishment of professional unions in the sector. Moreover, in this plan importance of the public-private-NGO cooperation in the promotion activities was especially emphasized. In the introduction part of the report, it is mentioned that in EU countries all types of policies and objectives are overwhelmingly determined in cooperation with civil society and local initiatives. In this regard, in the plan, transition from central decision-making model to collaborative and decentralized model is presented as inevitable for Turkish case.²⁶³

In the preparation of the eight five year development plan, a specialized commission on tourism was established and the detailed report prepared by the commission. In

²⁶² *II. Turizm Şurası Bildirileri*, Ministry of Tourism, 12-14 Nisan 2002, (Ankara: Turizm Bakanlığı Publications, 2002).

²⁶³ 7. Five Year Development Plan, 310.

this special report, it is emphasized that better utilization from the tourism potential of the country in economic, social and cultural sense can be provided through effective planning strategy. In the introduction part of the report, it is mentioned that public, private and civil society partnership and participation of local governments into each type of planning practice in tourism sector will create difference. In this context, the concerned plan urges the public authority to share its responsibility (planning, promotion) with civil initiatives.

In the report, strengthening local initiatives in tourism, foundation of special municipal administrations for tourism areas, restructuring in tourism administration model and transition from central to collaborative decision-making model are deemed as necessary for recovery of Turkish tourism. It is especially mentioned in this report that division of labor in tourism administration should be revised and reformed in the sense that; coordination, setting new standards and inspection role of state should continue however, other functions should be transferred to professional unions in the sector.²⁶⁴

In the plan, an obvious attribution was made to governance understanding, and abiding by governance principals in development of tourism and increasing tourism revenues is deemed as necessary. In this context formation of governance model in which representatives of public, private sector, professional unions and NGOs, will participate not only in decision making process but also equally financing the promotion activities of the country by comprising a public-private partnership fund is presented as inevitable model.

Financial contribution of private sector up to 51 % to the national tourism budget in some countries, and public-private partnership in this regard was given as sample of best practices of this above mentioned governance model. In this context, establishment of an organization model that provides horizontal and vertical

²⁶⁴ *Report of Specialized Commission on Tourism for 8. Development Plan*, State Planning Organization, (Ankara: State Planning Organization Publication, 2001), 1.

integration among public institutions, private sector, universities and research institutions and NGOs, proposed to be realized for Turkish case. Additionally, establishment of regional promotion councils in the direction of governance principals, which are supposed to be composed of representatives from NGOs, public and private sector and local governments, are proposed in the special report. These proposed councils are supposed to be responsible for;

- Preparing tourism development plans,
- Preparation of regional web sites in the language of target population,
- Creating awareness on tourism,
- Establishment of a regional promotion fund with the participation of municipalities, touristic facilities, and other related bodies.

Moreover the Ministry as being responsible from tourism policies proposed to have a structure that determines and monitors the general standards, provides coordination and has a strong control mechanism, and representative of the ministry should be the member of Supreme Planning Council.²⁶⁵

The report concluded that tourism administration of the country would be strengthened if some of the functions of the Ministry of Tourism transferred to professional unions. So that the report propose to limit the functions of the state and transferring these functions to NGOs. The main result of the concerned special report is the partnership and cooperation of public authorities, private sector, and NGOs in the direction of governance principals, and a new organization model should be created for the determination of tourism policies.²⁶⁶

However, the proposals with regard to organizational structure of the concerned Ministry was not realized and with the law issued on 29.04.2003 Ministry of Culture and Ministry of Tourism was united once again and reached the current structure. In

²⁶⁵ Report of Specialized Commission on Tourism for 8. Development Plan, 75.

²⁶⁶ Report of Specialized Commission on Tourism for 8. Development Plan, 76.

this unification, some of the Directorate Generals are unified and roles and duties of them were altered. While the Directorate General for Fine Arts, and Directorate General for Copyright and Cinema of Ministry of Culture was keep intact, Directorate General for Monuments and Museums and Directorate General for Cultural Assets was unified as Directorate General for Cultural Assets and Museums; Directorate General for Libraries and Department of Publications was unified as Directorate General for Libraries and Publications. Directorate General for Investments and Directorate General for Establishments of Ministry of Tourism was unified with Department of Cultural Centers of Ministry of Culture and turned into the Directorate General for Investments and Establishments. Directorate General for Tourism Training was unified with Directorate General for Folk Culture Research under the name of Directorate General for Research and Training. The current organizational structure of the Ministry of Culture and Tourism is shown below: ²⁶⁷

²⁶⁷ <http://www.kultur.gov.tr/TR,22961/teskilat-semasi.html> <accessed on 18.02.2013>

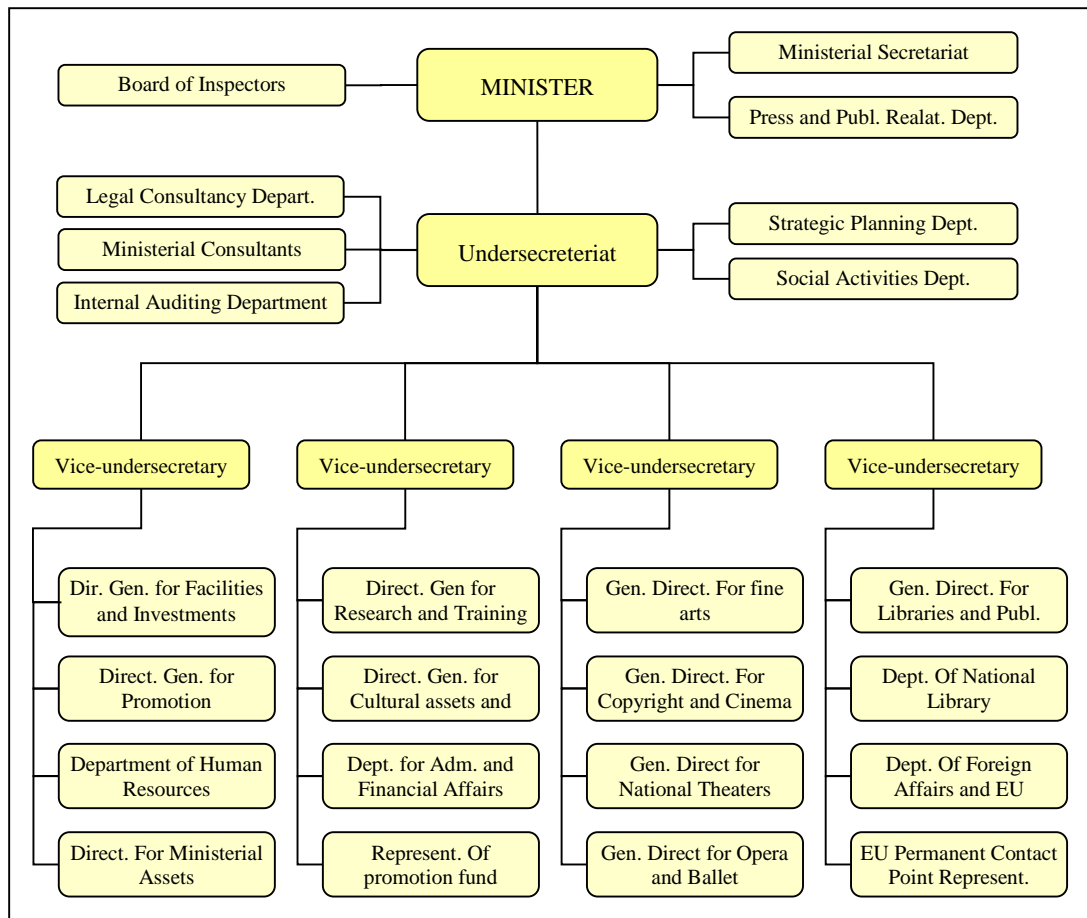


Figure 12. Current Organizational Structure of MoCT

Fourth Period: Changes in Tourism Vision of Turkey

World Tourism Organization has foreseen that, in 21st century, rapid developments in technology would lead to decrease in working hours and would extend holiday periods. Moreover increase in personal revenues would encourage people to travel more. In this context main expectations are:

- Tourism demand would increase and diversify in quality and quantity,
- Mass tourism would lose its importance,
- Customer satisfaction and service quality will be priority in tourism sector,

- Interest to eco-tourism activities will increase,
- Demand to congress tourism will increase,

In the light of these expectations 2 years later than eight-development plan, Ministry of Tourism organized “Second Tourism Forum” to discuss the global developments and expectations. Main decisions of tourism forum were:²⁶⁸

- In terms of changing global trends in world tourism, enabling the diversification of tourism activities and spread of these activities to 12 months,
- In addition to 3S (sea-sand-sun) tourism supporting entertainment, education and environment focus activities,
- Encouraging and developing sports activities,
- Emphasizing the historical and cultural identity of Turkey and marketing of the country,
- Encouraging tourism investments in Eastern and Southeast Anatolia,
- Increasing bed capacity in tourism destinations,
- Providing Ministry of Tourism with the planning authority in tourism regions, and centers,
- Rehabilitation of infrastructure system in tourism regions,
- Rehabilitation of transportation network,
- Establishment of at least one five-star hotel in every province.

After 2nd Tourism Forum “Our Future is Tourism” is accepted as the motto of tourism development, and the period of Second Tourism Movement was started.

In this regard, “Urgent Action Plan” was prepared by the government, which included issues like, reformation of investment conditions, shortening of decision-

²⁶⁸ *II. Turizm Şurası Bildirileri*, Ministry of Tourism, 12-14 Nisan 2002, (Ankara: Turizm Bakanlığı Publications, 2002).

making mechanisms in public sector, creation of “tourism cities” with special status, and providing immovable property right to the foreigners.

In order to justify the changing tourism vision of the country, Law no. 4957 enacted in 2003, which amended “Tourism Encouragement Law” of 1982, in the direction of current trends. In that sense, “tourism regions” and/or “tourism areas” and/or “tourism centers” mentioned in law no. 2634 totally changed into “Culture and Tourism Conservation and Development Regions” with the amended law 4957. “Culture and Tourism Conservation and Development Regions” are the regions, which have historical and cultural values and high tourism potential. The borders of these regions are determined by the proposal of Ministry of Culture and Tourism and approved and announced by Council of Ministers.

With this new legal arrangement within the borders of “Culture and Tourism Conservation and Development Regions” Ministry of Culture and Tourism would have the sole authority of physical planning, and approval which reduced the excessive bureaucracy in physical planning and approval process. In this regard, sale, rental or allocation of any land, which will create environmental effect within Culture and Tourism Conservation and Development Regions, would need approval of the Ministry. Another important issue is with the initiation of the new land allocation model, it is aimed to transfer government’s responsibility of infrastructure investments to private sector to ease the burden of state, to implement sustainable, environment friendly projects and to pull foreign investment to the country. In this regard, while role of state in investment will decrease, creativity of the private sector will increase.

For the period of 2007-2013 ninth five year development plan was prepared, it is mentioned that tourism with its contribution to employment and currency stock is one of the most developed sector in last 20 years. The existing plan aimed to:

- Enabling the social and economic development in the regions which have tourism potential but not evaluated until today,
- Developing an environment, culture and history friendly approach in directing the investments,
- Instead of creating new capacity, increasing the quality of existing product,
- Supporting the golf, winter, mountain, thermal, congress and eco-tourism,

Statistical objectives mentioned in the plan are as follow:

Table 9. Statistical Objectives of Ninth Development Plan

Year	2013
Number of Tourist (million people)	38
Tourism revenues	36.4
Number of Certified Beds	1.3 million

On the other hand, it is mentioned in the article 549th of the concerned plan that, role of new actors and government will be redefined in terms of promotion, marketing, infrastructure, tourism training and environment.²⁶⁹

In the special commission report of the concerned plan a detailed organization model for tourism administration is presented to the public. In this context,

- a) Establishment of “National Tourism Council” which is supposed to undertake the nationwide planning, organization, administration, authority and responsibility functions,

²⁶⁹ 9. *Five Year Development Plan*, State Planning Organization, (Ankara: State Planning Organization Publication, 2007) 82.

- b) Formation of “Destination Management” organizations for the purpose of rehabilitation of tourism centers, through which increasing their quality, creation of new opportunities, and new promotion techniques, are determined as main objectives.²⁷⁰

On the other hand it is also mentioned in the several parts of the report that, for the purpose of creating effective coordination and cooperation in the tourism sector formation of a systematic cooperation environment and organizational structure in which all the parties from public and private sector is needed in the sector.

With regard to organizational restructure, for transferring some of the authorities and responsibilities of the Ministry of Culture and Tourism to related NGOs and Professional Unions is deemed as necessary. On the other hand, establishment of “National Tourism Council” as being responsible from planning, organization, and administration is deemed as necessary in the report.

In addition, the report stresses on the fact that, existence of several different legal arrangements and different implementing authorities related with the tourism sector causes, lack of coordination among these authorities. Besides, central based tourism administration, cause the extension of decision process in the sector and this impedes the dynamic development in the sector.²⁷¹

In this context, the report proposes to divide tourism organization model into three layers as mentioned below;

- 1) Superstructural Organization in the Sector
 - National Tourism Council

²⁷⁰ *Report of Specialized Commission on Tourism for 9. Development Plan*, State Planning Organization. (Ankara: State Planning Organization Publication, 2007), 31.

²⁷¹ *Report of Specialized Commission on Tourism for 9. Development Plan*,31.

- Professional Unions (Union of Hoteliers, Tourism Investors Union, Accommodation Facilities Union, Tour Operators Union, Tourist Guides Union, Civil Aviation Union etc.)
- 2) Specialized Organizations in the Sector
 - National Promotion and Marketing Council
 - National Planning and Investment Council
 - National Research and Development Council
- 3) Regional Organizations in Tourism
 - Destination Management Organization
 - Sub-regional and provincial tourism council
 - Union of touristic districts municipalities
 - Regional Planning Organization,
 - Regional Promotion and Marketing Organization,
 - Regional and Local Infrastructure Unions,

In this proposed structure local physical facility inspections and certification operations are supposed to be transferred to regional organizations, and responsibilities related with professional discipline are supposed to be transferred to Professional unions, however Ministry of Culture and Tourism is envisaged to carry out coordination, monitoring and evaluation functions.

As it is understood from eighth and ninth development plans, they both stress on the implementation of the democratic network governance principals and methods in the processes of decision making in tourism administration. Actually planning of tourism policies through central development plans is the basic indicator of central based decision-making in Turkey. However 8th and 9th development plans prepared based on specialized commission composed of representatives of the sector, NGOs, public bureaucracy, reports is an important step on the way to network governance in decision making. The analysis made in this chapter shows that until 2000s tourism policies were determined overwhelmingly by central bureaucracy, which follow the process of top-down decision making mentioned in the first chapter.

In accordance with these developments, to guide the public sector agencies and stakeholders involved in tourism, Ministry of Culture and Tourism prepared policy objectives in the form of strategy document. This strategy document put forwards the objectives of governments in broad terms for all the agencies related with tourism.

In this context, “Tourism Strategy of Turkey-2023” document issued with the decision of “Supreme Planning Board” on February 28, 2007 with the number of 2007/4, it is a document, which brings the issue of public and private sector cooperation to the agenda in the scope of governance approach. “Tourism Strategy of Turkey-2023” study in accordance with the targets of ninth Development Plan (2007-2013), was prepared as a Tourism Sector Master Plan, which aimed at developing tourism sector in the long term. The main target of this document is enabling the effective use of natural, cultural, historical, and geographical assets of Turkey with a balanced perspective addressing both conservation and utilization needs spontaneously.

The document composed of several parts, with regard to strategies. In the organizational structure strategy, the establishment of national, regional, city and destination level tourism councils for the purpose of activating the good governance principals in the sector is recommended. Moreover, the document emphasizes the significance of drafting a set of legal and organizational arrangements which would allow the development and deployment of such functions as National Tourism Certification, Domestic Tourism Search and Guidance, and Tourism Training Guidance services within the Ministry of Culture and Tourism. Under the heading of “Turkish Tourism Towards New Horizons” it is stressed that in the decision-making process with regard to tourism sector, collaboration and cooperation of central, local

and non-governmental organizations with the good governance understanding is of special concern.²⁷²

On the other hand through the councils to be established at national, regional, provincial and local levels within the context of good governance, to ensure full and active participation of tourism sector, all related public and private entities and NGOs in relevant decision making process is deemed as necessary. However it is stressed that realization of this strategy can only be provided through competent organization model in the national level. Since the overall success of tourism and travel industry largely depends on the ability to set up and implement an effective management organization, it is important to establish effective administration system. In this context, there is a need of new institutional structure, which focuses on the close cooperation of public and private sector and NGOs. So that Tourism Encouragement Law and Law on the Foundation and Duties of the Ministry of Culture and Tourism, no: 4848 shall be amended so as to reflect the principle of governance. The new organizational structure will steer the industry and will operate on national, regional, provincial and local scales as in the council bases. The foundation of these Councils shall be made in the context of the Law no.4848.

In this context the new role of Ministry of Culture and Tourism in Development of Tourism Industry are stated in the strategy as below:²⁷³

- The Ministry of Culture and Tourism shall pursue efforts as the sole and ultimate body responsible for the planning of areas with tourism potential and land segments that it chooses as appropriate areas for tourism developments.
- The Ministry of Culture and Tourism shall assume full and ultimate responsibility for setting up and implementing legal arrangements, plans,

²⁷² *Tourism Strategy of Turkey (2023)*, Ministry of Culture and Tourism, (Ankara: Kültür ve Turizm Bakanlığı, 2007) 5.

²⁷³ *Tourism Strategy of Turkey (2023)*, 60.

policies and projects that would direct the tourism industry also in the fields of marketing and promotion, training and Research and Development.

- The Ministry of Culture and Tourism shall set up and implement a National Tourism Certification Body, to develop certain standards in the field of tourism following a careful categorization and determine the rules as per which practical implementation shall take place for realization of enterprises, and
- A domestic Tourism Research and Steering Committee, which shall conduct studies on all kinds of research, analysis and policy-making aspects of domestic travel, and
- A Tourism Education Steering Committee, which shall host efforts dedicated to determining the outlines, content and strategies of policies on both formal and informal education in the discipline of tourism, and
- Finally, a National Tourism Databank Unit, to render efforts dedicated to harvesting and retrieving processing and evaluating statistical data, field research and findings and measurements about tourism and travel industry.

*National Tourism Council.*²⁷⁴

This council will be managed by board of executives composed of 15 to 20 members who represent all shareholders in industry. The structure of this council supposed to be as follow: three representatives from Ministry of Culture and Tourism, 1 representative from State Planning Organization, 7 representatives from tourism industry, 1 representative from labor organizations, and 2 representatives from non-governmental organizations. However, when it is deemed as necessary the Council may invite persons or organizations as temporary members, who are expert on specific issues. The main duties of National Tourism Councils are as follow:

- Creating brand on national, regional, and local scales and coordinating efforts on marketing of tourism areas,

²⁷⁴ Tourism Strategy of Turkey (2023), 12.

- Making all necessary arrangements to ensure that positive impacts of tourism are also benefited by the all segments of the country. In this sense enhancing the domestic tourism through the expertise knowledge to Ministry on specific policy issues,
- Setting out the minimum quality standards applicable to accommodation facilities, products and labor in tourism and travel industry.
- Making study for further diversification and continuous quality improvement of the tourism product,
- Supporting business enterprises with in-service training activities, also consistent with the strategy to progressively improve human resources and coordinate technical assistance and know-how to be supplied to these entities for the purpose,
- Conducting researches, collecting and preparing data that will be used by the Ministry of Culture and Tourism as an input for tourism policy making.
- Making analyses with regard to consistency assessments of tourism policies in effect and presenting findings to the Ministry of Culture and Tourism.
- Preparing a guide for crises management.

When it is deemed as necessary, the Council will carry out its work through ad-hoc subcommittees and these committees will be responsible to determine programs at local level and to notify the Councils board of executives about their programs. These committees can be dissolved after completing their project.

Tourism development at provincial level²⁷⁵

The secretarial and administrative tasks that need to be pursued at city or local level shall be undertaken by Provincial Directorates of Culture and Tourism.

²⁷⁵ Tourism Strategy of Turkey (2023), 14.

On the other hand, City Tourism Councils (CTCs) shall be established for the purpose of presenting opinions and making suggestions to the National Tourism Council, on behalf of all stakeholders in the city. Moreover, CTCs will contribute to the decisions taken by NTC. Members of CTCs will be composed of representatives from various entities and organizations, with their expert knowledge, opinions and recommendations.

The key role that CTCs are supposed to play is associated with provisions of services and advisories to business enterprises. They will receive full support and assistance from both public and private sectors in terms of funding and consultation and, acting as intermediary body, which ensures cooperation between business enterprises.

Basically, the city councils will fulfill following duties:

- Making research on local demands, expectations and needs and presenting them to National Tourism Council.
- Ensuring cooperation and coordination among members,
- Carrying out studies on tourism policies at city level,
- Coordinating and mediating between relevant entities and providing technical assistance and know how needed by small enterprises upon their requests.

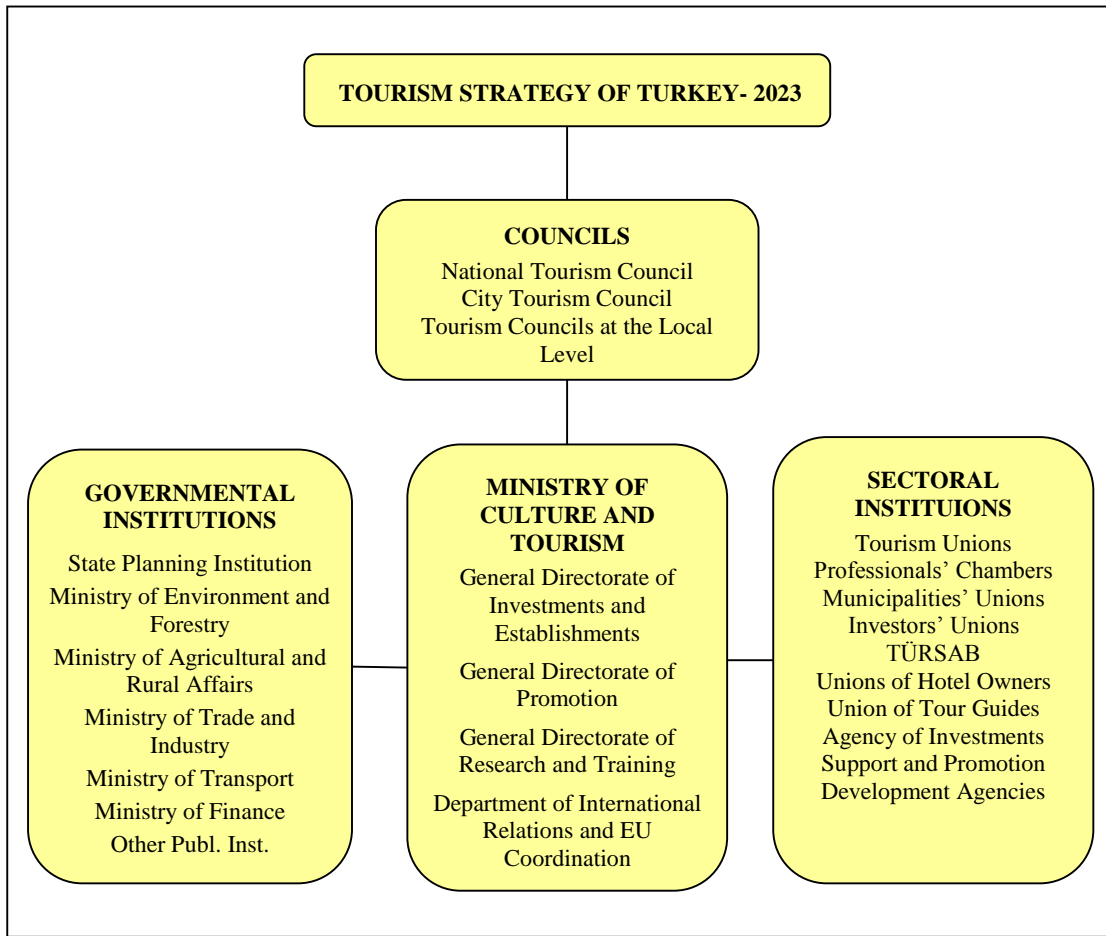


Figure 13. Proposed Administrative Structure in the Tourism Strategy-2023²⁷⁶

Tourism Strategy 2023 document is the first and only macro planning practice in Turkish tourism history. Tourism strategy-2023 defines the main obstacles in front of the sector, it draws the main steps of transition to multi-destination and diversification in the sector and in conjunction with this it present a new organizational model for tourism administration. However, since the official publication of this document, most of the concrete measures of first action plan of the document, which covers 2007-2012 period, was not realized. In terms of the obligation of the establishment of destination based tourism councils until 2014 July,

²⁷⁶ Tourism Strategy of Turkey (2023), 59.

only Muğla and İzmir Tourism Councils were established on the ground of legal status of the Tourism Strategy 2023 document and 10th article of the first Action plan of this document.

In terms of the main problem of this thesis, this document shows the approval of the government that, after 2000s in which the bed capacity exceeds 500.000 and border of 10 million tourists is transcended, a new administrative model is needed.

As a result, especially the efforts made after 1980s brought Turkey to first 10 countries in terms of tourism international tourist arrivals but not in terms of tourism revenue except for year 2013.²⁷⁷

Table 10. Current Basic Figures in Tourism

TURKEY	1990	1995	2000	2006	2007	2008	2010	2011	2013
Number of Incoming Tourists	5,3	7,7	10,4	18,9	22,2	25	28.6	29.3	37.8
Tourism Revenue (Billion \$)	3,2	4,9	7,6	16,9	18,5	22,0	20	22	27,9

5.2. Role of Ministry of Culture and Tourism in Tourism Administration

Today, central bureaucracy authorities dealing with tourism issues can be mentioned as follow, Ministry of Culture and Tourism, Ministry of Environment, Ministry of Urbanism, Ministry of Forestry, Ministry of Health, Ministry of Food and

²⁷⁷ Turkish Statistics Institution, Tourism Statistics of concerned years.

Agriculture. However, the main authority responsible from determination of tourism policies, planning of tourism services, encouragement, and inspection of tourism services is Ministry of Culture and Tourism.

As mentioned before, direct involvement of public administration with the tourism sector started in 1934, with the establishment of Tourism Bureau in Ministry of Economy.²⁷⁸ In 1939, Directorate for Tourism was found in Ministry of Trade; however, this Directorate was transferred to the Prime Ministry in 1943, owing to the belief of high correlation among tourism and promotion. In 1949, name of Directorate for Press changed into Directorate General for Press and Tourism. In 1957, for the first time tourism is included in a ministerial level and “Ministry of Press and Tourism” was established. The new economic policies adopted after 1960, necessitated the unification of tourism and promotion under the same ministry. With the law no. 265, on 12 July 1963, “Ministry of Tourism and Promotion” was founded. The Ministry was the main institution between 1963-1981, that realize the promotion of the country abroad.

After 1980s, when the unification of some ministries came into agenda, it was decided to organize Ministry of Culture and Ministry of Promotion and Tourism under the one roof, and Ministry of Culture and Tourism is established in 1981. In the course of time,” tourism sector rapidly grew, number of foreign tourist, number of touristic facilities and accommodation capacity rapidly increased, however the existing Ministry of Culture and Tourism at that time was insufficient to direct the tourism sector. Complaints both coming from the tourism sector and bureaucracy with regard to unification of two ministries were taken into account and in 1989 Ministry of Tourism separated from Ministry of Culture once again.

In 2002, in order to decrease the number of Ministries in the cabinet, 59th Government of Republic of Turkey decided to unify the Ministry of Culture and

²⁷⁸ Korel Göymen, (1997), 19.

Tourism in 2003 once again. In this context, with law no.4848 all responsibilities and functions of Ministry of Tourism transferred to Ministry of Culture and Tourism. The structural instability and indecisiveness with regard to administration of tourism can be observed in this above-mentioned process. Unification and separation of two ministries repeatedly hampered the formation of organizational culture in the ministry and weakened the power of Ministry in front of public and other ministries.

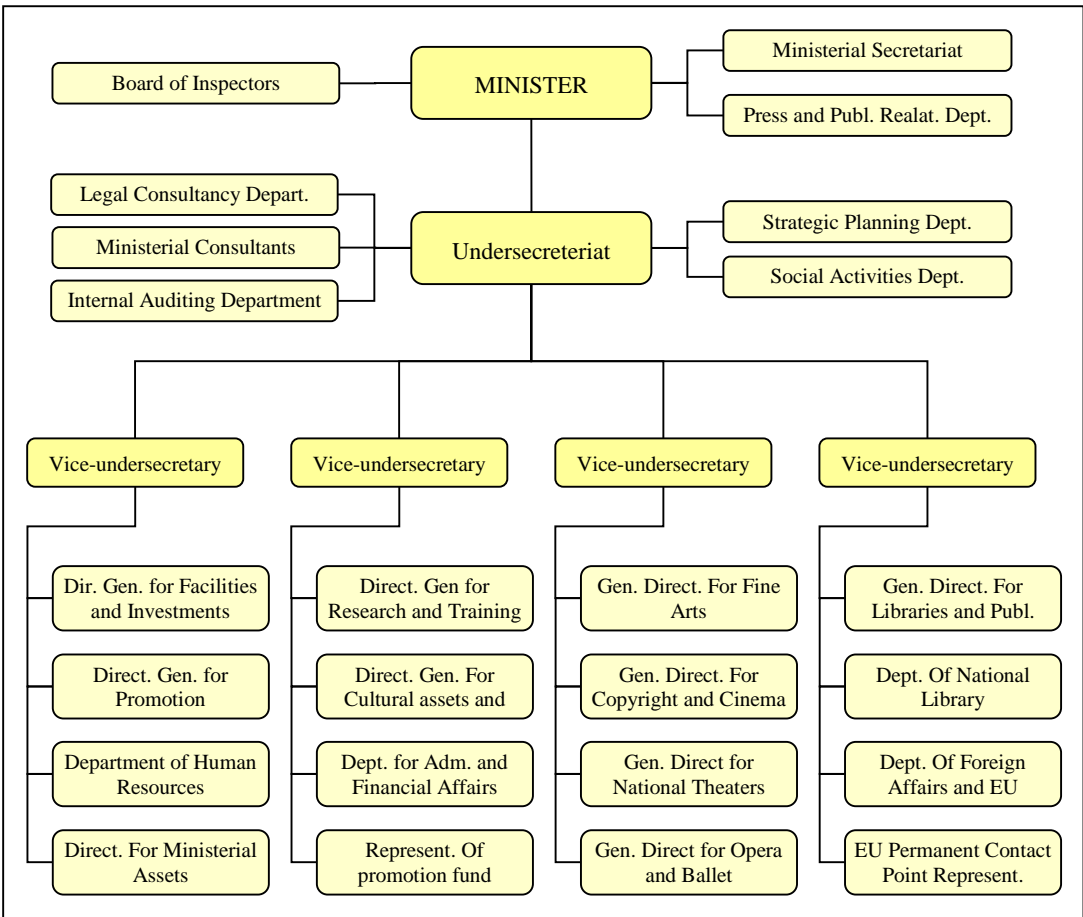


Figure 14. Current Organizational Structure of Ministry

As the most important actor in the development of tourism, the Ministry conducts its duties in the context of Law No.2634 “Tourism Encouragement Law”, and nearly 30 by-laws that could be altered easier and quicker. In terms of the relations of Ministry with other public organizations, it could be say that, law no.2634 gives the Ministry authority of coordinating some of the public sector functions such as land use plans, incentives, investments and infrastructure facilities at tourism priority areas. The main authorities and responsibilities of the Ministry with regard to tourism are described below:²⁷⁹

Planning Authority

“Tourism Encouragement Law”, gives the authority of planning, ex officio approval of the plans, amendments of the plans in Culture and Tourism Conservation and Development Regions to the Ministry. These processes are conducted by the Directorate General for Investment and Facilities of the Ministry.²⁸⁰

In the first version of the “Tourism Encouragement Law” published in 1983, while authority of approval of 1/5000 scale land use plans was given to Ministry of Public Works and Housing, authority of approval of 1/1000 scale land use plans for the purpose of tourism is given to Ministry of Culture and Tourism. However with the amendment made on the “Tourism Encouragement Law” in 2003, the Ministry of Culture and Tourism became the sole authority of planning, ex officio approval and amendment of any scale within the borders of “Culture and Tourism Conservation and Development Regions”.²⁸¹

²⁷⁹ Bakanlığımız, <http://www.kultur.gov.tr/TR,22957/bakanligimiz.html> <accessed on 02.03.2013>

²⁸⁰ Turizmi Teşvik Kanunu No.2634 Date: 16/3/1982 Official Gazetta

²⁸¹Untill today 202 Tourism Centre and 23 Culture and Tourism Conservation and Development Regions are announced by the Ministry. Moreover master plans with regard to thermal tourism and winter tourism were prepared.

Except for preparation of physical planning and approval authority, the Ministry also has the authority and responsibility with regard to determining future tourism strategy and planning and directing the long-term tourism development. In this regard, as mentioned before “Tourism Strategy of Turkey-2023” was prepared by the Ministry and published in the official gazette on 02.02.2007.

Developing other tourism types in addition to mass tourism (or 3S-sea-sand-sun tourism), such as health, thermal, yacht, cruise, congress, faith, eco-tourism etc., all over the country is another important responsibility of the Ministry.

*Land Allocation Authority*²⁸²

Ministry of Culture and Tourism is equipped with the authority of allocating public lands to the investors in order to develop mass and alternative tourism activities. According to “Regulation on Allocation of Public Lands to Tourism Investments”, allocation of public lands for the purpose of tourism activities within the borders of culture and tourism conservation and development regions and their sub regions, and tourism centers, expropriation, rental, operation and transfer rights of these lands were given to Ministry of Culture and Tourism. Land use plans of these lands are prepared and approved by the Ministry.

Appropriate lands for allocation to the investors is announced by the Ministry, the standard announcement includes, place, zoning status, features, status of infrastructure, sketches, period for completion of investments, and deadline for the application. The applications are evaluated by the Ministry in terms of financial ability and sectorial experience of the applicants. Negotiations are made on the issue of participation rate to social and technical infrastructure of the concerned land, to which more than one investors apply. As a result of negotiation process, the investor who is willing to financially participate most to the social and technical infrastructure

²⁸² Kamu Taşınmazlarının Turizm Yatırımlarına Tahsisi Hakkında Yönetmelik, Official Gazetta Date: 21/07/2006, No.26235.

is provided with the preliminary-permission by the Ministry. The investors who have the preliminary permission should fulfill some obligations in order to get tourism investment certification. Land allocation commission holds under the presidency of vice-undersecretary, General Director of Investment and Tourism Facilities, Vice-General Director of Investment and Tourism Facilities, Head of Department for Land Allocation, Head of Department for Investment Development and Planning.

“Land Allocation Commission”, is responsible from giving preliminary permission to entrepreneurs, transformation of preliminary permissions to final allocation, extending, freezing, termination of these permissions, and other issues determined by the regulation. Decisions of the commission finalized through Ministerial approval. Commission is gathered with the participation of all members and makes decisions through absolute majority.

These allocations contributed the development of tourism, rental revenues of these allocations contributes to national treasury approximately 60 million Turkish Lira annually. Moreover, as a result of the land allocations realized by the Ministry, number of qualified tourism facilities, tourism revenues and employment opportunities increased. Belek is a region of best practice in land allocation realized by the Ministry.

Infrastructural Activities

In order to provide the sustainability of the tourism sector infrastructural investments which aimed at the protection of environment is an important issue. Lack of technical infrastructure is a great danger for both tourism facilities and environment. In this context, Ministry of Culture and Tourism contributed to the solution of infrastructural problems in tourism centers.

According to article nine of the Tourism Encouragement Law²⁸³ in culture and tourism conservation and development regions and tourism centers, infrastructural needs such as road, water, electricity sewage system, and telecommunication should be primarily completed through public institutions. In this context Department of Infrastructure of the General Directorate of Investments and Facilities responsible from; determining infrastructural needs of tourism sector, preparing investment and implementation programs and realizing infrastructural studies. Infrastructural studies are financed by the Ministerial budget. Infrastructural needs such as, supply of drinking water and utility water, sewage system, treatment of wastewater is contracted out in the scope of protocols signed between Development Bank and Ministry of Culture and Tourism, and completed by financial sources of Ministry.

On the other hand electric, road and telecommunication needs of tourism regions are realized by the related public institutions in the context of the protocols signed between the Ministry and these institutions, and necessary amount of allowance is transferred from the budget of Ministry of Culture and Tourism to concerned institution. Moreover, the Ministry can also finance infrastructural investments realized by special provincial administrations.

In this context, infrastructural works in the regions such as, South Antalya Tourism Region, Belek Tourism Region, Antalya Side Tourism Region, Kaş and Alanya districts of Antalya, Muğla- Sarıgerme Tourism Region, Balıkesir-Edremit and Akçay, İzmir-Selçuk, Kapadokya, Kars-Sarıkamış, Bursa-Uludağ, Erzurum-Palandöken, Kayseri-Erciyes, were completed with the contribution of the Ministry. Moreover, in addition to these contributions, the Ministry also supports some special infrastructure projects, budget of Mediterranean-Aegean Tourism Infrastructure Coast Management Project (ATAK), which aimed to realize infrastructural works such as construction of drinking water system, sewage system, waste water treatment system etc. in Aegean and Mediterranean coasts, was financially

²⁸³ Turizmi Teşvik Kanunu No.2634 Date: 16/3/1982 Official Gazetta

supported by the Ministry as well. In addition, “Blue Flag Project”, “Project on Fight against Flies and Mosquitos in Tourism Regions”, were main contributions of the Ministry in terms infrastructural projects.

*Tourism Training Activities*²⁸⁴

Reaching the targets of tourism policy is not only possible through investments but also through increasing the service quality in the sector. In parallel with investment increase in tourism sector, the need for qualified personnel in the sector became evident. In this context, training of the existing employees in the sector and providing employment opportunities for them is crucial in increasing the service quality.

Thus, one of the important function of Ministry of Culture and Tourism is organizing tourism training. In this context, Directorate General for Research and Training is responsible from the identification of the demand for qualified personnel and taking necessary measures to meet this demand, preparation and implementation of training programs. Training programs organized by the Ministry are held as on the job training programs on subjects such as; front office, food and beverage service, housekeeping, kitchen, training of managers as trainers, personal development seminars etc. Moreover, certification and training of tourist guides is another function of the Ministry since tourist guides are important agents in promotion of the country and satisfaction of the tourists.

Certification and Inspection Activities

Another important activity of the Ministry of Culture and Tourism is certification of touristic facilities according to certain standards and inspection of these facilities.

²⁸⁴ Yaygın Mesleki Turizm Eğitimi Yönergesi, Ministerial Approval Date 06/08/2009 and No.151542

“Regulation on Quality Standards and Certification of Touristic Facilities”²⁸⁵ includes the provisions regarding to the physical conditions and management standards of the touristic facilities and preparation and approval of tariffs to be applied in the season. The inspection activities are conducted by “Board of Inspectors” regularly in accordance with the quality standards determined in the regulation, on the other hand irregular inspections are conducted upon request.²⁸⁶

Promotion Activities

Marketing and promotion are important factors in determining the international demand to certain country. Promotion is an important factor since it creates general idea about the touristic product and influence the people in order to pull tourism activities to certain region or country. Promotion activities targets potential consumer groups, and effects tourism demand by providing consumer with sufficient knowledge of certain region. So that, not only for protecting the image of the country but also to get the most available share from the market, countries attributes great importance and financial support to promotion and marketing activities. Promotional activities is conducted by the “Directorate General for Promotion” of MoCT.

Promotion campaigns through focusing on destinations, emphasizes total quality, cultural, historical and natural heritage of Turkey, service and price advantage of the country; by using web and digital technologies; moreover public relations campaigns are also conducted in this regard. Moreover “Culture and Tourism Bureaus” in abroad and in Turkey are supported through promotional materials, prepared and published by the Ministry.²⁸⁷

²⁸⁵ Turizm Tesislerinin Belgelendirilmesine ve Niteliklerine İlişkin Yönetmelik, Official Gazetta Date: 21.06.2005 No: 25852

²⁸⁶ Turizm Yatırım, İşletme ve Kuruluşlarının Denetimi Hakkında Yönetmelik Official Gazetta Date: 19.04.1983 No: 18023

²⁸⁷ Yurt Dışı Turizm Fuarlarına Katılımın ve Turizm Tanıtma ve Pazarlama Faaliyetlerinin Desteklenmesine İlişkin Tebliğ (No: 2010/9)

5.3. Role of Local Authorities in Tourism Administration in Turkey

As mentioned before the provincial and local authorities are supposed to be important units in the tourism administration. However, in case of Turkey we still observe influence of central bureaucracy over local authorities, which is actually a general problem of Turkey. However, European Charter of Local Self-Government to which Turkey became party in 1991 with Law No. 3723 requires subsidiary principle, which means public responsibilities are to be used at levels, which are closest to the citizens. In accordance with the objective of decentralization, many legal arrangements were realized in recent years such as; Special Provincial Administration Law No. 5302, Municipality Law No. 5393 and Metropolitan Municipality Law No. 5216. “These arrangements do bring very important changes to the functional, institutional, fiscal, and the manpower structures of the local governments in Turkey and aim for more autonomous, transparent, democratic, and participative construction of local governmental structures.”²⁸⁸ However considering the issue like tourism obvious influence of central bureaucracy over local governments continues.

Article 123 of the Constitution of Republic of Turkey introduce that “the organization and functions of the administration are based on the principles of centralization and decentralization.” Principle of *integral unity and public legal personality of the administration*, refers to unity and integrity of the public administration, as a result the local administration is designed under the tutelage of central government. In this context, Article 127 refers that

The central administration has the power of administrative trusteeship over local governments in the framework of principles and procedures set forth by law with the objective of ensuring the functioning of local services in conformity with the principle of

²⁸⁸ Bekir PARLAK, M. Zahid SOBACI, Mustafa ÖKMEN, “The Evaluation of Restructured Local Governments in Turkey within the Context of the European Charter on Local Self-Government”, *Ankara Law Review*, 5 (1) (2008), 24.

integral unity of the administration, securing uniform public service, safeguarding the public interest and meeting local needs, in an appropriate manner.²⁸⁹

In this context, in Turkey, concerning the tourism administration there are two main local government unit, municipalities and “Tourism Infrastructure and Service Unions”.

Municipalities: Being administratively and financially autonomous legal personality, municipalities are most important local government unit because of the fact that its decision-making bodies are formed by election.²⁹⁰ Generally, local administrations have two basic functions; to meet public needs effectively and to realize democratic values through elections, representation and participation. The Article 127 of the Constitution is about the local administrations, which states that:

Local administrative bodies are public corporate entities established to meet the common local needs of the inhabitants of provinces, municipal districts and villages, whose decision-making organs are elected by the electorate as described in law, and whose principles of structure are also determined by law.

The formation, duties and powers of the local administration shall be regulated by law in accordance with the principle of local administration.

The elections for local administrations shall be held every five years in accordance with the principles set forth in Article 67. However, general or by-elections for local administrative bodies or for members thereof, which are to be held within a year before or after the general or by-elections for deputies, shall be held simultaneously with the general or by-elections for deputies. Special administrative arrangements may be introduced by law for larger urban centers. The procedures dealing with objections to the acquisition by elected organs of local government or their status as an organ, and their loss of such status, shall be resolved by the judiciary. However, as a provisional measure, the Minister of Internal Affairs may remove from office those organs of local administration or their members

²⁸⁹ 1982 Constitution of Republic of Turkey

²⁹⁰ Palabiyik, 201.

against whom investigation or prosecution has been initiated on grounds of offences related to their duties, pending judgment.

The central administration has the power of administrative trusteeship over the local governments in the framework of principles and procedures set forth by law with the objective of ensuring the functioning of local services in conformity with the principle of the integral unity of the administration, securing uniform public service, safeguarding the public interest and meeting local needs, in an appropriate manner.

The formation of local administrative bodies into a union with the permission of the Council of Ministers for the purpose of performing specific public services; and the functions, powers, financial and security arrangements of these unions, and reciprocal ties and relations with the central administration, shall be regulated by law. These administrative bodies shall be allocated financial resources in proportion to their functions.²⁹¹

Today about 80% of the population lives in the municipal boundaries. As of 2009 number of municipalities declared as 2247, 16 of them are metropolitan municipalities²⁹² which are highly populated urban areas, first established in 1984.²⁹³ The municipal law numbered as 1580 of 1930 amended with law no 5393 of 2005, which frames the establishment, administration, functioning, rights, and duties of municipalities. According to the Article 14 of the Municipal Law, Municipalities provides services like, planning and development; water and sewerage; transportation and other infrastructure services; geographical urban information system; environment and health; sanitation and solid waste; municipal police, fire department, emergency and rescue, city traffic cemeteries; forestation, parks and recreation; housing; culture and art, *tourism* and advertising, youth and sports; social services and aids, vocational training; construction and maintenance of public

²⁹¹ 1982 Constitution of Republic of Turkey

²⁹² 13 new metropolitan municipalities were determined with the new law on “Establishment of 13 metropolitan municipalities and 26 districts in certain provinces” numbered as 6360 and published in official gazetta on 12/11/2012.

²⁹³ H. Palabiyık and N. Kapucu, 132.

schools; establishment and management of health institutions; protection, maintenance and revitalization of natural, cultural and historical entities.

According to article, 15 of “Municipality Law” functions of the municipalities regarding to tourism are as follow:²⁹⁴

- Building accommodation facilities,
- Building beaches, sports facilities, thermal facilities etc.
- Building museums and public libraries,
- Enabling and facilitating the transportation in the region,
- Taking tourism objectives into account while preparing land use plans in the region,
- Taking necessary measures in order to present clean drinking and utility water to residents and tourists,
- Inspection of food production facilities,
- Promotion of the city and training of the residents on the importance of tourism,
- Working in collaboration with central bureaucracy for training tourist guides,
- Organizing fair, exhibition and festivities for encouraging tourism flow,
- Restoration of cultural, historical buildings,
- Preservation of historical artifacts,
- Opening culture and tourism bureaus,

Municipalities in touristic regions usually serves through insufficient financial resources and personnel since their budgets are calculated according to winter population of the region, which is mostly inadequate to realize tourism investments.

Tourism Infrastructure and Service Unions: In Turkey, local administration unions are public administrations with public legal entity qualities and they are established through the official approval of the Cabinet. These unions have their

²⁹⁴ Municipality Law No:5393

own budgets and are formed by multiple local administrations (special provincial administration, municipality and village) in order to provide some of the services they are responsible for. Establishment and management of unions is regulated by Law No: 5355 on Local Administration Unions. Main categories of local administration unions in Turkey are:

- Unions at national level (UMT, Union of Special Provincial Administrations)
- Regional Unions of municipalities (Unions with more than 100 local administrations of a certain geographical area)
- Service Unions of municipalities (of multiple local administrations in order to realize their common services) (Tourism Infrastructure Service Unions and Irrigation Unions can also be counted in this category)
- Village Service Unions²⁹⁵

The aim of law no. 5355 is mentioned in article 1 of the law, is to regulate, legal status, foundation, units, administration, function, authority, responsibility and principals and procedures of operation of the local administration unions. As mentioned in article 3 of the concerned law local administration refers to “special provincial administration”, “municipality” and “village”. According to article 4 of the concerned law, the unions are founded and gains legal status after the authorization of Cabinet and preparation of “union statute”. According to article five “union statute” is accepted with the 2/3 majority of local administration parliaments, and approved by the governor; in case of participation of more than one province, approval of Ministry of Interior Affairs is needed.

With the provisional article 3 and additional article 1 of the law numbered 5355 entitled as, “Local Administration Unions Law” “tourism infrastructure service unions” were founded in the “Culture and Tourism Conservation and Development Regions”. As of 2013, there are 70 Tourism Infrastructure Service Unions in

²⁹⁵ Sezin Üskent, “Fact Finding Field Study Report on Regional Unions of Municipalities in Turkey”, *Support to Further Implementation of Local Administration Reform in Turkey LAR Phase II TR 07.01.05*, (Ankara,2010) 8.

Turkey.²⁹⁶ Before going into details of the “Tourism Service and Infrastructure Unions”, “Culture and Tourism Conservation and Development Regions” should be clarified first.

With the enactment of Law no. 4957 in 2003, “Tourism Encouragement Law” amended in the direction of current global trends. One of the amendment was the establishment of “Culture and Tourism Conservation and Development Regions”. According to third article of law no.4957, “Culture and Tourism Conservation and Development Regions” are the regions, which have historical and cultural values and high tourism potential. Borders of these regions are determined by the proposal of Ministry of Culture and Tourism and through the decision of Council of Ministers, and authority of planning in any scale, investing or directing investments to those regions are main functions of Ministry of Culture and Tourism.²⁹⁷

According to article, 4 of the concerned law, in determination of CTCDR; natural, historical, archeological, cultural, and tourism potential of the regions are taken into consideration.²⁹⁸ In Tourism Strategy of Turkey-2023 document, it is mentioned that, CTCDR is not simply a border lining process, but involves many other issues such as planning and segmentation of land within these boundaries.²⁹⁹

Current list of CTCDRs in Turkey are as follow:³⁰⁰ Adana Karataş- Yumurtalık CTCDR, Antalya Kemeragzı-Kundu CTCDR, Kuzey Antalya CTCDR, Oymapınar CTCDR, Antalya Merkez CTCDR, Aydın- Didim CTCDR, Balıkesir Marmara Güney Adaları CTCDR, Çanakkale Saroz Körfezi CTCDR, Çankırı Ilgaz Kadınçayırı Yıldıztepe CTCDR, Elazığ Harput CTCDR, Erzincan Ergen Dağı

²⁹⁶ <http://www.migm.gov.tr/Istatistik/turizmbirligi.pdf><accessed on 12.04.2012>

²⁹⁷ <http://mevzuat.basbakanlik.gov.tr> <accessed on 17.06.2012>

²⁹⁸ <http://mevzuat.basbakanlik.gov.tr> <accessed on 17.06.2012>

²⁹⁹ Tourism Strategy of Turkey 2023, 7.

³⁰⁰ www.kulturturizm.gov.tr<accessed on 16.05.2012>

CTCDR, Mersin Tarsus CTCDR, Mersin Tarsus Karboğazı CTCDR, İzmir Çeşme Paşalimanı CTCDR, İzmir Çeşme Alaçatı CTCDR, İzmir Bergama-Allanoi Manisa Soma Mentеше Termal CTCDR, Kocaeli Sakarya Kıyı Bandı CTCDR, Muğla Dalaman CTCDR, Muğla Bodrum Yarımadası CTCDR, Muğla Milas Fesleğen CTCDR, Kapadokya CTCDR, Rize Anzer CTCDR, Rize Çamlıhemşin CTCDR, Şanlıurfa Kent Merkezi CTCDR.

In this regard, according to additional article 1 of the law no. 5355, local administration unions are founded with the participation of all local administrations in “Culture and Tourism Conservation and Development Regions” and in tourism centers, for the purpose of protection, development, promotion, realization and operation of social and technical infrastructure of the area holistically. Representatives of the accommodation facilities licensed by Ministry of Culture and Tourism are members of the local union parliament with the proportion of 1/3. Those members are determined through election made among themselves by secret ballot.

Those accommodation facilities which are in the realm of function and authority of aforementioned unions, obliged to pay membership fee in accordance with their bed capacity, and not less than 1/3 of the fee paid by local administration. Those tourism facilities, which are not members and benefit from the services of the union pay participation share or fee determined by union parliament. According to the notice of Ministry of Interior Affairs no.2007/16 participation of all local administrations to the unions to be established is obligatory.

Establishment of “Tourism Infrastructure and Service Unions” is an important step for Turkey in terms of the implementation of network governance model in tourism regions. This development was also appreciated by tourism sector.³⁰¹

³⁰¹“Büyükşehirin bu kararı turizmcileri üzecek” <http://www.seferihisar.com/haber/635-seferihisar-haberleri-buyuksehirin-bu-karari-turizmcileri-uzecek.html><accesed on 21.11.2012>

Ministry of Culture and Tourism aimed to benefit from the assistance of “Tourism Infrastructure and Service Unions” in promotion of tourism regions, completion of infrastructural inadequacies, participation to tourism fairs on regional basis, and training of the human resources. However, their budget based on annual cuts from the budgets of member local administrations and membership fee taken from tourism facilities in accordance with their bed capacity, is very limited to realize considerable developments in their region without the help of central bureaucracy. As a matter of fact, few of these unions are working effectively in terms of tourism development. In this regard, GATAB generally accepted, as one of the best practice of “Tourism Infrastructure and Service Unions”, will be analyzed in detail below.

Case of BETUYAB and GATAB as a Networking Model

In the analysis of tourism policy making process in Turkey, Antalya is the most representative case to be analyzed, since in terms of national tourism policies it was selected region with its high tourism potential, it is the first region where government-led physical planning was realized, incentives to investors were provided and allocation of lands to the investors were realized.

The one and only, Tourism Master Plan of Turkey was prepared by State Planning Organization and Ministry of Tourism and Advertising in 1960s. In this plan, the coastal area between the south border of Çanakkale province and Mersin province which include Antalya as well is declared as a *priority tourism development zone* in Turkey. In 1971, Ministry of Tourism became the sole authority of tourism planning. In this context, some organized tourism regions started to be determined by the Ministry. Priority regions are transformed into *Tourism Area* and *Tourism Centers* by Tourism Encouragement Law of The Ministry of Tourism in 1982 (Law No. 2634).

Studies with regard to developing tourism potential in Antalya realized by the Ministry of Tourism and T.C. Tourism Bank. In this context, physical planning of the region in terms of tourism purposes, infrastructural works and construction of yacht marinas was main public contribution to the tourism development in Antalya. Today Antalya is most important tourism region in Turkey, which competes with Mediterranean shores of Spain, Italy, France and Greece in accommodation. Antalya has the capacity that reaches the global standard in accommodation. The number of foreign visitor in Antalya is about 11.291.931 million person in 2011 and usually shows an increasing trend in foreign tourist arrival except some of the periods, which include small crises. According to data of Antalya Culture and Tourism Provincial Directorate, number of accommodation facilities and number of bed in the province according to districts are as follow:³⁰²

Table 11. Number of Accommodation Facilities and Number of Bed in Antalya

NAME OF DISTRICT	Number of Accommodation Facilities	Number of Rooms	Number of Beds
Manavgat	200	56 653	122 821
Alanya	274	46 824	98 847
Serik	86	28 811	62 354
Kemer	139	29 344	61 472
Aksu	23	10 719	23 976
Konyaaltı	52	9 440	20 776
Muratpaşa	56	7 281	15 136
Demre	5	959	2 015
Kaş	20	865	1 830
Kumluca	6	692	1 679
Finike	1	297	598
Kepez	4	269	530
Gazipaşa	1	99	200
Döşemealtı	1	15	44
TOTAL	868	192 268	412 278

³⁰²<http://www.antalyakulturturizm.gov.tr/dosya/1-289260/h/ilcelertablo.pdf>
25.12.2012>

<accessed on

In this context, as the first and most attractive tourism destination of Turkey, Antalya needs to be analyzed in order to analyze the evolution of central based tourism policy making into more democratic models such as public private partnership in Belek in policy making and implementation; and GATAB as the case of democratic network governance model and one of the best practice of “Tourism Infrastructure and Service Union” in South Antalya. In this sense, first, BETUYAB and then GATAB will be presented below.

Declaration of Belek Tourism Centre

Belek is located in the borders of the Kadriye settlement, and before the declaration of the Belek tourism center, there were no tourism investment in the area. After the implication of the tourism development plans of the Ministry of Tourism in this area, the Belek tourism center was created. Declaration of Belek as a tourism center created positive impact over the tourism potential and economy of the Kadriye settlement.

Antalya Belek Tourism Centre declared on 21.11.1984 in the official gazette no.18582. With this declaration bed capacity of the Belek tourism center is determined as 13.000. The borders of the region widened and bad capacity changed 4 times in 1990, 1991, 1997 and 2006. With the last changes declared on 08.12.2006 in the official gazette no. 26370, bad capacity of the region is redetermined as 53.000 and borders widened through the North. Today, Belek tourism center, located in eastern part of the Antalya Center covering 14 km. coastal area between Aksu stream and Acısu, composed of 47 accommodation facilities and 10 golf areas. Existing bed capacity is 47.500 in addition to the coastal tourism activities and natural environment, Belek Tourism center is also an organized as a tourism center for conference and sport based activities. In the borders of Belek Tourism center exists two towns (*belde*) namely Belek and Kadriye.

The planning, programming and implementation of tourism policy in Belek was conducted through many central and local government organizations. Mainly, Ministry of Culture and Tourism and its directorate in Antalya is responsible from the preservation of historical, cultural and natural values of the region, providing the planned development, fulfilling the infrastructural and superstructure needs and promoting. Role of Ministry is undeniable in explaining the success of Belek Tourism Centre, the investment incentives, land allocation to the investors and completion of infrastructural works, are some of the assistance of the Ministry to the Belek Tourism Centre.

In addition to Ministry of Culture and Tourism, Ministry of Environment “Environment Preservation Board” is also another central authority in the region. Except from these authorities provincial directorates of several other ministries functions as the local representatives of central government in the region.

Kadriye and Belek Municipalities and Antalya Special Provincial Administration are other authorities, which are responsible from the execution of necessary services in the region. However since Ministry of Culture and Tourism is the sole authority of physical planning, and approval of these plans in the tourism centers, municipalities are not influential over the development of the region.

The most important actor in the “Belek Tourism Centre” is Belek Tourism Investors Association (BETUYAB). In the context of Belek Tourism Development Project, BETUYAB was established in 1988 as a management association by the investor companies of the region for the purpose of solving the infrastructure problems in Belek Tourism Center in cooperation with Government and Private Sector. Since the Kadriye municipality's budget for infrastructure was limited, municipality could not satisfy the infrastructural needs of the luxury hotels in the area. “Therefore, hotels came together and established a tourism association (BETUYAB) in collaboration

with the Ministry of Culture and Tourism and started to invest in infrastructure and competitive projects to increase the attractiveness of the area.”³⁰³

BETUYAB is also supported by international organizations like United Nations, World Bank and World Environmental Protection Association. With the help of these global and governmental supports, Belek Tourism Center became a success story in terms of cooperation of public and private sector and local tourism development in Turkey.

Currently there exists 47 five star hotel, holiday village and 10-golf facility in operation and accommodation units of two-golf facility is under investment. With the completion these investments bed capacity of the region will be 47.500.³⁰⁴

Number of Turkish and foreign visitors to the Belek region from 2005 to 2011 are declared as follow:³⁰⁵

Table 12. Number of Turkish and Foreign Visitors to the Belek Region

Number of Visitors	2005	2006	2007	2008	2009	2010	2011
Foreign	776.907	603.089	859.955	976.866	903.842	1.061.245	1.121.464
Turkish	179.314	227.405	261.699	315.209	287.274	324.047	320.171
Total	956.291	830.494	1.121.654	1.292.075	1.191.116	1.383.292	1.441.635

³⁰³ Yiiksel et.al. , 865.

³⁰⁴ <http://www.BETUYAB.org/page.asp?sayfaID=4><accessed on 09.02.2012>

³⁰⁵ <http://www.BETUYAB.org/page.asp?sayfaID=3><accessed on 09.02.2012>

Now we can analyze the role and function of BETUYAB in the region.

Belek Tourism Investors Union (BETUYAB):

Belek Tourism Investors Union (BETUYAB) established in 1989 for the purpose of solving the infrastructural problems in Belek Tourism Centre through the public-private partnership. The membership to the union is determined as the obligatory condition to those investors who were assigned a land in the region. If a firm does not become a member of BETUYAB, allocation will be canceled for that firm. Therefore, all of the firms active in Belek are obliged to become a member of BETUYAB to enhance the mutual action and to maximize their mutual benefit.

In order to create more dynamic structure the union was established in the status of limited company. In 1991³⁰⁶, with the participation of 19 investors the company turned into a corporation. As for 2010 members of the company is 48. Current infrastructure of the region such as drinking water, purification plants, roads, electrification and telecommunication is completed in cooperation of BETUYAB and public authorities.³⁰⁷

In addition to the coordination of infrastructure and superstructure of the Belek region, BETUYAB has three main duties these are: promotion of the region, fight against insects and mosquitos, and environmental activities.³⁰⁸

BETUYAB is an important case for the purpose of this thesis since it represents the first and unique case of a management association in Turkey. Founded in 1988 by the investor companies of the region with the support and initiation of the Ministry

³⁰⁶ Turkish Commercial Registry Gazette, 28 February 1992, No:2977, Ankara.

³⁰⁷ <http://www.betuyab.org/page.asp?sayfaid=3><accesed on 09.02.2012>

³⁰⁸ Main activity areas of BETUYAB is adopted from its official web-site <http://www.betuyab.org/page.asp?sayfaid=3><accesed on 09.02.2012>

of Tourism, BETUYAB can be accepted as the public-private cooperation and network model in tourism sector in Turkey.

As it is mentioned above, the project aims to establish "sustainable tourism" in the Belek Tourism Centre. In this context, BETUYAB's goals and its activities are realized through the cooperation between the investors, the local inhabitants, the official association and establishments, and the relevant ministries (Ministry of Tourism, Ministry of Environment, Ministry of Health, Ministry of Forestry etc.). In addition, in some projects, support has been given through the assistance of various universities, including Hacettepe University and Mediterranean University. In terms of financial dimension, an infrastructure participation share was collected from each BETUYAB member at the beginning of the project, and a monthly subscription has since been collected. Projects with high costs are financed equally (1:3) by the Ministries, the public establishments, and the BETUYAB investors.

According to United Nations Division for Sustainable Development Major Group, BETUYAB project marks the first time in Turkey that all the investors of a region have handed over the management to an establishment like BETUYAB to develop the region. As a result high financial costs requiring infrastructure projects were finished in collaboration of public and private sector; ecological infrastructure and its regional diversity revealed with the common studies conducted with universities and NGOs, the campaign against mosquitoes, houseflies and sand flies continues, achieving success rate of 90%, and several other projects, protocols and collective work has been done with NGOs.

The case of BETUYAB shows us that, local associations can be more influential than national tourism associations when representing and advertising the local area in the national and global environment. BETUYAB's success can be explained through the strong collaboration with government, NGOs and global actors. Nevertheless, it is also the fact that, due to the close linkages with

government, BETUYAB and similar associations have more opportunity to reach the resources, which will enable them to provide services that are more effective.

As mentioned before the 7th national five year development plan (1996-2000) calls for more decentralized approaches in tourism policy making, transfer of some central responsibilities to local structures are encouraged in following development plans as well. According to K. Göymen³⁰⁹, since the local governments are not sufficient in some districts, government found new cooperative schemes and management forms in order to create more participative decision-making mechanisms in tourism policy area. Especially Tourism Encouragement Law of 1982 foresees reduction of central state involvement and encouragement of local mechanisms.

In terms of policymaking perspective, it is understood that decentralization of decision making in case of Belek enabled more efficiency in service delivery. As mentioned in the literature, (Healey 1997; Rhodes 1996; Bramwell 2002) transfer of authority not only to local agencies, but also to private sector, public-private partnership arrangements, NGOs is now widely recognized model in many countries. Belek is the first model in Turkey, where public authority and private sector cooperate and forms up a network type of governance model. BETUYAB is actually the answer to the call for direct participation of public or interest group to the decision making process in 1990s. In addition to voluntary attitude of public and interest groups with regard to participation to the tourism development in Belek, supporting role of Ministry of Tourism and governments' willingness to transfer some of its authorities to the local association should also be appreciated.

Another important difference of BETUYAB model from other Turkish resorts at that time was involvement of NGO namely "Society for Nature Protection in Turkey (DHKD)" in the preparation of the "Belek Tourism Centre Management Plan".

³⁰⁹ Karel Göymen, (2000) 6.

Normally Ministry of Tourism was preparing the development plans until that time. Between 1994-1996 the studies on the plan was led by the DHKD, and the study was funded by the World Bank. The plan was prepared in a consultative, participative approach in collaboration with researchers, key actors, universities etc. that was unusual for policy making in Turkey at that time. The main reason of involvement of DHKD in the “Belek Tourism Centre Management Plan” was their concerns about the harmful effects of tourism to the flora and fauna of the Belek region. By taking physical and ecological features of the area, the plan mainly aimed to conserve ecological resources in addition to economic and social aims with regard to enhancing the benefits of tourism for local people.³¹⁰ Although the plan does not have any legal status, the participative approach in the preparation of it made it acceptable to all parties.

Although it has its positive sides, BETUYAB model also some points to be criticised; F. Yüksel, A. Yüksel and B. Bramwell mention that,

...BETUYAB...undertook tasks that normally would be undertaken by provincial units of the tourism, environment and culture ministries. This company was widely regarded as a local counterpart of central government...it represented a substantial transfer of control and powers from the state. The DHKD report described it as exercising a de facto public authority in Belek coastal region.³¹¹

According to F. Yüksel, A. Yüksel and B. Bramwell, decentralization of policy making should not be over idealized, “...it can become an ideology that masks problems. This may occur, for example, if decentralized institutional structures are captured by corporatist alliance between industry and government that use them to suit their own interests rather than those of all citizens.”³¹² In this context, although BETUYAB authorities mentioned the close relations with NGOs, local people and headman in decision-making process, its being composed of only tourism facility

³¹⁰ Fisun Yüksel, et al., 876.

³¹¹ Fisun Yüksel, et. al., 874.

³¹² Fisun Yüksel, et.al., 861.

investors makes its political legitimacy and democratic accountability, which is an important discussion among network theorists, is questionable.

On the other hand, lack of clear legal basis of BETUYAB is also a matter of question. Although it has no legal authority determined in any legislation, the financial resources and lobbying power and political linkages of its members make BETUYAB the sole center of power in the region.

Moreover, services, which should be normally provided by municipalities such as garbage collection, fight against mosquitos etc., are transferred to BETUYAB by the central government since those municipalities are not provided with sufficient financial resources to perform their traditional duties. So that in the case of BETUYAB, central government empowered the local association composed of economic and power elites vis-a-vis the municipality.

Another criticism to BETUYAB is actually also related with the “all-inclusive” system which became a dominant model especially in Antalya region. Especially the local people of Belek complains about the system since the five star hotels and holiday villages do not prefer the local trade and purchase their needs from national distributors and the system keeps the tourist within the hotel throughout the holiday period which reduce the tourist expenditure in the Belek. As coated by Yüksel and others from the DHKD report “hotel investors are...not contributing to the integration of the local community, since they monopolize touristic services and show no interest in taking advantage of local production and employment offerings.”³¹³

The development of the luxury tourism center in Belek, also caused socio-spatial segregation in the whole area. This situation is also mentioned in DHKD report for Belek stating that local people of the area were not consulted or included in this

³¹³ Coated from DHKD report by Fisun Yüksel et.al., 876.

process. This situation caused the formation of the tourism center through the guidance of tourism in collaboration with the central state. “In this respect, it is seen that the demands of rich tourism entrepreneurs and their associations have been over-represented compared to the representation of municipalities and local citizens. This in turn favors the creation of socio-spatial segregation in the city”.³¹⁴

In short, in Belek, we see considerable transfer of state functions to the private sector. The rapid growth of the resort led by private sector association. The company, pulls national and international investors to the region, provides the coordination amongst them, and partly funds the infrastructure of the region. BETUYAB model is actually reflection of 1982 Tourism Encouragement law in practice, which promotes private sector for the purpose of rapid development of the tourism sector in the country. BETUYAB was a successful model for that time since it led the planned development, it prevented the illegal construction, it controlled the building density and it helped the creation of wide variety of employment opportunities in the region. Despite these efforts, the suspicion with regard to legal basis of the company, corporatist relations between BETUYAB and bureaucracy, sometimes exclusion of local people from policy making, and lack of accountability to the local people, continues to survive even today.

Case of South Antalya Tourism Development and Infrastructure Operation Union (GATAB):

In mid-1970s, World Bank proposed the Ministry of Tourism to provide financial support (credits etc.) to the local tourism development Project in Turkey. In this context, South Antalya was determined as the subject of this Project by the Ministry of Tourism. As the main beneficiary and coordinator of the Project, Ministry of Tourism has signed cooperation protocols with other related public institutions such

³¹⁴ Hilal Erkuş-Öztürk, “Planning of Tourism Development: The Case of Antalya”, *Anatolia: An International Journal of Tourism and Hospitality Research*, 21(1) (2010): 117.

as Ministry of Construction and Settlement, Directorate General for National Parks etc. In this context, a project group was designed in the Ministry of Tourism, prepared the project, and applied for the World Bank credit within 6 months. The Project proposal was accepted in 1976 and received 25 Million Dollar credit from the World Bank. Following the completion of preparation studies and bureaucratic details regarding to the execution of the project, plan with 1/25.000 scale was prepared by the Ministry of Tourism in consultation with other related public institutions and in 1978 World Bank credit came into effect. Focusing on the 80 km. length from Antalya Harbor to Gelidonya cape and 3 km width, the Project aimed to create a mass tourism in the region. This Project is considered as first integrated tourism Project of Turkey that includes planning, programming, financial and operative issues. With the completion of infrastructural investments by the public sector, and with the came into force of “1982 Tourism Encouragement Law” private sector started to interested in making superstructure investment to the region. Planned as the 25.000 bed-capacity tourism center in the beginning of the project, today the South Antalya has 70.000 bed-capacity.

The success of the project mainly depends on serious support and encouragement of the public authorities, such as:

- High quality infrastructure is realized by using world bank credit by the public authorities,
- Private sector encouraged through important incentives to realize the superstructure investments. Such as, public land assignment to private sector for 49 years with reasonable rent; provision of investment and operation credits on easy terms compared to the market conditions; investment allowances including allowances in insurance premiums, allowances in importation of some equipment, allowances on ad-valorem tax etc.
- Precautions for the purpose of preservation of natural and historical values in the region was taken by the public authorities.

- Health center, tourism training center and training hotel, tourism office, municipality building and all other social facilities realized by the public authorities.

Establishment of South Antalya Tourism Development and Infrastructure Operation Union (GATAB) is actually the administrative part of the South Antalya Tourism Development Project. After, South Antalya Development Project achieved its physical objectives; GATAB was established as a service union in 1988 in order to enable the operation of existing infrastructure³¹⁵, with the participation of Ministry of Tourism, Special Provincial Administration and Municipalities. Infrastructural investments realized by the Ministry was transferred to GATAB by means of free usufruct right for 49-year period. GATAB was centered in Kemer district of Antalya. Members of the union were; Municipality of Kemer District, Göynük, Çamyuva, Tekirova, Adrasan Town Municipalities, Ulupınar, Beycık, Ovacık, Yazır Villages and Antalya Special Provincial Administration.

GATAB was a non-profit organization and gained no income coming from Ministry of Tourism. Majority of its revenues came from five to four-star hotels of the region, which were all benefitted from GATAB services. Drinking, utility, and wastewater, sewer and decontamination facilities, garbage collection and recycling facilities and pest control were the main services GATAB is responsible from.³¹⁶ According to its statute, the union parliament was composed of Governor; four members of general provincial council; three members respectively to be elected among Mayors and Municipality Assemblies, 2 members respectively among village headmen and council of elders. 14 representatives of licensed accommodation facilities of the

³¹⁵ Mediterranean and Aegean Tourism Infrastructure and Coast Management Project (ATAK) initiated in 1989 by World Bank and Ministry of Tourism, paved the way to the model of operation of infrastructural investments through service unions, this model was taken as the sample in the establishment process of GATAB.

³¹⁶http://www.gatab.gov.tr/index.php?option=com_content&view=article&id=46&Itemid=79
<accessed on 03.04.2012>

region, elected among themselves under the supervision of special provincial administration council. On the other hand, revenues of the union based on

- participation share of union members to the expenditures of the union,
- Fares determined by the union parliament tariffs in return for the services provided by the union,
- Subsidies to be transferred from other public institutions,
- Incomes from the rental and sale of movable and immovable properties,
- Rental and interest incomes,
- Donations,
- Operational incomes obtained from the areas of activity,
- Other types of incomes,

Main benefit of cooperation in GATAB was provision of a list of basic and vital municipal services in certain quality as one organization with one budget and supporting main economic sector of the region: tourism. Union has its own plants and own vehicles, equipment and team of workers. It makes annual needs analysis of its members and make an annual activity plan, which is to be approved by its Council.

With successful implementation of its services, the seashores under the jurisdiction of GATAB has the highest number of blue flags in the southern coast. Moreover, South Antalya Tourism Development Project as the first integrated tourism Project of Turkey is rewarded by the United Nations World Tourism Organization as one of the most successful integrated tourism Project in the world in 1991, Rio de Janerio Congress.

However, in spite of its success in the region GATAB was abolished in April 2014 with the publication of the new “Metropolitan Municipalities Law”. In addition, all of its responsibilities, all of its assets and liabilities were transferred to Antalya Metropolitan Municipality.

Compared to BETUYAB, GATAB Project was more comprehensive and participatory in terms of tourism policy making. It involved key national and local institutions, for infrastructural activities, coordination of regional planning and ownership of assets, and private sector and NGOs for conducting the utility services. Wide participation of all parties to the policymaking and active involvement of municipalities in this process prevent the hegemony of group of local elites in decision-making.

This chapter focused on the analysis of tourism policies in Turkey starting from 1923 until today, it is understood in this chapter that, development of official tourism policies of the country starts with the initiation of development plans in 1960s, planned development of tourism sector actually shows the influence of central government in making of tourism policies. It is understood that, although public administration reform documents such as MEHTAP and KAYA reports and Turkey Tourism Strategy-2023 document propose decentralization of tourism policy making through establishment of regional committees or city councils, none of these proposals were realized. In addition to over centralization of policy, making another obvious problem is unification and separation of the Ministry of Culture and Ministry of Tourism frequently. This institutional uncertainty hampered the formation of organizational culture, identity and collaboration among the bureaucrats of the two Ministry. In addition, it is understood that, although many of the necessary functions still completed by the central bureaucracy, such as promotion, certification of accommodation facilities, land allocation etc. the success of local networking cases such as BETUYAB and GATAB can stimulate the central bureaucracy to think about the local networks in tourism policy making which actually is mentioned in the 9th development plan and Turkey Tourism Strategy-2023. As mentioned several times throughout this thesis, tourism is a dynamic sector, which requires flexibility, quick responses to the problems, high level of

technology, etc. The analysis shows that flexibility in decision making, which is the one of the most important feature of network governance implementation, enable both GATAB and BETUYAB to respond quickly in all levels of policy making, it is understood that cooperation among private actors and sometimes support of the government when needed provides successful developments in the tourism sector and shows us the benefit of networking in tourism.

CHAPTER VI

A NEW MODEL POSSIBLE?: CREATING NETWORK GOVERNANCE MODEL IN TOURISM ADMINISTRATION IN TURKEY

This chapter sheds the light on the possibility of creating a new administration model based on network governance understanding. In this context, first implementation of network governance understanding in tourism administration will be presented by referring to case of Spain and Italy. Then two pillars of the proposed model of this thesis will be discussed first the proposal of establishment of “Regulatory Tourism Authority” will be analyzed in detail; secondly empowerment of local tourism units will be scrutinized, and proposal of establishment of destination management organizations will be discussed.

6.1. Conforming With Global Changes: Network Governance in Tourism

As mentioned previously, tourism is an activity, which has economic, social, cultural and environmental consequences both in positive and negative senses. That means tourism can be beneficial in terms of economic development but at the same time it can have negative effects like damaging environment or creating social or cultural problems. In that, sense tourism policy as a general framework to guide tourism development needs to have sustainable character that is long-termed, integrated, participatory, and environmentally, socially, culturally and economically compatible. Creation of sustainable tourism policy requires more relations between different levels of administrative structures, local governments as well as more stakeholders to take part in a proposed sustainable tourism governance strategy within regional networks. As we know network governance understanding based on the continuous, non-hierarchical, horizontal network connections between all the stakeholders. These features of network governance understanding make it ideal

approach for the governance of tourism. Especially in making of tourism policies, network governance enable the interactive relation not only between government and private sector and NGOs but also it provides mutual relations among sector representatives and NGO's themselves. This continuous connection between all the stakeholders makes the policy making process more legitimate in the sight of the public. Goldsmith and Eggers summarize the factors determining government's choice of network governance model through the following table. Tourism as a rapidly changing sector mostly confirm with the left side of the table.

Table 13. Factors favoring network model or hierarchical model ³¹⁷

Factors favoring network model	Factors favoring hierarchical model
Need for flexibility	Stability preferred
Need for differentiated response to clients or customers	Need for uniform, rule-driven response
Need for diverse skills	Only a single professional skill needed
Many potential private players available	Government predominant provider
Desired outcome or outputs clear	Outcome ambiguous
Private sector fills skill gap	Government has necessary experience
Leveraging private assets critical	Outside capacity not important
Partners have greater reach or credibility	Government experienced with citizens in this area
Multiple services touch same customer	Service is relatively stand-alone
Third parties can deliver service or achieve goal at lower cost than government	In-house delivery more economical
Rapidly changing technology	Service not affected by changing technology
Multiple levels of government provide service	Single level of government provides service
Multiple agencies use or need similar functions	Single agency uses or needs similar functions

³¹⁷Goldsmith and Eggers, 51.

World Tourism Organization defines major stakeholders of the tourism policy as the industry -composed of the sub-sectors such as transportation, accommodation, food and beverage, shopping facilities, entertainment etc.-; environment supporters - composed of the host community, residents, community groups, local business organizations such as chamber of commerce, associations, and local NGOs- ; and community/local authority is composed of the government authorities responsible from the implementation and enforcement of policies and regulations.³¹⁸

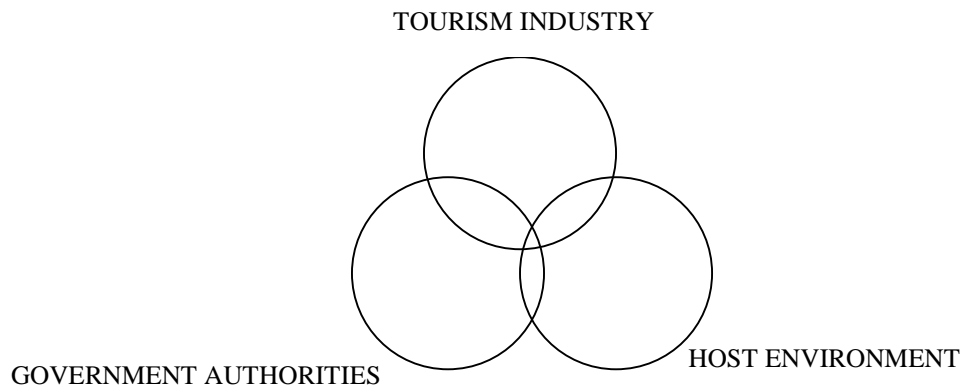


Figure 15. Stakeholders in Tourism Policy Making

However, implementing network type of tourism strategies can be difficult since it requires complex relations between tourism industry, visitors, environment and the local community.

... increasing tourism sources and services, determining transportation capacities and sustainable advantages, increasing efficiency of local organizations, decreasing disagreements, ensuring security, sharing responsibility in planning, decision making, problem solving, project designation and evaluation processes, providing

³¹⁸ *Sustainable Tourism Development Guide for Local Planners*, World Tourism Organization, (Spain:WTO Publication, 1993).

dialogue with the public, ensuring participation of local community and the visitors into the process, successfully tackling local and social inequalities can only be possible through new partnerships that will be formed with a modern conception of governance.³¹⁹

Hence, the process of decision and policy-making in tourism requires multi-stakeholder involvement at all levels of planning and policy-making, which means bringing together government representatives, NGOs, residents, industry and professionals in a network arrangement. According to Hall, that type of policy-making may be more time consuming, but the results of the process will be more observable in terms of implementation, as the stakeholders have a greater degree of ownership of the plan and process.³²⁰

According to Jamal and Getz there are six main principles which enables the stakeholder to cooperate in decision-making in tourism, these are:

- stakeholders believing they are interdependent;
- all stakeholders will benefit from collaboration;
- all decisions will be implemented;
- all the key groups (government, tourism associations, NGOs, etc.) are involved;
- the organizer of the network should have expertise, resources and authority on the issue;
- In addition, the proposed process should be effective.³²¹

In similar vein Bramwell and Sharman presents benefits of cooperation of the stakeholders in determining tourism policy as follow:

Collaboration among stakeholders prevent the potential conflicts among stakeholders in the long term, collaboration enhance the

³¹⁹ Ebru Kerimoğlu and Hale Çıracı, “Sustainable Tourism Development and a Governance Model for Frig Valley”, *ITU AZ*, 5 (22), (2008) 23.

³²⁰ Ebru Kerimoğlu and Hale Çıracı, 25.

³²¹ T. Jamal and D. Getz, ‘Collaboration Theory and Community Tourism Planning’, *Annals of Tourism Research*, 22 (1995):186-204.

political legitimacy of the decisions, because of the stakeholders' influence over decisions which affects their lives, collaboration improves the coordination of policies and promotes consideration of the economic, environmental, and social impacts of tourism, outcomes of the policies will be more efficient and sustainable.³²²

When making of tourism policies in the scope of network governance understanding, basic features of network approach should be taken into account such as;

- These governance networks should contain private, public, non-profit actors who are on the one hand independent from each other but on the other hand dependent to each other's resources and capacities, and operationally autonomous in the sense that they are not commanded by superiors to act in a certain way.
- Participants of these networks should have a stake in the policy issue (tourism) and have the capacity of contribution to other actors. Actors in the network are horizontally related, but this does not mean that each actors are equal in terms of authority and resources, however since the participation into the network is voluntary and they are free to leave any time none of these actors use their power for control purposes, in order not to ruin the network.³²³
- Partners of these networks should interact through negotiations, members may bargain over the distribution of resources for the purpose of increasing the positive outcomes within the network.
- The interaction between the partners should be actualized in an institutionalized framework; this framework is not simply the sum of its part and not homogenous and integrated whole. This institutionalized framework composed of ideas, rules and procedures, which regulates the working of the network, such as statutes or regulation of operations.

³²² B, Bramwell and A. Sharman, "Collaboration in Local Tourism Policy Making", *Annals of Tourism Research* 26 (2) (1999): 392-415.

³²³ Eva Sorensen and Jacob Torfing, .9.

Before discussing the proposed model for Turkey, it will be meaningful to give two tourism administration model as example from the Mediterranean region Spain and Italy as the important competitors of Turkey in tourism sector.

SPAIN

Tourism is one of the crucial sectors of the Spanish economy. The total contribution³²⁴ of Travel & Tourism to GDP was EUR159.9bn in 2011 (14.9% of GDP) and is expected to grow by 1.7% to EUR157.1bn (14.7% of GDP) in 2012. The total contribution of Travel & Tourism to employment) was 2,304,500 jobs in 2011 (12.7% of total employment). This is forecast to fall by 2.4% in 2012 to 2,248,500 jobs (12.7% of total employment).³²⁵

In general, in Spain the government influences the tourism through general economic policies like liberalizing foreign investment and foreign exchange, supporting the development of private sector and enabling the foreign participation in the industry, through ownership of tourism facilities, marketing of the country image, realizing tourism training policies, planning and promotion. On the other

³²⁴ The total contribution of Travel & Tourism includes its 'wider impacts' (ie the indirect and induced impacts) on the economy. The 'indirect' contribution includes the GDP and jobs supported by:

- Travel & Tourism investment spending – an important aspect of both current and future activity that includes investment activity such as the purchase of new aircraft and construction of new hotels;
- Government 'collective' spending, which helps Travel & Tourism activity in many different ways as it is made on behalf of the 'community at large' – eg tourism marketing and promotion, aviation, administration, security services, resort area security services, resort area sanitation services, etc;
- Domestic purchases of goods and services by the sectors dealing directly with tourists - including, for example, purchases of food and cleaning services by hotels, of fuel and catering services by airlines, and IT services by travel agents.

³²⁵“Spain Country Report”

http://www.wttc.org/site_media/uploads/downloads/spain2012.pdf<accessed on 20.04.2009>

hand, regional governments³²⁶ have the responsibility of regional structure, regional tourism planning-development and promotion.

At the end of 1980s and early 1990s, a huge crisis broke out in the Spanish tourism sector once again. Spain connoted negative image for the foreign tourists and the touristic products of the country perceived as old-fashioned ones, and “sea-sand-sun” tourism started to be inefficient in the competition with new destinations.³²⁷ In 1992, competition framework plan entitled as “plan futures” was prepared in cooperation of central government, autonomous governments, private sector and academicians and was issued by the government.³²⁸ This plan includes eight action fields, which are coordination and cooperation, education and training, quality, technical development, destinations, international cooperation, touristic products and statistical and economic analysis of tourism.³²⁹ Moreover, the report identified the respective roles of public and private sectors, the report divided the roles of public sector and private sector to prevent the money loss in the key economic area of the country. These roles are summarized as:³³⁰

Public Sector

- 1) Spanish roads and traffic conditions,
- 2) Railway transport,
- 3) Air transport,

³²⁶ According to the Constitution of 1978, Spain is divided into seventeen regions, which are known as Autonomous Communities. These regions have their own regional governments; the regions actually are differentiated from each other in many perspectives including history, culture, language and economic conditions. Although Spanish Constitution does not refer to any word of federalism in it, or in any other subsequent legislation, it recognizes and guarantees the right of self-government of different nationalities, and regions of which it is composed.

³²⁷ “Country Studies Spain” <http://countrystudies.us/spain/69.htm>, <accessed on 10.12.2009>

³²⁸ <http://www.sommets-tourisme.org/e/sommetsG/deuxieme-sommet/actes/porras/porras.htm>, <accessed on 10.12.2009 >

³²⁹ Douglas Pearce, “Tourism and the Autonomous Communities in Spain”, *Annals of Tourism Research* 24(1) (1997):160-161.

³³⁰ L. J. Lickorish and C. L. Jenkins, 200.

- 4) Sea transport,
- 5) Post and telecommunication,
- 6) Hygiene, environment, noise, ecology and beach cleanliness,
- 7) Urban security,
- 8) Taxes,
- 9) Providing coordination with all stake holders,

Public and Private Sectors

- 1) Exchange rates,
- 2) Service and training,
- 3) Complementary facilities,

Private Sector Responsibility

- 1) Quality of Product,
- 2) Marketing,
- 3) Establishing traditional standards for hospitality.

In this framework document, several network mechanisms were established for enabling the coordination between public administration, private sector and NGOs. State Secretariat for Tourism and TURESPANNA as the related body of the Directorate; Interministerial Tourism Commission, Tourism Promotion Council, Tourism Sector Conference are the main coordination mechanisms in Spain.

Role and functions of these units may provide insight for the discussion of new model in Turkey.

Role and function of State Secretariat for Tourism:

- Defining, proposing, preparing and co-coordinating government tourism policy;
- Improving the quality and technological innovation in tourism sector

- encouraging cooperation among private sector;
- determining new tourism resources;
- diagnosing factors that effects supply side of tourism;
- developing new strategies for enhancing tourist products and destinations;
- Active communication with autonomous regions, local authorities, ministries and sector for determining general policy for the sector.
- Gathering, compiling and assessing statistics, information and data relating to tourism;
- Conducting institutional relations on tourism between central government and international organizations.
- Promotion and marketing of the country through the TURESPANA agency.

Role and Function of Interministerial Tourism Commission:

Established on 14.01.1994 is a coordination unit in which all the tourism related public organizations are included. Some of the issues and measures brought to the agenda and realized by the Commission are:

- Application of value added tax in lesser percentages to the tourism sector,
- Foundation of tourism departments in the universities,
- Giving priority to the infrastructural investments directly related to the tourism,

Role and Function of Tourism Sector Conference:

Since the wide range of responsibilities is transferred to the autonomous bodies, tourism sector conference is the main platform where the tourism policies are determined. In this regard, regular meetings are arranged with the participation of central government tourism related ministers, and tourism ministers of autonomous bodies. Destination management, touristic products, marketing, promotion are the main issues discussed and decided in the conference. The “Integrated Quality: Spain

Tourism Plan of 2002-2006” and “2020 Tourism Plan” are evaluated and accepted in this Conference and approved by the government.

Role and Function of Tourism Promotion Council:

Spain Tourism Promotion Council can be accepted as the best practice of network governance model in the determination of tourism policies in Spain. Established in 1995, Spain Tourism Promotion Council is a unit where autonomous central government, regional governments and representatives of private sector work in cooperation for the purpose of development of touristic products, marketing techniques and promotion plans. The basic function of the council is to develop annual marketing plans and common promotion strategies.

The structure of the tourism administration in Spain is understood to be close to network governance model. Spain’s position in basic international tourism figures shows us the success of the country in tourism administration.

Table 14. Spain Tourism Statistics³³¹

SPAIN	1990	1995	2000	2006	2007	2010	2011	2013
Incoming Tourists	34,1	39,3	48,2	58,2	58,7	53	56.7	60.7
Tourism revenue (Billion \$)	18.5	19.1	32.4	51.1	57.6	58	59.9	60.4

³³¹ UNWTO, Tourism Highlights reports of the years concerned.

ITALY

Italy is another competitor of Turkey in Mediterranean region, just like in the case of Spain tourism has a significant importance for Italian economy. The total contribution of Travel & Tourism to GDP was EUR136.1bn in 2011 (8.6% of GDP) and is expected to grow by 2.2% to EUR133.1bn (8.5% of GDP) in 2012. The total contribution of Travel & Tourism to employment was 2,231,500 jobs in 2011 (9.7% of total employment).³³²

Today national administration of tourism in Italy conducted through different bodies. The major governmental authorities responsible from tourism are: the Department for Development and Competitiveness of Tourism (Dipartimento per lo Sviluppo e la Competitivita del Turismo), ENIT (Ente Nazionale per il Turismo), Central Tourism Council, Regional Tourism Boards and autonomous organs related with tourism.

Department for Development and Competitiveness of Tourism:

- Elaborates and defines national tourism policies In coordination with regions and autonomous provinces,
- Adopts measures for the tourism sector, as well as for the planning and management of structural funds;
- Supervises the national tourist Office-ENIT, ACI (Automobile Club Italia) and CAI (Club Alpino Italiano);
- Provides aids and incentives to develop tourism demand;
- Promotes investment both in Italy and abroad;
- Delivers certifications and authorizations to foreign professionals; and
- Manages relations with international organizations and
- Participates in the elaboration of national strategy for tourism.

³³²“ Italy Country Report” http://www.wttc.org/site_media/uploads/downloads/italy2012.pdf<accesed on 12.01.2010>

ENIT (Ente Nazionale per il Turismo)

It aims at promoting Italy as a destination with natural and cultural heritage. It also carries out studies and publications and develops marketing and promotion strategies in coordination with local authorities and other stakeholders.

Primary functions of the ENIT are:³³³

- To determine the new tourism trends and demands through analyzing international markets,
- To follow-up foreign tourism demands regularly,
- Guiding the national tourism policies and providing coordination between private and public sector and planning national policies together with NGOs and private sector,
- To constitute tourism database,
- To actualize promotion and marketing activities,
- To publish and disseminate promotional materials,
- To advise on specific issues to regions and Italian tour operators,
- To conduct relations with Italian and foreign press,
- To guide and to coordinate the Italian tourism offices in abroad.

The Tourism Policy Committee:

The Tourism Policy Committee functions under the Presidency of the Council of Ministers. Members of the committee meet twice in a year upon the request of the Minister concerned. Decisions of the council are usually binding. The council is composed of 59 members who are representatives of related ministries (Ministry of Internal Affairs, Ministry of Transportation, Ministry of Foreign Affairs, Ministry of Education, Ministry of Public Works and Settlement, Ministry of Finance, Ministry of Health etc.), representatives from ENIT, NGOs and private sector. The members

³³³ <http://www.enit.it/chiSiamo.asp?lang=UK><accessed on 25.12.2009>

of the Council are determined for a period of four years and redetermined at the end of each term. The committee is a coordinating body whose main task is to identify common vision, to prepare guidelines for national and regional level, to prepare shared strategies for the development of the sector.³³⁴

Regional Tourism Boards:

...each of the Italian regions has its own laws and regulations in the field of tourism: according to the basic principle of subsidiarity, all follow the principles set out both by the EU and national Italian legislation. In particular, a 2002 government decree adopted the agreement signed between central state and the regions and autonomous provinces on the harmonization, promotion and development of the tourism sector, reaffirming the principle that the regions should comply with commitments undertaken by the central authority.³³⁵

These boards are responsible for carrying out all activities related with tourism in their region. Some of the functions of regional tourism boards are as follow:³³⁶

- Encouraging and developing the tourism activities in the region,
- Making research on regional tourism issues and taking necessary measures to increase the economic benefits of tourism to the regional economy,
- Taking necessary measures for benefitting the tourism resources,
- Coordinating all activities in the region related with tourism,
- Coordinating relations between regional, provincial, local, sectorial authorities and related NGOs and private sector,
- Collecting and analyzing regional tourism statistics,
- Rating and classifying the hotels and accommodation places in the region,

³³⁴ A.K. Bhatia, 123-124.

³³⁵ *Tourism Trends and Policies*, Organization for Economic Cooperation and Development (OECD), Paris: OECD Publication (2010):190.

³³⁶ A.K. Bhatia, 123-124.

Each regional board has a president, administrative council and executive commission. President of the regional board stay on duty for four years and president chairs the administrative council and executive commission. Regional tourism boards subsidized from the public funds allocated to Directorate General for Tourism and also financially supported by associations and foundations related with tourism.

It can be inferred that, there is a serious decentralization tendency in the tourism administration of the country. Tourism administration and promotion of regions are carried out by local authorities, representatives of these local authorities takes part in the high-level meetings as the representatives of their own region.

As a result, Spain and Italy as the two significant key players in world tourism, and most important competitors of Turkey realized important structural reforms in their tourism policy making mechanism and transferred their system to tourism governance model based on networking of all stakeholders. These two model is presented since they are thought to provide an insight to the discussion of new tourism administration model for Turkey and these models can be benefited in the design of a new outlook to tourism administration in Turkey.

6.2. Network Model for Tourism Governance in Turkey

As mentioned before, this thesis propose a model based on the networking of tourism sector stakeholders- both public and private- in tourism policy making and administration. Which will based on two pillars the first one is establishment of autonomous regularity authority in the tourism sector; and the second one is formation of destination management organizations_ through which decentralization in tourism policymaking will be realized.

In below mentioned proposals public sector is accepted as the administrator and integrator of the network since public agency can use its positional authority and impartiality to bring the different parties together, coordinate their activities, and resolve any disputes.

Although there is no ideal form of national tourism organization model, as a result of the analysis of existing tourism administration structure and literature review regarding to network governance model, the proposed model can be benefitted by policy makers as a framework.

The First Pillar: Establishment of Regulatory Authority in Tourism Sector

Starting with 1980s political economies of most developed countries have become liberalized, this neoliberal policies brought many changes in national economies and "...in modes of regulation, the role of central government has shifted from one of direct management to that of regulator, coordinator and enabler. This has accelerated debates on 'destatisation' (Jessop, 2002; Stoker, 1998), while the emergence of public-private partnerships has triggered debates on 'governance'".³³⁷

Although concept of regularity state was born and developed in United States, it became popular all over the world, after 1995 especially in European politics. Since then, discussion of regulatory state which is characterized by privatization of public services, the establishment of quasi-autonomous regulatory authorities and the formalization of relationships within policy domains, became commonplace. "In other words, the technocratic dream of 'rational control' through depoliticized regulation instead of meddlesome organization has been a recurring theme through the ages".³³⁸

³³⁷ Hilal Erkuş-Öztürk, "Modes of Tourism Governance: A Comparison of Amsterdam and Antalya" *Anatolia: An International Journal of Tourism and Hospitality Research* (22)3, (2011): 307.

³³⁸ Martin Lodge, "Regulation, the Regulatory State and European Politics" *West European Politics* 31 (1-2) (2008): 280-301.

With the rise of regulatory state, state started to withdraw from sectors where it used to be highly interventionist. Nevertheless, on the other hand, it also started to reregulate the liberalized markets with different instruments. The change of state role from the role of stabilization and redistribution to regulation can be traced in the establishment of independent regulatory agencies. Independent regulatory agencies are one of the main institutional features of the regulatory state. Governments are increasingly willing to abandon their regulatory competencies and to delegate them to specialized institutions that are at least partially beyond their control.³³⁹ These independent institutions are generally established by statute and “they are independent in the sense that they are allowed to operate outside the line of hierarchical control by the departments of central government.”³⁴⁰

When we analyze the differences between independent authorities in global scale, we can recognize the differentiation between Anglo-Saxon and continental Europe implementations. In Anglo-Saxon type of regulatory state, we can see more independent authorities for example they have legislative, administrative and even judiciary authorities, their members have irremovability security, and they are not subject to any type of hierarchical supervision they are named in U.S. “Independent Regulatory Agencies” and in U.K. “Quasi-Autonomous Non-Government Organizations (Quangos). Whereas in continental Europe cases power of government is more visible more bureaucratic in terms of administrative process.³⁴¹

Giandomenico Majone, explains the transition of interventionist state to regulatory state by the failure of public ownership in some sectors, in terms of “not only to keep pace with technical developments but even to provide effective consumer

³³⁹ Fabrizio Gilardi, “Policy Credibility and Delegation to Independent Regulatory Agencies: a Comparative Empirical Analysis”, *Journal of European Public Policy* 9(6) (2002): 873-893.

³⁴⁰ Giandomenico Majone, “The Regulatory State and Its Legitimacy Problems”, *West European Politics*, 22(1), (1999): 1-24.

³⁴¹ Selami Er, “5018 Sayılı Kanun Karşısında Düzenleyici ve Denetleyici Kurumların Konumu” <http://www.sayder.org.tr/e-dergi-5018-sayili-kanun-karsisinda-duzenleyici-ve-denetleyici-kurumlarin-konumu-1-23.pdf> <Accessed on 15.12.2012>

protection”.³⁴² Moreover according to Majone, “delegation to specialized agencies reduces decision-making costs by allowing legislators and government executives to economize on the time and effort required to identify desirable refinements to legislation, and to reach agreement on these requirements”.³⁴³

Another explanation to delegation of authorities of interventionist state to agencies operating at arm's length from government is the governments' need of overcoming the credibility problems of policy decisions. According to Fabrizio Gilardi, independent, specialized agencies,

...can provide greater policy continuity and consistency than cabinets precisely because they are one step removed from electoral returns. Agencies fulfil several other important functions. They combine expertise with a rulemaking or adjudicative function, a combination that is deemed inappropriate to a government department; an agency structure may favor public participation, while the opportunity for consultations by means of public hearings is often denied to government departments; the exercise of a policy-making function by an expert agency can provide flexibility not only in policy formulation but also in the application of policy to particular circumstances; not least, specialized agencies are able to focus public attention on controversial issues thus enriching public debate.³⁴⁴

In parallel with these global changes, 1980s was a milestone in development of Turkish economy as well, since from 1980s onwards, import substitution regime was changed into IMF, World Bank leaded program aimed at stabilizing and liberalizing close economic structure of Turkey. In this context, 1980s was marked by the Decisions of January 24, which served as the basis of economic policies of 80s. The main components of this economic reform were³⁴⁵;

- To minimize the government involvement in commercial activities,

³⁴² Giandomenico Majone, 1-24.

³⁴³ Giandomenico Majone, 8-9.

³⁴⁴ Fabrizio Gilardi, “Policy Credibility and Delegation to Independent Regulatory Agencies: A Comparative Empirical Analysis”, *Journal of European Public Policy* 9(6) (2002): 873-893.

³⁴⁵ Salih Köse, “24 Ocak 1980 ve 5 Nisan 1994 İstikrar Programlarının Karşılaştırılması”, <http://www.setav.org/ups/dosya/44252.pdf><accessed on 12.02.2008>

- To establish market economy system and perfect competition system,
- To abolish import quotas for the purpose of providing free trade,
- To increase export, to decrease export formalities and regulations and to increase incentives on export for enabling the balance of payments.
- To liberalize Foreign currency transactions by abolishing “Law on Protection of Turkish Currency”,
- To turn national currency into an internationally convertible value.
- To liberalize interest rates.

The first phase of Turkish neo-liberalism is defined as ‘de-regulation phase’, which aims to reduce the role of the state in economic affairs. Since the 1980s, neo-liberal policies have influenced the economic policies in Turkey in terms of stimulation of public-private partnerships and the free maneuvering of businesses. In this respect, state started to support business associations in tourism, and giving them the power to collaborate. At the end of final stage of this IMF-WB led economic program, which coincides to 1989, Turkey witnessed complete liberal transition of the economy in the standards of advanced economies.³⁴⁶

Turkish neo-liberalism after 1990s, is “...classified as the ‘rhetorical transition and institutional crisis’ phase. ‘Rhetorical transition’ refers to the fact that regulatory institutions were set up during this period.”³⁴⁷ This second phase is experienced between 1991 and 2001. From 2001 to onwards is called as 3rd phase entitled as ‘re-regulation phase’.

‘Re-regulation’ refers to the development of regulatory capacities of the state, which involves not only the setting up of new institutions but also a significant increase in their powers of implementation. This regulatory institutions are established in order

³⁴⁶ Ziya Öniş and Caner Bakır, “Turkey's Political Economy in the Age of Financial Globalization: The Significance of the EU Anchor”, *South European Society and Politics* 12(2) (2007): 148.

³⁴⁷Ziya Öniş and Caner Bakır, 149.

to work as steering and coordinating institutions for the policy making of the certain sectors such as banking (BDDK), broadcasting (RTÜK) etc.

These institutions have the responsibilities and authorities based on public law; they are different from ministries in the sense of their organizational structure and personnel regime, they are managed through boards, members of whom are appointed by the board of ministers³⁴⁸, and they are equipped with the authority of giving permissions, license, making regulations in the concerned sector through legal arrangements. These institutions actually share the authority of parliament with their power of making legal arrangement and regulation in the sector. In Turkish case, these institutions are directly responsible against board of ministers and, in terms of judiciary inspection their decisions are either subject to council of state (Danıştay) or administrative courts (Idare Mahkemeleri).

In parallel with new right philosophy and neo-liberal policies of 1980s, in compliance with outward-oriented growth policy recommended by international organizations such as the International Monetary Fund (IMF) and the World Bank (WB), tourism became the one of the new “growth sectors” and governments’ priority industry since 1980s. However, in spite of its economic importance tourism industry was not developed in line with regulatory state understanding.

In this regard, it is believed that regulatory state understanding is also needed in the tourism sector. As it was mentioned before the hypotheses of this thesis is instead of central based governance mechanisms, networking mechanisms in regional or local level would facilitate the coordination and decision making process between the central bureaucracy, the private sector and the civil society. Although since 1982 government is encouraging the private and local initiations in terms of tourism governance, as it can be concluded from the previous parts central bureaucracy is still effective in decision-making.

³⁴⁸ One exception to this rule is RTÜK, its members are appointed by the parliament.

Traditional heavy bureaucracy, which dominates legislative and operational processes, changing political structure, overlapping responsibilities of different organizations, inadequate financial and human resources of municipalities, are the main weaknesses of the tourism development in Turkey. On the other hand despite the devolved authority of the local Municipalities such as in matters relating to urban planning, regulation of construction, granting building permits, and the provision of water, sewage, and gas infrastructure central government still has extensive control over the municipalities, such as in terms of tourism development Ministry of Culture and Tourism, defines the dimension of settlement development and tourism plans, and the municipalities are obliged to implement these plans. So that, there is an obvious lack of co-operation and participation between related tourism bodies because of the dominance of Ministry of Culture and Tourism. Moreover, lack of community participation in decision-making also create the problem of representation.

Considering the need of effective communication and collaboration among related public institutions, (Ministry of Culture and Tourism, ministry of environment and urbanism, ministry of forestry, ministry of transport, ministry of finance and other supporting public institutions), sectorial institutions and civil society (Tourism Unions, Chamber of Professionals, Municipalities, Unions of Investors, TURSAB, Unions of Hotel Owners, Union of Tour Guides, Agency of Investments Support and Promotion, related NGOs) it is believed that establishment of regulatory institution, which will facilitate stakeholders participation in tourism development in tourism sector, can be a useful tool for tourism governance.

Such a regulatory, supreme authority will be responsible to manage the Turkey as a destination in its entirety by identifying and managing stakeholders and relations between locals and investors in a centrally coordinated network. This new structure with its legal powers becomes the main policy making body. In such case law no.4848 on the “Establishment and role and functions of Ministry of Culture and

Tourism” will be nullified and functions with regard to Cultural affairs will be transferred to Ministry of Culture and; functions with regard to tourism affairs will be transferred to Regional Tourism Authority with the staff and estate and assets of the tourism related general directorates of the Ministry. In addition to coordinator role, this regulatory structure will also be the central body to coordinate technical assistance and funding from the government ministries, international agencies and private sector stakeholders in order to enable the tourism industry to enhance its development.

Establishment of regulatory/supreme body in tourism sector is believed to be an effective solution to the communication and coordination problem in the sector, which is one of the major problem of tourism development in Turkey. Moreover, inclusion of NGOs to these regulatory/supreme authority mechanisms will not only empower them but would also provide networking opportunities that will allow them to contribute to national policy making. The structure of the proposed Regulatory Tourism Authority (RTA) can be drawn as follow:³⁴⁹

This regulatory authority shall be managed by a Board, which will consist of

- a) A Chairperson, who shall be appointed by the Ministerial Board,
- b) A representative of the Prime Minister’s Office;
- c) A representatives of the tourism related Ministries or public institutions,
- d) Representatives of NGOs from the sector (having wide experience in the tourism industry), to be appointed by the Ministerial Board,
- e) Representatives of each political party in the assembly.

Members of the board will be appointed for 5 years and shall hold office on such terms and conditions as the establishment law may determine.

³⁴⁹ In the building of this model structure of other regulatory authorities in Turkey such as RTÜK is benefitted.

Objects of the Tourism regulatory authority will be as follow:

- a) to promote the sustainable development of the tourism industry;
- b) foster and encourage the conduct of tourism industry with responsibility of preserving the cultural and touristic heritage of the country,
- c) Co-ordinate, support and interact with organizations and institutions aimed at promoting the tourism industry;
- d) foster research for the effective implementation of tourism policies;
- e) promote public understanding and interest in the tourism industry;
- f) develop and implement tourism and tourism related projects;
- g) Promote co-ordination and co-operation between public sector agencies and the private sector organizations engaged in the tourism industry.

In the context of its objectives, RTA shall have such functions,

- a) Preparing legally binding master plans and policy papers for tourism development,
- b) licensing, regulating and supervising touristic enterprises;
- c) establishing standards, guidelines, and codes of practice in relation to the running of a tourist enterprise
- d) preparing action plans for the development and improvement of the tourism industry;
- e) carrying out research and commission studies in the field of tourism;
- f) taking appropriate measures for the protection of consumers of the tourism industry;
- g) collect, compile and publish information and statistics in tourism matters,

In realizing its objectives and functions the Authority will have powers necessary to enable it to effectively discharge its functions and, may in particular – issuing laws and/or regulations, requesting information from any public institution or touristic facilities etc.

There will be a Director of the Authority, who shall be appointed by the Board and the Director will be responsible for the execution of the policies determined by the Board and for the control and management of the day-to-day business of the Authority. The Director shall submit to the Board a report every six months on the activities and finances of the Authority.

The Authority shall derive its income from any charge or fee that may be prescribed, sum appropriated from the general budget, donations and all other incomes transferred from Ministry of Culture and Tourism and such other sources.

This authority will be composed of main divisions as follow:

Strategy and Policy Development Division: This division will be responsible from developing and implementing strategies and policies within the framework of Tourism Master Plan, developing quality standards based on market trends, ensuring efficiency of operations and high quality standards in tourism sector, monitoring implementation of strategies on central and local level.

Product Development and Statistics Division: Identifying and developing tourism products of the country based on the tourism strategies, designing and implementing projects and events to enhance tourism sector in the country; and collecting and evaluating the basic tourism data of the country.

Tourism Standards Division: This department will be responsible for reviewing and if necessary redefining standards and procedures for licensing and classification of the tourism facilities; assessing training needs and organizing training programs; conducting systematic and periodic inspections of the Tourism Service Providers in collaboration with sectorial institutions.

Marketing and Promotion Division: This division will be responsible for ensuring the best way possible to increase Turkey's perceived value to its visitors and adequate information is provided through communication campaigns to raise awareness about tourism variety of Turkey, organizing and managing the dissemination of tourism information through tourism information centers at home and in abroad in order to ensure complaints and suggestions of all visitors to Turkey are being met professionally and in a timely manner. Moreover, promoting Turkey's image to international media, travel trade, visiting tour operators etc., establishing relations with key tourism stakeholders, organizing and participating in promotional campaigns, conducting and participating in exhibitions, road shows or other events in coordination with private sector and other government entities.

Administration Division: Managing, maintaining and upgrading information technology systems and applications, portals and websites to increase efficiency and achieve high performance level, conducting human resources issues such as recruitment, employee relations, performance evaluation and other daily issues.

Finance Division: Developing and monitoring financial strategy and establishing accounting systems, policies, procedures; preparing and monitoring budgets, generating financial reports in order to provide managers with information for decision-making.

Through working closely with all stakeholders in the sector, this authority can be the catalyst in the development of Turkish Tourism in terms of ensuring high quality standards in the sector and raise its international profile in the eye of the global community.

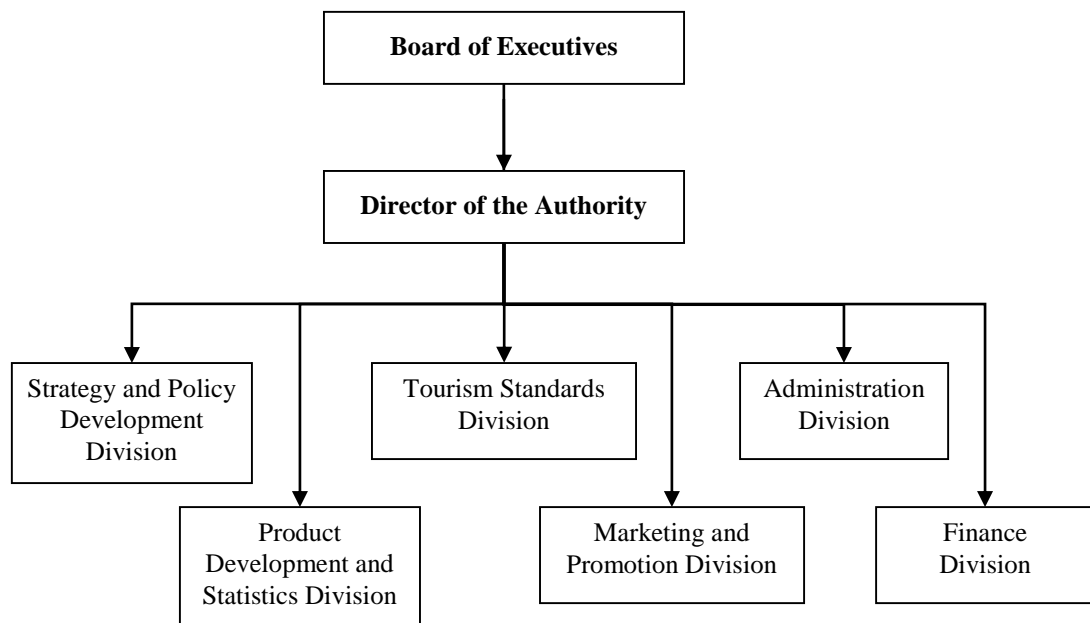


Figure 16. Proposed Structure of Regulatory Tourism Authority

Second Pillar: Destination Management Organizations:

In addition to need of supreme, regulatory authority in tourism governance, the analysis of global best practices shows us that, there is an obvious need of empowerment of local units in making of tourism policy. As mentioned before strong centralization tradition of the Turkish state and the low autonomy of municipalities put tourism investors in Antalya very powerful position within the governance process. Through the declaration of tourism centers and regions, and by offering incentives government “...stimulated large-scale tourism investments in these regions and centers, the central state has also granted strong bargaining power to semi-public and private tourism associations (such as GATAB, BETUYAB,

LATUYAB, etc.), allowing collaborations with municipalities for investments in tourism infrastructure.”³⁵⁰

Two different sample models which are currently being implemented in Antalya namely BETUYAB and GATAB created differences and positive results in their region however especially the lack of legal basis of BETUYAB is highly criticized. GATAB as one of the most successful tourism service and infrastructure union deserve appreciation however GATAB is a unique case since there exists many other tourism infrastructure and service unions but unfortunately not all of them are working as efficient as GATAB. For further tourism development there is an obvious necessity of new mechanism of tourism governance, which locally or regionally support the new initiatives, cooperation and collective projects.

In this regard, it is believed that, empowerment of local level organizations will create difference in tourism development. The proposed model of this thesis for local tourism governance is the establishment of Destination Management Organizations in the 26 NUTS 2³⁵¹ level.

Concept of destination management have become important topic recently in the tourism research literature. Destination management is the coordination and integration of all of the elements, such as attractions and events, facilities (hotels, restaurants, etc.), transportation, infrastructure, and hospitality resources of the destination, based upon a defined tourism strategy and plan. In addition, destination management includes the image making, branding, and marketing of a certain destination. Structures of DMOs vary according to the local practices and governmental systems of a country, it can be government department or quasi-governmental structure or it can be private organization.

³⁵⁰ Hilal Erkuş Öztürk, (2011): 319.

³⁵¹ Turkey has 81 NUTS 3 units, 26 NUTS 2 units and 12 NUTS 1 units. NUTS 3 level correspond to the 81 provinces.

Role and function of DMOs may change according to its operational level, major DMO function is to create a master management plan and destination marketing strategy whereas local-level DMOs operate tourism information office including a retail shop. DMOs work closely with hotels, attractions, parks, travel agencies, tour operators and guides, outfitters, restaurants, retail outlets, and conference venues in the destination. For instance in US State of California has a number of successful DMOs; they all work collaboratively, sharing information and resources.

Destination Consultancy Group (DCG), a US-based tourism consulting company, identifies the roles of the DMO in destination management as leadership and coordination; research and planning; product development; marketing and promotion; partnerships and team-building; and community relations.³⁵²



Figure 17. Role of DMO in Destination Management³⁵³

³⁵² Alastair Morrison, "Destination Management and Destination Marketing: The Platform for Excellence in Tourism Destinations", <http://www.lyxk.com.cn/fileup/PDF/2013-1-6.pdf> <accessed on 12.06.2014>

³⁵³ Alastair Morrison, p. 5.

One of the striking success story of DMO comes from Barcelona-Spain. Barcelona today is Spain's second largest city and one of the country's principal tourism destinations. Hosting 1992 Olympic Games was the beginning of a development of the destination image of the city, in following ten years the city become one of the favorite short-break leisure destinations, center for MICE (meeting, incentive, congress and exhibition) industry.

The overnights in Barcelona from 1990 to 2005 increased by 192%, with a compound annual growth of 7.4%. This growth is due especially to an increase of international tourists. In 1990 domestic tourists were 51% while in 2005 they counted only for 30%. Even the mix according to the purpose of the visit has changed considerably. From 1990 to 2005 holiday travel increased substantially, shifting from 23% to 42%.³⁵⁴

These remarkable changes in the tourism statistics of the city was mainly because of the leading role played by Turisme de Barcelona, the destination management organization of the city which orchestrated the local authorities and private firms consistently.

Establishment of Turisme de Barcelona emerged from the need of the coordination, promotion and marketing of the city as a tourism destination. For this reason, in 1993 the City Hall, the Chamber of Commerce and the Foundation Barcelona Promotion (Fondaciò Promociò Barcelona) founded Turisme the Barcelona – the DMO of the city –, a public consortium responsible for the tourism promotion of the city. Financially it is an almost autonomous body because,

80.6% of its budget came from the selling of its own tourism products, mainly products and services provided by Barcelona tourism information center (CITB) - such as hotel reservations and selling of tourist guides or maps - and the Tourism Bus, which in 2005 carried 1,654,145 passengers (+12% over 2004). The remaining 20% is contributed by the City (12.5%), the Chamber of Commerce (5.4%), the Fondaciò Barcelona Promociò (0.3%), Turisme de Catalunya (0.6%) and Barcelona Province (0.5%).³⁵⁵

³⁵⁴ "Destination management and stakeholders' collaboration in urban destinations", <http://www.esade.edu/cedit2007/pdfs/papers/pdf18.pdf> <accessed on 13.06.2014>

³⁵⁵ Francesca d'Angella

Case of Barcelona and other successful DMOs from all over the world can be a good model for Turkish case in restructuring its tourism administration structure. It is believed that empowerment of local units through regional DMOs will be beneficial in tourism development.

It is proposed in this thesis that, Regional DMOs will be established under the leadership of governors, with the collaboration of public sector, private sector and civil society and non-profit organizations. These organizations will act in the direction of national tourism policy or master plan and will inform the Regulatory Tourism Authority and regularly about the activities of the organization. They will play an important role in supporting competitive and sustainable tourism in the concerned regions.

RTA will support the Destination Management Organizations with data and statistics on visits to tourism regions such as; length of stay and spending, purpose of visits and activities, visits by origin, accommodation statistics etc.

The proposed DMOs will have the responsibility of:

- Leadership and coordination in setting future goals providing collaboration among all actors in the region
- Planning and researching on potential and existing markets
- development of the tourism product by considering the inventory of the current destination offerings and identifying the new tourism product development opportunities.
- developing marketing strategy and preparing long-term and short-term marketing plans for tourism.
- building a destination management team and creating alliances within the destination, or with external parties including travel agencies, tour operators, transportation providers and others.

In fact, the proposed DMOs will act as the facilitator of dialogue among the private sector, public sector, and other stakeholders that may otherwise never collaborate. World Tourism Organization defines DMOs as an “orchestra director”, coordinating the public and private sector organizations involved in tourism.

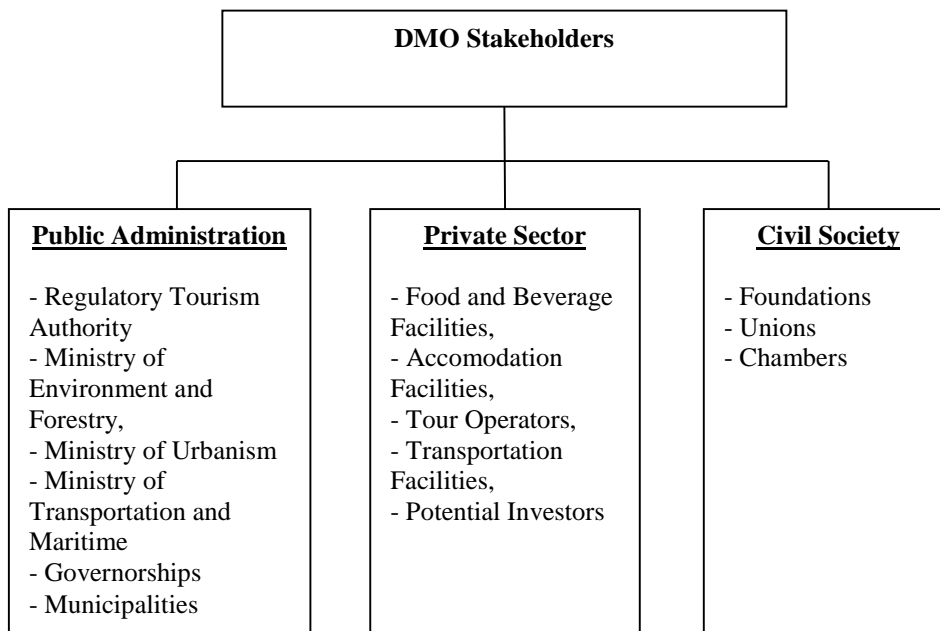


Figure 18. Proposed Actors in a Destination Management Organization

In this context, the main objectives of proposed DMO will be as follow:

- Preparing regional tourism development plans and zoning studies in coherence with national tourism policy and tourism master plan,
- Enhancing the accessibility and transportation means to the destination concerned.
- Fostering the tourism business initiatives especially through supporting the SME’s.
- Enhancing the service quality of tourism facilities.
- Marketing and branding of the region.

The proposed DMO can be structured as follow:³⁵⁶

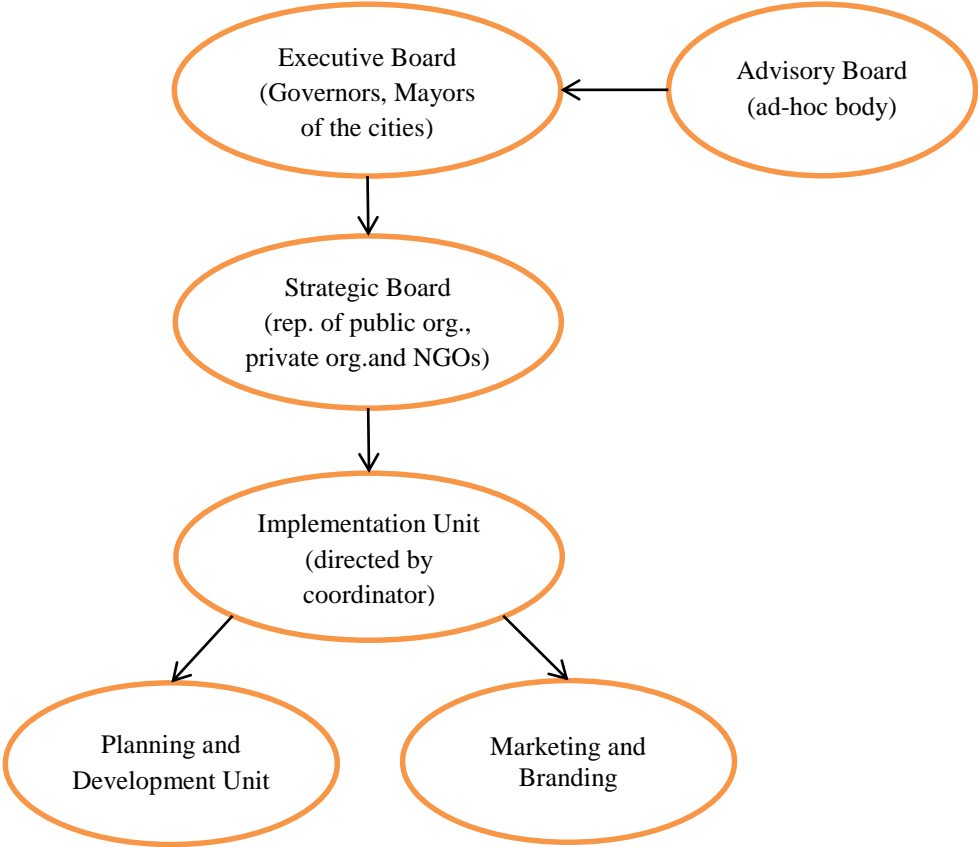


Figure 19. Proposed Model for the Structure of DMO

Strategic Board is supposed to composed of representatives of the various tourism related organizations and institutions. The main function of the board is to provide guidance to the executive board and screening the management of the organization. In this context, the strategic board will be responsible from:

³⁵⁶ This organizational model is inspired from the Project documents of “Alliances of Culture Tourism in Eastern Anatolia” of United Nations Development Programme.

- By determining priority areas for the concerned region, the strategic board will prepare a strategic plan in accordance with general tourism strategy of the country and determining the specific guidelines for the implementation of it.
- Approving the policies and procedures necessary for the fulfillment of the DMOs mission,
- Preparing and approving the DMOs budget,
- Inspection and follow-up of the implementation process and assisting on conflicts if deemed as necessary,

The members of the strategic board will be public, private and civil society stakeholders in the concerned destination.

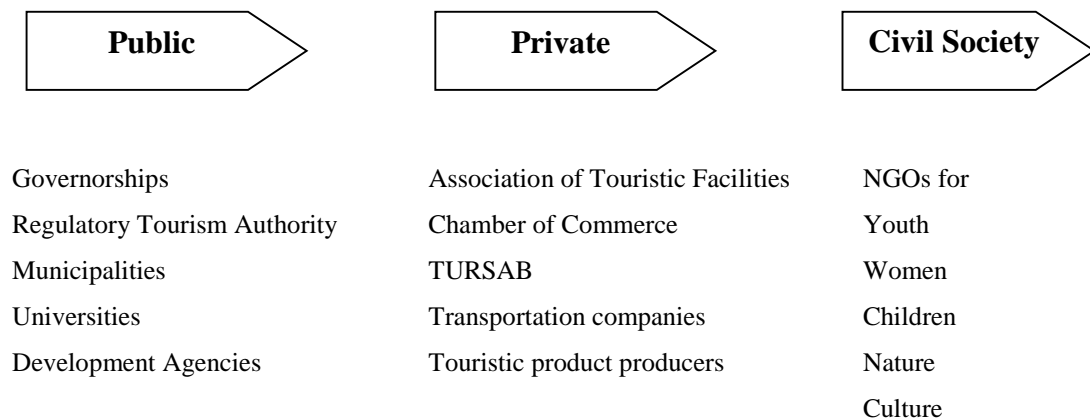


Figure 20. Members of the Strategic Board

The Executive Board of the proposed structure will be mainly responsible from implementing the strategic plan prepared by the Strategic Board. In this context functions of executive board include:

- Providing support and advising to the General Coordinator of the DMO in implementation of strategic plan,
- Revising the strategic plan if deemed as necessary,

Advisory Board would be providing ad-hoc advice on technical issues, particularly to strategic board and executive board. The board will be structured according to their expertise area in tourism, such as advisory board on marketing, advisory board on eco-tourism etc. The advisory boards will be composed of different experts on required key subjects; these non-permanent key-experts would be selected by the Strategic and Executive Board.

The Implementation Unit, would be the organization implementing the pre-determined strategies and executing the necessary actions and projects in order to reach the tourism targets of a concerned region. The unit will be administered by General Coordinator who will give regular reports to executive board on the issue of planning and marketing.

Implementation unit will also be responsible in providing some services with regard to local information. These services could be transportation, hotel accommodation, restaurants, activities, excursions, conference venues, themed events etc. It will also be responsible from conducting social media research, brand perception and awareness research and partnership satisfaction surveys to gain consumer insight. These DMOs will have network of tourist offices located in the city centers of the regions and in the most tourism areas of the certain cities. Each information point is provided with a Call Centre to supply customized information about the city in different languages via fax, email or phone. These tourist offices will sell products and services (such as City Cards, walking tours, sightseeing buses) not only in their sites, but also on their websites. The income that will be gained from these services and products will be used in the financing of the DMO.

Besides, the central government will support the DMOs in annual funding moreover the provinces in the region will provide destination marketing fee transition funding. All Destination Management Organizations will sign transfer payment agreements that hold them accountable to the central government, for how funding is used. They will report the financial developments to the RTA regularly. RTA will have all right to take any steps it deems appropriate if a Destination Management Organization is unable fulfill its responsibilities.

The analysis made in the context of this thesis indicated that, especially in the states, which developed in tourism area, there has been a notable shift in the role of the government in tourism from a public administration model to governance model based on networking, efficiency, investment returns, the active role of the market and intense relations with stakeholders. It is obvious that, Ministry of Culture and Tourism is still the most powerful actor in tourism policy making in Turkey. However, shift in the role of the government in tourism from a public administration model to a corporate, network-based model in order to enable healthy development of tourism sector and in order to harmonize with current administrative developments in the world is a necessary approach for the competition in the tourism market. In this regard establishment of regulatory tourism authority which will coordinate and manage the sector more effectively and as in the case of Barcelona, establishment of DMOs in regional level, believed to enhance the compatibility of the certain destinations of Turkey in the world tourism market.

CHAPTER VII

CONCLUSION

Tourism is an activity, which has economic, social, cultural and environmental consequences both in positive and negative senses. That means tourism can be beneficial in terms of economic development but at the same time it can have negative effects like damaging environment or creating social or cultural problems. In that sense, tourism policy as a general framework to guide tourism development needs to have sustainable character that is long-termed, integrated, participatory, and environmentally, socially, culturally and economically compatible. It is believed that, tourism development in any country depends on the fact that how well tourism planning and policy ensures stakeholders' concerns, and how well it satisfies their needs. Hence, creation of sustainable tourism policy requires intense relations between different levels of administrative structures, local governments as well as participation of more stakeholders to take part in governance networks.

In this regard, conclusions reached in this thesis can be summarized in three headings:

Theoretical Findings:

In this thesis network, governance model is presented as an alternative model in tourism administration for better integration to global economy. Since, it is believed that, in making of tourism policy, network governance model can explain the complexity of the policy arena and the multidimensional nature of tourism sector. Through this model, policy formulation is realized by network relations, rather than traditional political structures, such as political parties and government agencies etc.

So that, it is claimed in this thesis that, the use of networks as a framework for the analysis of tourism planning and policy making enable to analyze better how “policy emerges from a complex web of interactions between a diversity of public and private sector actors and agencies”.³⁵⁷

However, although network governance model, in this thesis, is presumed as an alternative model for tourism administration, there are some significant criticisms in the literature with regard to network governance model that should not be ignored.

The most well known critics to the self-organizing characteristic of network governance are the fact that government determines the conditions and legal framework within which civil society and markets will function. Without the explicit rules and regulations such as property rights market cannot function. Likewise, many groups could not survive without direct and indirect support from the public sector, for example tax exemptions for charities.

Although network governance model can be applicable to many policy areas, practice of the process may change in different countries. For example, some policy issues may require intensive networking process such as tourism while some others more based on governmental actions. As Pierre and Peters mention, “...these networks are composed of other levels of government, or quasi-government actors, so government may not be out of the picture entirely.”³⁵⁸ Similarly in the countries with strong civil society tradition cooperative relation between government and these groups are common practices whereas in countries with top-down bureaucracy tradition such as Turkey, these groups can be regarded with skepticism.

Another criticism to network governance is possibility of incoherence of goals in the network. Networks bring together the actors whose goals may overlap and differ,

³⁵⁷ Meredith Wray, “Policy Communities, Networks and Issue Cycles in Tourism Destination Systems” *Journal of Sustainable Tourism* 17(6) (2009):677.

³⁵⁸ Jon Pierre and Guy Peters, 46.

and if especially the government compete against the parts of network or in the case of network members' attempts to maximize their own benefits instead of public welfare then goal incongruence occurs. So that, harmonization of goals is a significant component of successful relationship.

Another challenge of network governance mentioned in the literature is about inadequate communication within the network. When the service is provided by one organization the information flow can be easier, however in a network governance model based on decentralization and diffusion communication can be more difficult. Governments may keep some information from the network participants for the purpose of confidentiality. In addition, usage of incompatible communication methods by the network participants may cause the poor collaboration. Use of technology like, software, teleconferencing, e-mails etc. enhances the process of networking. Additionally, that network governance involves coordination between levels of government, private sector and NGOs, each of these organizations have their own working methods and if the complexity is high and responsibility of the network is unclear than coordination problem among network partners may occur. Poor performance of any partner or distraction of relationship between network partners may cause fragmented coordination and influence the performance of whole network.³⁵⁹

The other criticism to network governance brought by Koppenjan, he mentions that there is the little attention devoted to power and conflict in network governance. On the contrary, to almost absent attention attributed to conflict and power relations in the networks, too much attention is attributed to consensus and coherence in the networks. Actually, network governance is equalized with the consensus building in order to solve the societal problem or issue of public service. Consensus in a general meaning refers to agreement on norms and values, however more than this; it also refers to share the same ideas on problem formulation, aims and objectives,

³⁵⁹ Goldsmith and Eggers, 49.

solutions and policies, working methods, technologies etc. It is obvious that certain degree of consensus is needed in an network relations however it has some drawbacks, that is

A high degree of consensus may mean that there is no room for deviating perceptions, preferences and interests, no room for innovation, no room for competition and excellence...At the level of policy communities and entire nations, consensus among a majority of the population may lead to the neglect or suppression of the opinions and interests of minorities.³⁶⁰

In process level, excessive consensus may cause the members unwillingness to participate, and sharing knowledge as well. In similar vein, conflict is not necessarily a negative element for network relations. At first sight it may be a barrier for cooperation, and hinder problem solving however it may also have many positive functions such as; conflicts provide the information about the opinions of network partners, it may create alternative solutions, encourage research and information gathering, bring new issues to agenda, enable the rethinking over the priorities etc. Consequently, the concept of consensus and conflict are multidimensional and differs contextually. So that, general acceptance of consensus as the primary condition of the networks can be criticized based on aforementioned discussion.

Another criticism comes from Peters, he mentions that, in the study of network governance there is a tendency to mostly focus on the successful networks, he explains this tendency as those networks, which are unsuccessful, are generally dissolved quickly and not as visible as successful ones in the eye of society. Therefore, there has been a tendency to report positive sides of network governance and dismiss any failures.³⁶¹ Moreover, there is no studies, which compares the network governance arrangements' solutions in a certain policy area with the government's attempt to solve the same issue by means of hierarchy. It should be

³⁶⁰ Joop F. M. Koppenjan, 136.

³⁶¹ B. Guy Peters, 61.

admitted that, this analysis is also the valid for tourism cases, in the literature analysis none of unsuccessful model of network governance in tourism issue is determined, and Turkey is not an exception in this analysis.

On the other hand, the analysis made in this study also shows us there would also be serious obstacles in the reformation of the current tourism administration into a network governance model. One of them is the lack of human resources experienced in network management since managing the networked government is completely different practice than the managing traditional, hierarchical type of bureaucracy, since it requires the different set of capabilities, talents and experience. Managing the network requires the talent of activating, communicating, arranging, integrating, negotiating, risk analysis, mediation, project management etc. Network managers should also have the ability to work across different sector boundaries. It is usually mentioned in the literature that network manager is not a central actor or a director instead; he/she is a mediator or facilitator.³⁶² However the bureaucrats who have aforementioned type of skills are rarely, find in the public sector. Building that type of capacity definitely requires the modern training and recruitment strategies, but above else it requires a cultural transformation that changes the definition of “public employee”. People with network management skills such as big picture thinking, coaching, mediation, negotiation, risk analysis, strategic thinking, team building are still not valued by the governments, job descriptions and training and rewarding system are not arranged in accordance with this understanding.

Consequently, although network governance model, in this thesis, is analyzed as a strong alternative to classical, hierarchical model in tourism administration, the aforementioned discussion shows that, theoretically, there are serious criticisms and obstacles in front of the applicability of this model. In this regard, it is envisaged that, this thesis might widen the horizons for researchers studying on the topic of

³⁶² Erik-Hans Klijn and Jurian Edelenbos, 201.

tourism administration in Turkey, and encourage them to study alternative models for the sound development of Turkish tourism.

Empirical Findings

As it is mentioned throughout this thesis, Turkey's journey in tourism sector is a success story in the world market. Since 1980s, Turkey has gained the ground in the sector. In 1983 bed capacity of the sector was approximately 70.000, in the end of 2013 the bed capacity reached to 1 million.³⁶³ On the other hand, in 2013 Turkey became 6th most visited country with 37,8 million foreign-tourist, and in terms of tourism receipts it gained approximately 29 billion dollar from world tourism market.³⁶⁴ It is believed that sustainability of the tourism sector, as the one of the key areas of Turkish economy, might be possible through the administrative reforms. At this point, question of "why" can come into minds. In the Turkish tourism literature, there are some common criticisms directed to policy making and administrative structure, these criticisms are the starting point for understanding the necessity of making reform.

- The analysis made in this study shows that, as in the case of other policy areas, main weakness of tourism development is its over-centralization. As it was discussed throughout this thesis, Ministry of Culture and Tourism is still the main authority of tourism administration in Turkey in areas such as land planning, certification of the accommodation facilities, marketing of the destinations etc. However "According to the Organization for Economic Cooperation and Development (OECD) Tourism Committee today more governments are creating mechanisms for consultation and/or partnership

³⁶³ "Türkiyenin yatak kapasitesi", <http://www.tursab.org.tr/tr/istatistikler/turistik-tesis-ve-isletmeler/turkiyenin-yatak-kapasitesi-1966-77.html> <accessed on 07.01.2015>

³⁶⁴ "UNWTO Tourism Highlights" <http://mkt.unwto.org/publication/unwto-tourism-highlights-2014-edition> <accessed on 07.01.2015>

with private sector.”³⁶⁵ Because tourism as a dynamic area needs a flexible procedure in addressing sectorial needs.

- Secondly, lack of decentralization and community perspective in policy areas like physical planning of a destination, promotion etc.
- Over-domination of the sector by some sectorial actors like international tour operators, international and local hotel chains, multinational companies etc.
- In addition, most importantly, lack of *stable and regular* coordination and cooperation mechanism or an institutional body in the making of tourism policies is a critical point. Unfortunately, the frequent institutional changes of the status of the Ministry of Tourism as the tourism policy tool for government since 1930s indicates the institutional instability in such a key sector of Turkish economy. Although explained in detail before, we can summarize these changes as below:

Table 15. Changes in the Administrative Status of the Ministry

1934	Tourism Branch under the Ministry of Economy
1940	Tourism Section under the General Directorate of Press of Prime Ministry
1949	General Directorate of Press, Publication and Tourism
1957	Ministry of Press-publication and Tourism
1963	Ministry of Tourism and Promotion
1981	Ministry of Culture and Tourism
1989	Ministry of Tourism
2003	Ministry of Culture and Tourism

³⁶⁵ K. Göymen, 18.

Just like in many other developing countries, it was the state that took the lead in developing Turkish tourism. “In the import substitution period, it chose tourism as one of the industrial key sectors of national economic growth and made it part of five-year development plans.”³⁶⁶ In this regard, state established Ministry of Tourism to conduct the planned tourism growth in the country by determining tourism lands, and growth poles and certifying operations. In similar vein,

To stimulate tourism growth, the central state began to organize tourism business interests by setting up tourism associations at the national and local level....membership of these associations is obligatory...later(some of) these associations became involved in implementing the state’s tourism policy.³⁶⁷

With the global changes in public policy making understanding, after 1990s the Ministry tried to adopt its role to these global changes in public administration such as developing tourism projects in cooperation with private sector and NGO’s in some destinations like Antalya. As mentioned before “Tourism Encouragement Law” of 1982, facilitated the establishment of new collaborations between state, private organizations and NGOs. In 1980s, these collaborative bodies were few in number such as GATAB and BETUYAB however after 1990s number and type of tourism associations in Antalya increased. Indeed, encouragement of local networks in tourism development shows the state’s willingness to devote some of its authorities; creation of “tourism infrastructure service unions” in 2007 in accordance with the global decentralization trends is one example of this willingness. Moreover, as mentioned before, local solutions started to be supported by the central government as in the case of BETUYAB as public private cooperation model and case of GATAB as semi-public association. Although there are heavy criticisms regarding to these associations such as lack of their clear legal basis, corporatist relations between them and bureaucracy and sometimes exclusion of local people from policymaking; institutionalization of such networks shows us the willingness

³⁶⁶ Hilal Erkuş Öztürk and Pieter Terhorst (2012) p.511.

³⁶⁷ Hilal Erkuş Öztürk & pieter Terhorst (2012), p.512.

of the Ministry for making collaboration between the different levels of the state, private sector, nongovernmental organizations, local government associations and corporate company associations.

Currently, Ministry of Culture and Tourism is still the main authority of tourism administration in key areas such as land planning, authorization of investment, certification of the accommodation facilities, promotion etc. However, in last two decades, sectorial growth has reached such a point that today it is impossible to govern the tourism sector from one center. In that, sense since the end of 1990s Ministry tried to adopt its role to the national and global dynamics such as developing tourism projects in cooperation with private sector and NGO's in some destinations like Antalya. Indeed, encouragement of local networks in tourism development shows the state's willingness to devote some of its authorities; creation of "tourism infrastructure service unions" in 2007 in accordance with the global decentralization trends is one example of this willingness. Moreover, local solutions started to be supported by the central government as in the case of BETUYAB as public private cooperation model and case of GATAB as semi-public association.

So that, in spite of highly central structure of Turkish public administration system Ministry in last two decades encourages the participative mechanisms in tourism policy making, in this respect, this thesis claimed that the willingness of ministry in participative tourism policy making and collective actions of sectorial actors can be utilized in creating a new model of policy making in tourism. Since, today, it seems quite difficult to administrate such a complicated sector from a single center, and with hierarchical and classical bureaucratic view.

Policy Findings:

In this regard, this thesis claimed that, in the scope of the major criticisms directed to current tourism administration system, in order to reach the sustainable tourism

policy and to get the top positions in the tourism income and number of visitor rankings in the world; Turkey needs to transform its tourism administration model from centralized, hierarchical model into more decentralized, networking based structure, so as to compete in the world tourism market.

As it is understood from the discussion in this thesis, tourism policy making is not an easy task, since it contains complicated issues. When it is decided to open a certain destination to tourism, policy makers should think many elements together such as; planning the transportation capacity, planning the health capacity, ensuring security of visitors, physical planning etc. Hence, tourism policymaking process is by nature a process of making critical decisions, which will influence the whole stakeholders in one way or another.

For the very reason, it is believed that such a complicated policy making process, requires multi-stakeholder involvement at all levels of planning and policy-making, which means bringing together governments, NGOs, residents, industry and professionals in a network arrangement.

So that, it is proposed in this thesis that, in order to reach the tourism development objectives of the country, and to cope with the local and global challenges and demands in such a complex sector, network governance model can be an appropriate alternative. In this context, the first step of establishing such a network governance model is the separation of Ministry of Culture and Tourism. Law no.4848 on the “Establishment and role and functions of Ministry of Culture and Tourism” will be nullified and functions with regard to Cultural affairs will be transferred to Ministry of Culture and; functions with regard to tourism affairs will be transferred to a new body entitled as “Regulatory Tourism Authority” with the staff and estate and assets of the tourism related general directorates of the Ministry.

This autonomous regulatory body mainly will provide coordination and cooperation among the sectorial actors. Such an authority will be autonomous from political pressures, and will be equipped with the authority of giving permissions, license, making regulations in the concerned sector through legal arrangements and will be more flexible in order to respond quickly to the changes in the operation of the market.

On the other hand, it is believed that, local, decentralized perspective is as important as establishment of regulatory authority in the sector. Institutionalization of networks especially on the local base if they are strong enough, trigger the tourism development in the regional base. So that, the second step is, decentralization of policy implementation, in that sense establishment of “destination management organizations” in the regional level is proposed in this thesis. The proposed DMOs will work regionally and collaborate with other tourism institutions to unveil the tourism potential of the region and to contribute the economic development of their regions.

Concluding Remarks

It is obvious that, there is no single set of best practices in tourism administration that is adopted worldwide and each government may develop a unique administrative model that best meets the circumstances of its own tourism sector. However, it is presumed in this thesis that, application of network governance model in tourism administration might bring positive results and enable the sustainability of the tourism sector. Concerning the Turkey’s situation in tourism and based on the analysis made in this thesis, it is believed that current tourism policy making system based on central, heavy bureaucracy cannot cope with the needs of an expanding tourism sector, whose operational capacity and size is evolved over the past two decades.

Moreover, today, in Turkey, the respective roles, responsibilities and division of work between the tourism related public institutions are unclear and confusing for both local communities and investors. In this regard, government should consider combining functions of different related authorities under the autonomous regulatory body, taking over the regulatory role. In addition, it should consider giving more authority to the local networks through the establishment of regional destination management organizations, both in making of tourism policies and implementation of them, since local and/or regional administrations are more efficient in unveiling the tourism potential of their own destination than central government.

Reformation of current tourism administration model of Turkey to the model that encourages participative decision making, collaboration and cooperation of all stakeholders, believed to increase the chances of success in world tourism market and much more importantly sustainability of the tourism sector in the country.

In this regard, it is hoped that, this thesis might provide new perspectives for the researchers studying on Turkish tourism administration area, and the literature on this specific issue will be enhanced through new studies for the future of Turkish tourism.

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APPENDICES

A. CURRICULUM VITAE

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Degree	Institution	Year of Graduation
MS	METU Eurasian Studies	2004
BS	METU Sociology	2000
High School	Ankara Kocatepe Mimar Kemal High School	1995

WORK EXPERIENCE

Year	Place	Enrollment
2006-Present	Ministry of Culture and Tourism	Culture and Tourism Expert
2001-2006	Ministry of Culture	Interpreter

FOREIGN LANGUAGES

Advanced English, Basic German and Russian

COURSES AND CERTIFICATES

Ankara University European Communities Research and Implementation Centre (ATAUM) Basic Training Programme on European Union and International Relations (2004)

Restructuration Process on Public Administration-Case of Gearmany - Germany/Augsburg-EU Leonardo da Vinci-Lifelong Learning Programme (2008)

Ankara University European Communities Research and Implementation Centre (ATAUM) Advanced Training Programme on European Union and International Relations (2009)

Ankara University European Communities Research and Implementation Centre (ATAUM) Certificate Programme on EU Negotiation Techniques and Communication Skills (2011)

Turkey Middle East Public Administration Centre (TODAİE), Certificate Programme on EU Project Cycle Management (2011)

WYG Turkey, Certificate Programme on Preparation of Terms of Reference for Service Contracts, on EU Standarts (2011)

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B. TURKISH SUMMARY

20. yy.'ın sonlarından itibaren tüm Dünyada yaşanan hızlı deęişim süreci geleneksel yönetim anlayışında ve klasik bürokratik yapılanmalarda da köklü bir yeniden yapılanmayı gündeme getirmiştir. 1929 Dünya Ekonomik Bunalımı ile birlikte ortaya çıkan refah devleti kavramı ve Keynesyen politikalar, zaman içerisinde dinamizmini yitirmiş, örgütsel, yapısal yenilenmesini sağlayamayarak, tutucu, kalıplaşmış, hantal bir yapıya bürünmüş ve fonksiyonlarını etkili ve verimli bir şekilde yerine getirememeye başlamıştır. Nihayetinde 1973 Petrol Kriziyle birlikte refah devleti kavramı ciddi biçimde sorgulanmaya başlamıştır. Bu çerçevede pek çok ülke kamu yönetimi alanında 1980'li yıllardan sonra reform yapma gereğini duymuştur.

1990'lı yıllarda ise temel arayış; devletin faaliyet alanına ilişkin sınırların çizilmesi ve devlet mekanizmasının nasıl daha etkin ve verimli kılınabileceği sorunu olmuştur. Bu dönemde özellikle küreselleşme söylemleri ile birlikte her düzeydeki yönetim aygıtı gibi ulus-devlet de demokratikleşme, yerelleşme, saydamlık, katılım, esneklik, hesap verilebilirlik gibi güçlü eğilimlerin yoğun baskısı altında yeniden şekillenmeye zorlanmıştır. Bu kapsamda 90'lı yıllar yönetim kavramının ortaya çıktığı yıllar olarak tanımlanabilir. Yönetişim terim olarak ilk kez Kuzey Avrupa'da, ardından da bütün dünyada kullanılmaya başlanmıştır. Terimin kökeni 16. yüzyıla kadar götürülebilmekle beraber, 17. yüzyılda Fransa'da hükümeti sivil toplumla uzlaştırmaya ya da kombine etmeye çalışan bir yaklaşımdan esinlendiği düşünülmektedir. Terimin olgunlaşması ise İngiltere'de klâsik Westminster modeline meydan okuma şeklinde olmuştur. Bilindiği üzere klasik modelde, parlamento üstünlüğü, güçlü kabine hükümeti sistemi ve hâkim unsur bakanlıkların sorumluluğu çerçevesinde devletin yönetilmesidir. Yönetişim ise bu klâsik yapılanmaya karşı çıkmakta ve mevcut sorunları bu yapının olumsuzluklarına bağlamaktadır.

Yönetim ve yönetişim kavramları arasındaki tarihsel sürece dayalı genel bir karşılaştırma yapılacak olursa; 21. yy.ın yönetişim anlayışının, 20. yy.ın yönetim anlayışını oldukça kapsamlı bir değişime uğrattığı söylenebilir. Bu yeni anlayışla, önceden belirlenen bir ortak amacı gerçekleştirmek için, tek özneli, merkezi, hiyerarşik bir iş bölümü içinde karar alan değil çok aktörlü, yerel, ağsal ilişkiler içinde iletişimsel bir rasyonellik anlayışı içinde, kendisi yapmaktan çok toplumdaki aktörleri yapabilir kılan, yönlendiren, kaynakların yönlendirilmesini kolaylaştıran yönetişim anlayışına geçilmektedir. Nitekim yönetişim yaklaşımının en önemli isimlerinden biri olan Rhodes, yönetimi “devlet merkezli bir anlayışı yansıtır” olarak nitelendirmekte bu nedenle de yönetişimi bundan daha kapsamlı olarak görüp “bir dizi aktörün, sürecin ve merkezi yönetimin birincil olmaktan çıkarak diğer aktörlerle görece eşit olduğu bir durumu” tanımladığını belirtmektedir.

Kamu yönetimi disiplininde aynı zamanda bir *paradigmatik dönüşümü* yansıtan yönetişim fikri, Osborne ve Gaebler’in 1993 tarihli ünlü çalışmalarında “kürek çeken değil dümen tutan devlet” sloganıyla gündeme gelmiş ve pasif tüketiciliği içermeyen katılımcı vatandaşlık anlayışı ile şekillenmiştir. Daha sonraki dönemlerde, tüm dünyada; karşılıklı bağımlılıkların artması, bilgi toplumunun artan ihtiyaçlarını karşılamak, vatandaş politikası oluşturma sürecine dâhil etmek, devlette daha fazla şeffaflık ve hesap verebilirlik gibi nedenlerden dolayı yönetişim düşüncesi hızlı bir şekilde yayılmaya başlamıştır.

Literatürde genel olarak yönetişim; bir ülkenin ekonomik faaliyetlerini ve diğer ekonomilerle olan ilişkilerini etkileyen süreçleri içeren, *iktisadi yönetişim*, politika oluşturmadaki karar süreçlerini ortaya koyan *siyasi yönetişim* ve politika uygulama sistemini içeren *idari yönetişim* şeklinde üçe ayrılmaktadır. Ayrıca, yönetişim için; mekân ölçeğine göre *uluslar üstü*, *ulusal* ve *yerel ölçek* olmak üzere üçlü bir sınıflandırma da yapılabilmektedir.

Yönetişim kavramının hızla artan popülaritesi sürecinde Dünya Bankası (DB) ve Birleşmiş Milletler (BM) gibi kuruluşların katkısı yadsınamaz. Yönetişim kavramı bugünkü anlamıyla ilk kez 1989’da Dünya Bankası’nın Afrika için hazırladığı bir raporla³⁶⁸ literatüre girmiştir. DB ilerleyen yıllarda da kavramı geliştirmeye devam etmiştir. DB yönetim kavramını kalkınma sorunuyla nedensellik ilişkisi çerçevesinde incelemiş ve kalkınmanın, bu bölümde detaylı olarak incelenecek olan, “*iyi yönetim*” ile mümkün olabileceği sonucuna varmıştır. Kavramın geliştirilmesinde DB’yi İktisadi İşbirliği ve Kalkınma Örgütü (OECD) ve Birleşmiş Milletler (BM) izlemiştir.

Tüm bu gelişmeler sonucunda, “yeniden tanımlanan devlet kavramının toplumdaki işlevi ne olmalıdır” konusu günümüzün en önemli sorunlarından birisi haline gelmiştir. 2000’li yıllara gelindiğinde artık, devletin üstün olduğu bir refah devleti anlayışından, devletin özel sektör ve sivil toplum kuruluşlarıyla birlikte merkezde olduğu yeni bir devlet anlayışına doğru değişim yaşanmakta kamu sektörü, özel sektör ve sivil toplum arasındaki sınırların geçirgenliği gittikçe artmaktadır. 2000’li yılların başından itibaren *ağ yönetimi* kavramı kamu siyasalarının oluşturulmasında sıklıkla bahsedilmeye başlayan bir kavram haline gelmiştir. Kavramın özü, gittikçe karmaşıklaşan toplumlarda devletlerin tek başına siyasa oluşturmakta yetersiz kalacağı ve bu sebeple ilgili birçok aktörün kamu siyasası sürecinde daha geniş bir etki alanı talep etmesine dayanmaktadır. Bu süreci açıklamada kullanılan ağ kavramı ise, çoğulcu yönetim formları olarak ifade edilebilir. Bu nedenle ağ yönetimi yaklaşımında siyasalar ağlar içinde pazarlık, etkileşim, müzakere gibi siyasa araçları kullanılarak yapılmaktadır.³⁶⁹

³⁶⁸World Bank, “From Crisis to Sustainable Growth: A Long Term Perspective Study”Washington: World Bank, 1989, s.60.

³⁶⁹ Ömür KURT, “Küreselleşme Sürecinde Kamu Siyasası Sürecine Katılım:Ağ Yönetimi Yaklaşımı”, p.83-85.[http://iibfdergisi.ksu.edu.tr/Imagesimages/files/8\(3\).PDF](http://iibfdergisi.ksu.edu.tr/Imagesimages/files/8(3).PDF), <accessed on 12.01.2015>

Bu yeni modelde klasik kamu yönetimi anlayışında pek de yeri olmayan, devlet, özel sektör ve sivil toplum örgütleri ve yarı resmi kuruluşlar gibi çok değişik ve farklı aktörler bir araya gelerek kamu hizmeti sunumunda birlikte rol alabilirler. Ağ yönetişimi modelinde hiyerarşik ilişki yerine heterarşik ilişki vurgulanmaktadır. Bu çerçevede heterarşi; karşılıklı ilişki ve bağımlılık halindeki faaliyetlerin eşgüdümünü ve kendi kendini organize eden kişiler arası ağları, örgütler arası eşgüdümü ve sistemler arası döngüyü içermektedir. Ağ yönetişim modeli kolektif eylemi öngördüğü için modelde rol alan örgütler, diğer organizasyonlara bağımlıdır. Bu örgütler hedeflerine ulaşabilmek için karşılıklı kaynak alışverişine girerler çünkü süreçteki hiçbir örgüt sorunları tek başına çözecek bilgi ve kaynak kapasitesine sahip değildir.

Bu değişim devletin üretmekte olduğu tüm politika alanlarında da belirgin biçimde göze çarpmaktadır. Bu tezin ana teması olan turizm politikalarının oluşturulması ve karar alma süreçleri de söz konusu değişimden kendine düşen payı almıştır.³⁷⁰

Turizm kelimesi Latince’de, dönmek, etrafını dolaşmak, geri dönmek anlamına gelen “tornus” kökünden üretilmiştir. Turizmin tarihi insanlığın tarihiyle başlamakta ve teknolojinin gelişmesiyle birlikte turizm faaliyeti giderek kolaylaşmakta ve daha çok insanı kapsamaktadır. Bu kapsamda, kitle turizmi taşıma araçları gelişip, taşımacılık ucuzlayınca insanların kitleler halinde yer değiştirmeleri sonucu ortaya çıkmış ve ilk paket tur 1841’de Thomas Cook tarafından düzenlenmiştir. Ancak turist ve turizm kelimelerinin resmen kullanılması 1937 yılında Milletler Cemiyeti tarafından, yaşadığı yeri yirmi dört saatten fazla bir süre için terk eden kişiler için kullanılmıştır.³⁷¹

³⁷⁰ Gökhan Kalağan, “1980 Sonrası Geleneksel Bürokratik Yönetim Paradigmasında Değişim ve Yönetimsel - Siyasal Yeniden Yapılanma Arayışları”, edergi.sdu.edu.tr/index.php/sduvd/article/view/1364/1451 s.93, <accessed on 17.11.2009>

³⁷¹ A.Tunç and F. Saç, *Genel Turizm*, Ankara: Detay Yayıncılık. 1998, s.14.

1963 yılında Birleşmiş Milletlerin Roma’da düzenlediği, “Turizm ve Seyahat Konferansı”nda turist ve günübirlikçiler kavramı ortaya çıkmış ve “turistler”, ziyaret ettikleri ülkede asgari yirmi dört saat kalan, ziyaret amacı, boş zaman değerlendirme, iş, ailevi, diplomatik nedenler, toplantı ve benzeri amaçlarla geçici ziyaretçiler olarak; “günübirlikçiler” ise ziyaret edilen ülkede yirmi dört saatten az kalan geçici ziyaretçiler olarak tanımlanmıştır.³⁷²

Günümüzde turizm, yarattığı ekonomik, sosyal, kültürel ve politik etkiler ile günümüzde giderek önem kazanmaya başlayan bir alana dönüşmeye başlamıştır. Bu durum uluslararası turizm hareketinden pay alabilmek amacıyla ülkelerin turizme verdiği önemin artırmasına neden olmuştur. Turizm, uluslararası ölçekte geniş istihdam olanakları yaratan bir sektör olarak ve dünyada yaklaşık 300 milyon insanı istihdam etmektedir. Başka bir ifadeyle; dünyada her 16 çalışandan biri turizm sektöründedir ve tüm uluslararası sermaye yatırımlarının yaklaşık %7’si turizm alanına yapılmaktadır.³⁷³ Ayrıca, turizm dünyanın en hızla gelişen endüstrisi ve ekonomik büyümenin en önemli bileşenlerinden biridir. Dünya Turizm Örgütü verilerine göre, 1950 yılından bu yana turizm hareketleri her yıl ortalama %7 oranında artış göstermektedir.³⁷⁴

Devletin turizm alanına ilgisi 2. Dünya Savaşı sonrası başlamıştır. Bu yıllarda uluslararası turizm, teknolojik yenilikler havayolu ulaşımındaki gelişmeler neticesinde hızla gelişmeye başlamıştır. Zamanla devletler uluslararası turizmin savaş sonrası ekonomik problemleri çözmekte ne kadar etkin olduğunu fark etmişlerdir. Böylelikle devletler turizmden elde edilecek olan ekonomik gelirlerin artırılması amacıyla turizm konusuna büyük önem vermeye başlamışlardır. Zamanla kimi ülkeler turizm gelirlerini artırmak amaçlı olarak tanıtım kampanyaları, vize

³⁷² A.Tunç ve F. Saç, 14.

³⁷³ Gözde Emekli, “Avrupa Birliği’nde Turizm Politikaları ve Türkiye’de Kültürel Turizm”, *Ege Coğrafya Dergisi*, 14, (2005):101.

³⁷⁴ “Historical perspective of world tourism” <http://www.unwto.org/facts/eng/historical.htm>, Erişim Tarihi: 10.12.2009.

kolaylıkları, sınır geçişlerinin kolaylaştırılması, vergi iadesi gibi uygulamalarla kendi ülkelerinin turizm gelirlerini artırmayı amaçlamışlardır.³⁷⁵

Turizmin yatırımları geliştiren, gelir yaratan, döviz sağlayan, istihdam olanakları yaratan nitelikleri, pek çok ülkenin bu ekonomik olay üzerinde yoğunlaşmasına neden olmuştur. Özellikle Türkiye gibi gelişmekte olan ülkelerin karşılaştıkları ekonomik sorunların ve darboğazların aşılmasında, turizmin yarattığı dinamik ekonomik etkiler, turizme daha çok önem verilmesine neden olmuştur.

Turizm politikaları en genel manasıyla iç ve dış turizmin geliştirilmesi ve sağladığı faydalardan tam anlamıyla yararlanılabilmesi için kamu yönetiminin turizm alanında aldığı önlem ve müdahalenin tümü şeklinde tanımlanabilir. Tıpkı diğer siyasa alanları gibi hükümetin turizm politikaları alanındaki tutumu da bu alandaki amaçlar ve beklentiler çerçevesinde şekillenmektedir. Turizm politikaları alanına yapılan müdahalelerde hükümetler genel olarak, ekonomik faydayı ya da ölçsüz gelişmelerin ulusal kaynaklar (sosyal, kültürel, çevre vs.) üzerinde yaratacağı zararların azaltılmasını hedeflemektedirler.³⁷⁶

Ekonomi politikalarına benzer biçimde turizm politikaları da ülkedeki siyasi rejimin, ekonomik sistemin ve turizm endüstrisinden beklentilerin bir yansıması olarak tezahür eder. Bu nedenle de hükümetlerin turizm politikaları her ülke için farklılaşmaktadır. Ancak genel olarak turizm politikaları turizmin ülke için faydalarını en optimum seviyeye çıkarmaya ve ulusal kaynakları korumaya odaklanmıştır.

Temel amaçlarda benzerlikler bulunmasına rağmen, her ülkenin turizm politikalarını etkileyen bazı özel faktörler bulunmaktadır. Bu farklılıklar ekonominin mevcut

³⁷⁵ OECD, "Tourism Policy and International Tourism in OECD Countries", Paris: OECD Publication, 1993, s. 13.

³⁷⁶ R. W. McIntosh and S. Gupta, *Tourism Principles, Practices, Philosophies*, (Ohio:Grid Publishing, 1980), p.184-188.

durumu ve her ülkedeki turizm potansiyeline göre deęişkenlik göstermektedir. Bu nedenle her ülke için en iyi sonucu verecek tek bir turizm politikasının olması mümkün deęildir. Turizm politikalarının belirlenmesinde etkili olabilecek çeşitli unsurlar řu şekilde özetlenebilir:³⁷⁷

Ekonomi politikalarının bir parçası olarak da düşünölebilecek olan turizm politikaları ölkelerin *iktisadi sistemlerinden* bağımsız olarak düşünölemez. Örneęin sosyalist ekonomi politikalarının uygulandıęı ölkelerde turizm politikaları devlet kontrolünde ve devletin sahip olduęu tesisler üzerinden sürdürölmektedir. Ancak pazar odaklı liberal ekonominin temel alındıęı sistemlerde turizm politikaları özel işlemler bazında sürdürölmektedir.

Dięer yandan hükümetlerin turizme olan ilgisini ve devamında müdahalesini de artıran bir dięer faktör ölkenin *turizm kaynakları potansiyelidir*. Potansiyelin yüksek olduęu ve bu potansiyelden kaynaklanan ekonomik getirinin yüksek olduęu durumlarda hükümetlerin turizm sektörüne ilgisi artış gösterir. Turizm politikaları ne kadar potansiyele sahip olunduęu ve bu potansiyelden ne ölçüde yararlanıldıęına göre belirlenir. Örneęin eęer turizm potansiyelinin büyük bir kısmı zaten kullanılmakta ise strateji gelen turist sayısını artırmaktan ziyade gelen turistin yapacaęı harcamayı artırmak yönünde belirlenir.

Turizm politikalarının belirlenmesinde bir dięer etkin unsur ölkenin *ekonomik ve endüstriyel kalkınmışlık düzeyi* ve öлке ekonomisinin turizm sektörüne bağımlılık düzeyidir. Kimi ölkelerde turizm sektörü GSMH'nın büyük bir kısmını oluşturmaktadır. Bu sebeple bu ölkelerde hükümetlerin turizm sektörüne müdahalesi çok daha yoęundur.

Ölkenin politik ve ekonomik sistemi dışında turizm politikaları *uluslararası anlaşmalar* ve buna benzer yasal düzenlemelerden de etkilenirler. Örneęin,

³⁷⁷ R. W. McIntosh and S. Gupta, a.g.e., s.181-184.

Birleşmiş Milletler üye devletlere seyahat özgürlüğünü kısıtlayan her türlü engelin kaldırılmasını talep etmektedir. Aynı şekilde Avrupa bütünleşmesi çerçevesinde Avrupa Birliği'ne üye ülkelerde tüm sınırların kaldırılması başlı başına turizm aktivitesini canlandıran bağlayıcı bir önlem olarak göze çarpmaktadır.³⁷⁸

Kamu yönetiminin turizm politikalarının belirlenmesinde rol almasının gerekli olup olmadığına ya da ne derecede etkin olması gerektiğine ilişkin tartışmalara da literatürde sıklıkla rastlanmaktadır. Mill ve Morisson turizm politikalarının oluşturulması ve uygulanmasında aktif olarak yer alan devletlerin genellikle aşağıdaki fonksiyonları yerine getirmekte olduklarını belirtir:³⁷⁹

- *Koordinasyon:* Koordinasyon, devletin turizm sektöründe var olma sebeplerinden biridir. Turizm politikasının başarı şartlarından biri politika yapıcı durumda olan kamu yönetimi ile sektör arasında etkin bir diyalogun sağlanmasıdır. Turizmin, doğal kaynaklar, işletmeler, hizmetler, ulaşım, pazarlama gibi alanları olan çok boyutlu bir sektör olması farklı sektörlerin birbirleriyle ilişkide olmasını gerektirmesi, kamu yönetiminin düzenlemesi ve koordinesini gerekli kılmaktadır. Bu sebeple kamu idaresi, özel sektör ve sivil toplum arasında koordinasyon sağlanması turizm politikalarının etkin biçimde uygulanabilmesini sağlayacaktır.
- *Planlama:* Planlama, devletin turizm sektöründe var olma sebeplerinden bir diğeri olarak kabul edilmektedir. Hükümetler turizm planları hazırlamak ve uygulamak suretiyle, hangi sektörlerin geliştirileceğini, sektörde öngörülen büyüme oranlarını ve sektörün gelişimi için ihtiyaç duyulan sermayeyi belirlemektedirler. Devletin politikaların belirlenmesi sürecine aktif katılımını öngörenler turizm sektöründe uzun vadeli planlamanın stratejik

³⁷⁸ Turizm, Birlik içinde devletlerin yakınlaşması ve karşılıklı anlayışın artırılması açısından önemli bir araç olarak kabul edilmektedir. Bütünleşme çerçevesinde üye devletlerin turizm işletmelerinin sınıflandırılması, kanun ve yönetmelikler, çevre, tüketicinin korunması gibi konularda aynı standartlara sahip olması gerekmektedir. Buna ek olarak topluluk "Turizm Eylem Planı" (Green Paper on Tourism) hazırlayarak üye ülkelerin buna uymasını beklenmektedir.

³⁷⁹ R. C. Mill & A. M. Morrison, p.255.

önemde olduğunu düşünmekte ve devletin bu sürece dâhil olmasının son derece gerekli olduğunu ifade etmektedirler.

- *Yasa Koyucu:* Turizm politikalarının oluşturulmasında devletin bir diğer önemli rolü devletin geleneksel fonksiyonu olan düzenleyici, yasa koyucu rolüdür. Turizm sektörü ile ilgisi olan alanlarda yasal düzenlemeler yapılması gerekliliği, kamu yönetiminin turizm politikalarının üretimine dâhil olmasını zorunlu kılan bir sebep olarak görülmektedir.
- *Girişimci:* Devletin turizm sektöründeki bir diğer rolü girişimci rolüdür. Özellikle, gelişmekte olan ülkelerde özel sektörün ve girişimciliğin yeterince gelişmemiş olması kamu yönetiminin sektörde aktif bir rol oynamasını zorunlu kılmaktadır. Turizmin yeni gelişim gösterdiği ülkelerde büyük yatırım sermayesi gerektiren alt yapı ihtiyacı, devlet desteği ve yardımını zorunlu kılmaktadır. Ayrıca bu ülkelerde devlet turizmin gelişim sağlaması için öncü rol üstlenip, otel, havayolu şirketi gibi turistik tesisler işletebilir ve yatırımcıları bu alana yönlendirmek adına vergi oranlarının azaltılması, düşük faiz oranları gibi mali teşvikler geliştirebilir.
- *Çevrenin Korunması:* Devletin turizm sektöründeki bir başka rolü ise çevrenin korunmasıdır. Turizm aslında bir bölgenin doğal, tarihi ve kültürel mirasının pazarlanması eylemidir. Bu nedenle de fiziki ve kültürel çevreye zarar verme potansiyeline sahiptir. Bu sebeple turizm politikalarının oluşturulmasında devletin müdahil olması çevrenin korunması anlamında gerekli görülmektedir.
- Tüm bu fonksiyonlara ek olarak, tanıtma ve reklam konusunda destek, global konjonktüre bağlı değişimlerden kaynaklı oluşabilecek sektörel finansal kayıplar, sosyal turizmin geliştirilmesi gibi nedenlerle devletin turizm alanına müdahalesi gerekli görülmektedir.

Devletin turizm politikalarının belirlenmesindeki rolünün sorgulanmasına ek olarak, devletin turizm politikalarına müdahale düzeyi de tartışılmakta olan bir diğer önemli husustur. Genel olarak devletlerin turizm sektörüne bakışı ülkenin siyasal, ekonomik

ve hukuki yapısına göre deęişiklik göstermektedir. Turizm sektörüne önem verilen ülkelerde devletin turizm politikalarına müdahale seviyesinin daha yüksek olduęu görülmektedir.

Bu noktada, turizm politikalarını hazırlayan ve geliştiren ulusal düzeydeki turizm idare birimi büyük önem kazanmaktadır. Turizm politikaları, literatürde NTO (National Tourism Organizations) şeklinde ifade edilen “Ulusal Turizm Örgütleri”nce hazırlanmakta ve uygulanmaktadır. Ancak bu örgütlerin örgütsel yapısı, rolü ve fonksiyonu her ülkede farklılık göstermektedir. Mill ve Morisson dünya genelinde 3 tip ulusal turizm örgütünün varlığından bahsetmektedir.³⁸⁰

Bunlardan *ilki* merkezi hükümetin bir organı olarak yapılandırılmış olan turizm örgütleridir. Bu yapılar Türkiye örneğinde olduęu gibi bağımsız bakanlık; ya da Meksika örneğinde olduęu gibi Turizm Genel Sekreterliği; ya da başka bir bakanlığa baęlı olarak çalışan bir turizm ofisi şeklinde olabilir. *İkinci tip* ulusal turizm örgütü ise yarı özel nitelikli bütçesinin bir kısmı hükümet tarafından finanse edilen şirket, kurul ya da benzeri bir örgütlenme biçimidir, Hong Kong Turizm Birliği, İrlanda Turizm Kurulu ya da İngiltere Turizm İdaresi bu tip örgütlenmeye örnek olarak gösterilebilir. Bu tip bir turizm örgütlenmesinin en önemli avantajı ise ilk modele göre daha esnek bir yapıda olması ve böylelikle turizm politikalarının belirlenmesinde özel sektör koşullarının daha fazla dikkate alınabilmesidir. *Üçüncü tip* turizm örgütlenmesi ise bağımsız, özel kuruluşlardır. Bu kuruluşlar hükümet dışı bir görüntü çizmekle beraber, tıpkı Japonya Turizm Birliği örneğinde olduęu gibi dolaylı yollardan hükümet tarafından mali olarak desteklenebilmektedirler.³⁸¹

Dięer yandan turizm örgütlerinin rolü ve fonksiyonu her bir ülke için, hükümetlerin turizme vermiş olduęu önem doğrultusunda da deęişim göstermektedir. Genellikle liberal kapitalist ekonomilerde turizm politikalarının oluşturulması ve

³⁸⁰ R. C. Mill & A. M. Morrison, a.g.e., s. 251-252.

³⁸¹ R. C. Mill & A. M. Morrison, a.g.e., s.252.

uygulanmasında ulusal turizm örgütlerinin rolü daha sınırlıdır ve daha çok düzenleyici, yasa koyucu ve danışma organı olarak kabul edilmektedirler. Ancak eski Sovyet rejimleri gibi kapalı ekonomik sistemlerde, hükümetlerin turizm politikası oluşturulmasında doğrudan etkin oldukları, hatta turizm işletmesine sahip olabildikleri de görülmektedir. Nitekim 1980’li yıllar sonrasında Türkiye’nin turizm politikalarında da ekonomik sistemdeki değişime paralel olarak önemli farklılıklar oluşmaya başlamıştır.

Bu çerçevede, Birleşmiş Milletler Dünya Turizm Örgütü (BMDTÖ) ve Ekonomik İşbirliği ve Kalkınma Örgütü (OECD) tarafından gerçekleştirilen çalışmalarda turizm politikalarının belirlenmesi sürecine devletlerin müdahalesinin 4 aşaması olduğu tespit edilmiştir. *İlk aşamada* ulusal turizm örgütleri her tür turizm faaliyeti ile ilgili oldukça geniş kapsamlı sorumluluğa sahiptir. Bu bağlamda, ulusal turizm örgütleri tanıtma, pazarlama ve planlama stratejilerini hazırlamak dışında bunların uygulanmasından da sorumludur. *İkinci aşamada* ulusal turizm örgütlerinin rolü teşvik sağlayıcı olarak değişir, *üçüncü aşamada* devletin sadece ülkenin uluslararası turizm pazarından aldığı payın ve tüketicilerin korunması konusunda sorumluluğu vardır. *Son aşamada* ise devlet turizmin gelişmesi için taraflar arasında sadece koordinatör rolü üstlenir, öncü olmak ve özel sektörün girmediği boş alanları doldurmak yerine teknik destek sağlayıcı konumundadır. Bu aşamalar kesin sınırlar ile birbirinden ayrılmaz, bunların hepsi aynı anda bir arada da bulunabilmektedir.³⁸² Göymen’e göre, günümüzde pek çok ulusal turizm örgütü yetkilerinin büyük bölümünü özel sektör, STK ve yerel yönetimlere devretmekte ve böylelikle turizm politikalarının üretimi merkezilikten uzaklaşmaktadır.

Bu çerçevede, dünyada giderek artmakta olan liberal ekonomik politika eğilimleri ve yeni-sağ politikalar neticesinde, pek çok ülke ulusal turizm politikalarının oluşturulmasındaki karar süreçlerini ve bu politikaların finansmanında devletin rolünü tartışmaya başlamıştır. Özelleştirme ve kamu-özel ortaklığı gibi uygulamalar

³⁸² Korel Göymen, 1997, s. 19.

hükümetlerin turizm alanındaki varlığının azalmasını sağlayan önemli gelişmelerdir. Bu kapsamda günümüzde pazar odaklı ve ağırlıklı olarak kamu-özel sektör ortaklığında yürütülen ulusal turizm örgütleri ya da yapılanmalarına yönelik bir eğilim göze çarpmaktadır.

1990'lı yılların ortalarından itibaren ulusal turizm yönetiminde devletlerin rolü, Dünya Turizm Örgütü, Ekonomik İşbirliği ve Kalkınma Örgütü (OECD) gibi uluslararası kuruluşlarca da sorgulanmaya başlanmış ve bu konuda çeşitli ülke örneklerini içeren çalışmalar gerçekleştirilmiştir.

OECD tarafından 1991 tarihinde gerçekleştirilen bir çalışmada kimi ülkelerdeki ulusal turizm örgütlerinin rolleri incelenmiştir. Bu kapsamda örneğin, *İsveç'de* 1991 yılından itibaren turizm alanında özelleştirme politikası izlenmiş ve tıpkı diğer sektörler gibi turizm sektöründe de devletin rolü sektörün işleyişi için uygun koşulları sağlamakla sınırlandırılmıştır. Ancak ülkenin uluslararası arenada tanıtımı konusu genel kamu yararı kapsamında değerlendirildiğinden tanıtma konusunda devlet özel sektöre finansman desteği sağlamaya devam etmiştir. Liberal ekonominin beşiği sayılan *Birleşik Devletler'de* ise turizm alanından sorumlu otorite olan Birleşik Devletler Seyahat ve Turizm İdaresi'nin başlıca fonksiyonu 50 eyalette eyalet yöneticilerini ve turizm sektörünü sürdürülebilir turizm, turistik ürün, turizm pazarlaması gibi alanlarda eğitmektir. Eyaletler turizm politikalarının belirlenmesinde ve finansmanı konusunda özerk yapıya sahip olup merkezi hükümetten destek almazlar.

Özetle, globalleşme süreci ile birlikte ortaya çıkan siyasa oluşturma yaklaşımlarına paralel olarak ulusal turizm yönetiminde de kamu-özel sektör-sivil toplum ortaklıkları ve karar alma süreçlerinde yatay örgütlenme modelleri literatürde sıkça tartışılmaya başlanmıştır. Bu yaklaşımda turizm sektörü karmaşık ve disiplinler arası bir alan olarak kabul edilmekte ve bu nedenle ulusal turizm örgütlerinin turizm politikalarının oluşturulmasında ilgili diğer kamusal organlar, bölgesel ve yerel

idareler, özel sektör ve sivil toplum örgütleri ile işbirliği içinde çalışması önem kazanmaktadır

Bu tartışmalar ışığında 21. yüzyılda hızla değişen yönetim modelleri, uluslararası ve uluslar üstü örgütlenmeler, değişen turizm talepleri, teknolojik gelişmeler gibi nedenlerle Türkiye de turizm alanındaki ulusal örgütlenme yapısını ve karar alma süreçlerini gözden geçirmek zorunda olup; sektördeki devlet-özel-sivil toplum dengesini ve işbölümünü yeniden değerlendirmelidir.

Tam da bu noktada, bu tezdeki temel kaygı, bir kamu siyasa alanı olarak turizm politikalarının belirlenmesi sürecinde ağ yönetişimi modelinin kullanılıp kullanılmayacağını analiz etmek ve Türkiye bağlamında turizm politikalarının belirlenmesinde bu yaklaşımın nasıl kullanılabileceğini ve bunun idari yapılanmaya olası yansımalarını tartışmaktır.

Dünya turizmindeki büyümeye paralel biçimde 1980 sonrasında Türk turizmi de hatırı sayılır biçimde büyüme göstermiştir. Türkiye 2013 rakamlarıyla 37 milyon ziyaretçi ile dünyanın en çok ziyaretçi alan 6. ülkesi ve 28 milyar dolar gelire turizmden en çok gelir elde eden 11. ülkesidir.

Bu tezde Türkiye’de turizm endüstrisinin gelişimi dört aşamada incelenmiştir. İlk dönem 1923’den 1950 ye kadar olan süreci içermektedir. Bu dönemde turizmin ülke için önemi tam kavranamamış ve hükümet politikalarına yansımamıştır. Ancak bu dönemde kamu yönetiminin turizm sektörü ile olan ilişkisi başlamış ve 1934 yılında İktisat Bakanlığı içinde bir Turizm Bürosu kurulmuştur. 1939 yılında ise Ticaret Bakanlığı bünyesinde bir Turizm Müdürlüğü oluşturulmuştur.³⁸³ Bu müdürlük daha sonra turizmin tanıtımla ilişkisi de göz önünde bulundurularak Başbakanlığa bağlı olarak kurulan Basın Yayın Genel Müdürlüğü’ne devredilmiştir(1943). 1949 yılında

³⁸³Korel Göymen, 1997, s. 22.

ise bu Genel Müdürlüğün ismi Basın Yayın ve Turizm Genel Müdürlüğü olarak değiştirilmiş ve bu Genel Müdürlüğün altında Turizm Dairesi oluşturulmuştur.

İkinci dönem ise 1950-1980 yılları arasındaki süreci kapsamaktadır. Bu dönemde turizmin ülke ekonomisi için ne denli önemli olduğu anlaşılmaya başlanmış ve turizmi teşvik ile ilgili ilk yasal düzenlemeler gerçekleştirilmeye başlanmıştır. 1950 yılında turizm yatırımlarının özendirilmesi için “Turizm Müesseselerini Teşvik Kanunu” yayımlanmıştır. Bu yasa Türkiye’de turizmin geliştirilmesi için çıkarılan ilk yasal düzenlemedir. Bu yasayla hangi işletmelerin turizm müessesesi olacağı, yararlanılacak teşvik tedbirleri, teşviklerden yararlanma koşulları ve turizm işletmelerinin denetlenmesine ilişkin ilkeler belirlenmiştir. Yine aynı yıl Türkiye Emlak Kredi Bankası’nda 1 Milyon TL tutarında Turizm Kredisi Fonu oluşturulmuştur. 1954 yılında ise 6224 sayılı Yabancı Sermaye Yatırımlarını Teşvik Kanunu çıkarılmış ve yabancı sermayenin de turizm yatırımı yapması teşvik edilmiştir.³⁸⁴

Planlı dönem öncesinde turizm alanında en önemli gelişme ise 1955 yılında 10 Milyon TL sermayeli Turizm Bankasının kurulmasıdır. Bu bankanın kuruluş amaçları arasında turizm yatırımlarına finansal teşvik sağlamak, turizmi geliştirmek amaçlı turizm işletmelerini kurmak, muhtemel yatırımcılara fizibilite çalışmalarının hazırlanması dâhil teknik destek sağlamak yer almaktadır. İlerleyen yıllarda yerli sermayenin turizm alanındaki yönetim kapasitesi ve tecrübesinin yetersizliği sebebiyle T.C. Emekli Sandığı büyük şehirlerde yüksek standartlı oteller kurmakla görevlendirilmiştir. Ayrıca bir devlet bankası olan Türkiye Emlak Kredi Bankası ise Türkiye’nin çeşitli yörelerinde turistik kamplar kurmak ve işletmekle görevlendirilmiştir. Bu dönemde pek çok kamu kurumu da personelleri için kendi dinlenme tesislerini kurmaya başlamış ve bu yolla iç turizm canlandırılmaya çalışılmıştır.³⁸⁵ 1957 yılında ise 4951 sayılı yasa ile “Basın Yayın ve Turizm

³⁸⁴ Meryem Akoğlan KOZAK, s.133-134.

³⁸⁵ Korel Göymen, s. 21.

Bakanlığı” kurulmuş olup, bu düzenleme ile Türkiye’de ilk kez turizm, bakanlık düzeyinde bir organizasyonda temsil edilmeye başlanmıştır.

1981 ile 2002 yılları arası Türk turizminin gelişimindeki üçüncü dönemi içermektedir. Bu dönem “1. Turizm Hamlesi” dönemi olarak da anılmaktadır. Bu dönemin en önemli özelliği turizmin gelişimi için devletin neo-liberal politikalar çerçevesinde her tür yasal ve kurumsal düzenlemeyi gerçekleştirmiş olmasıdır. Bu kapsamda, 1982 yılında 2634 sayılı “Turizmi Teşvik Kanunu” yayımlanmıştır. Bu kanun aynı zamanda liberal ekonomi döneminin habercisi olmuştur. Kanunla getirilen teşviklerin bazıları şunlardır: Düşük faizli kredi, yatırım indirimi, finansman fonu istisnası, bina inşaat istisnası, vergi, resim, harç istisnası, teşvik primi, döviz tahsisi, katma değer vergisi erteleme, yabancı personel çalıştırma, elektrik ve su tüketiminde indirim vs.³⁸⁶

Bu dönemde Turizm Bakanlığı turizm planlaması ve koordinasyondan sorumlu ana birim haline gelmiştir. 1983 yılındaki iktidar değişikliği ile birlikte devletin turizm üst yapısı (konaklama tesisleri) ile ilgili tüm faaliyetleriyle öncü inisiyatifleri durdurulmuş ve kamuya ait mevcut tesislerin özelleştirilmesi başlamış ve turizm sektöründe pazar mekanizması işletilmeye başlanmıştır. Ayrıca bu dönemde profesyonel meslek örgütlerinin kurulmaya başlandığı görülmektedir. Bu dönemin örgütsel manada en önemli gelişmesi ise 1981 yılında Kültür ve Turizm Bakanlıklarının birleştirilmesidir. 1989 yılına gelindiğinde ise iki bakanlık tekrar ayrılmış ve Turizm Bakanlığı kurulmuştur.

2002 yılından günümüze kadar uzanan süreç ise Türkiye’nin Turizm vizyonundaki değişimin izlenebildiği bir süreç olup bu dönem aynı zamanda “ikinci turizm hamlesi” dönemi olarak anılmaktadır.³⁸⁷ Bu dönemde kurumsal anlamda yaşanan en önemli gelişme 2003 yılında Kültür ve Turizm Bakanlıklarının 4848 sayılı kanunla

³⁸⁶ Meryem Akođlan KOZAK, s. 141.

³⁸⁷ Bu dönemler keskin sınırlarla birbirinden ayrılmayıp; analiz açısından bir çerçeve oluşturması amaçlanmaktadır.

tekrar birleştirilmesidir. Mevcut idari sistemde turizmle ilgili iş ve işlemler Kültür ve Turizm Bakanlığınca yürütülmektedir. Bu bağlamda, Bakanlık, turizm alanlarının mekânsal planlaması, arazi tahsisi, altyapı yatırımları, tanıtım ve pazarlama, işbaşı eğitimi, denetim ve sertifikalandırma gibi alanlarda faaliyet göstermektedir.

Aynı dönemde hazırlanan 8. Ve 9. Kalkınma Planları Özel İhtisas Komisyonu Raporlarında, dünyadaki kamu yönetiminde yeniden yapılanma eğilimlerine paralel yeni bir yaklaşımdan bahsedilmekte ve yönetim ilkelerinin turizm politikalarının oluşturulması sürecinde uygulanabilir kılınmasının öneminden bahsedilmekte ve “Turizm sektöründe etkin bir eşgüdüm ve işbirliğinin sağlanması için kamu ve özel sektörden tüm tarafların katılımını sağlayacak sistematik bir işbirliği ortamı ve organizasyon yapısının oluşturulması”³⁸⁸ önerilmektedir. Ayrıca bu dönemde turizm sektörünün uzun vadeli ve sağlıklı gelişmesini sağlamak üzere Turizm Sektörü Ana Planı niteliğinde hazırlanan “Türkiye Turizm Stratejisi 2023” metni yayımlanmıştır.³⁸⁹ Planının, örgütlenme kısmında özet olarak, sektörde iyi yönetim ilkelerinin etkin kılınması için ulusal, bölgesel, il düzeyinde ve nokta bazında konseylerin kurulması önerilmektedir.

Yerel perspektiften bakıldığında ise, Kültür ve Turizm Bakanlığı özellikle 90’lı yılların başından beri, merkezi yapıdan, Türk kamu yönetiminin aşırı bürokratik yapısından kaynaklı karşılaşılan sorunları aşmak adına özel sektör ve sivil toplumun da dahil olduğu projeler geliştirmiştir tezde bahsi geçen BETUYAB ve GATAB buna örnek olarak sunulabilir. Belek Turizm Yatırımcıları Birliği (BETUYAB), Belek Turizm Merkezi'ndeki alt yapı sorunlarının Devlet-Özel Sektör işbirliği ile çözülmesi amacıyla kurulmuştur. Kurulduğu günden bu yana, sözkonusu birlik başta [Akdeniz Üniversitesi](#) olmak üzere yüksek öğretim kurumları ile işbirliği yaparak Belek Turizm Merkezi'nde, turizmin çeşitlendirilmesi, turistik değerlerin korunması,

³⁸⁸ 9. Kalkınma Planı, s.31

³⁸⁹ Yüksek Planlama Kurulu'nun 28/2/2007 tarihli ve 2007/4 sayılı kararı

bölgenin tanıtım ve pazarlanmasında katkılar sağlamaktadır. Bu kapsamda BETUYAB;

- Orman yangınları ile mücadele konusunda bir [itfaiye](#) timi kurulması,
- Sivri sineklerle mücadele projeleri yürütülmesi,
- [Endemik](#) bitki türlerinin koruma altına alınması,
- Bölgenin tanıtımı için uluslararası fuarlara katılım gibi çalışmalar yürütmektedir.³⁹⁰

İlerleyen dönemlerde ise hedefleri ve çok taraflı ve katılımlı çalışma biçimi bağlamında, BETUPAB'a benzer, bölgesel birlik ve vakıflar kurulmuş ve kendi bölgelerinin turizm gelişimi için faydalı çalışmalar gerçekleştirmişlerdir. Bu anlamda, bölgesel bazda, kamu-özel sektör-sivil toplum işbirliğinde turizm politikaları üretme sürecinin başarılı olması, turizmde ağ yönetim modelinin uygulanabileceğini göstermek açısından son derece önemlidir. Ayrıca bu projelere bakanlığın olumlu yaklaşımı, bakanlığın özel sektör ve sivil toplumla ortaklaşa iş yapma arzusunu göstermekte ve Bakanlığın bu konudaki olumlu yaklaşımının turizm idaresinde yeni bir model, bir reform çalışmasına dönüştürülebileceği düşünülmektedir.

Türkiye'de turizm politikaları ve turizm idaresinin gelişimi ile ilgili mevcut literatür incelendiğinde bu konuda çalışan akademisyenlerin ve sektördeki duayen isimlerin mevcut süreçlere ilişkin ortak eleştirilerini görebiliriz. Bu eleştirileri şu şekilde toparlayabiliriz:

- Türk kamu yönetiminin de genel bir sorunu olarak kabul edilen, mevcut sistemin ağır bürokratik süreçler içermesi ve karar mekanizmalarında esneklik olmaması turizm politikalarının belirlenmesinde önemli bir problem olarak göze çarpmaktadır. Oysa turizmin dinamik bir sektör olması sektörün ihtiyaçlarına daha hızlı yanıt verilmesini ve esnek karar alma modellerinin oluşturulmasını gerektirmektedir.

³⁹⁰ <http://www.betuyab.org/tr/index.php?page=betuyab&lang=tr>, <Erişim Tarihi: 15.01.2009>

- Bir diđer eleřtiri konusu turizmde karar alma sũreçlerinin aşırı merkezi oluřu ve yerelleřmeden kaçınmanın yanısıra halen mekânsal planlama, tanıtım ve pazarlama, denetim ve sertifikalandırma gibi konularda Kũltũr ve Turizm Bakanlıđı'nın tek karar verici kurum olmasıdır.
- Siyasa oluřturma sũreçlerinde sektörũn belli bařlı bũyũk aktũrlerinin; ȳrneđin tur operatȳrleri, ulusal ve uluslararası otel zincirlerinin fazlasıyla etkin olması,
- Tũrkiyedeki aşırı merkezi turizm politikaları ȳretme sũrecine karřın, Tũrkiye'nin dũnya turizm piyasasında ȳnemli rakipleri olan İspanya ve İtalya gibi ȳlkelerin son 30 yıllık sũreçte, daha dinamik, daha sektör odaklı ve destinasyon bazlı politikalar ȳretiyor olmaları,
- Turizm politikalarının oluřturulma sũrecinde ilgili tũm taraflar arasında dũzenli olarak koordinasyon, iřbirliđi ve eřgũdũm sađlayacak stabil bir kurumsal yapının eksikliđi de bir diđer eleřtiri noktasıdır. Tũrkiye'de turizmin idari yapı iinde kendine yer edinmeye bařladıđı 1930 lu yıllar itibariyle hũkũmetler turizmin statũsũnũ bir tũrlũ netleřtirenememiř ve ođu zaman kendi politik eđilimleri ve dũnya gȳrũřleri erevesinde turizmi konumlandırmaya alıřmıřlardır. Ekonominin belkemiđi sektȳrlerinden biri olmasına rađmen turizmin kurumsal olarak bir tũrlũ stabil bir yapıya kavuřturulamaması da ȳnemli bir problem olarak gȳze arpmaktadır. İktidara gelen her yeni hũkũmet kendi turizm politikasını oluřturmakta ve oluřturulan politikalar aısından da istikrar ve devamlılıđın sađlanması mũmkũn olamamaktadır. Nitekim Turizm Bakanlıđı'nın Cumhuriyet tarihi ierisinde kimi zaman bir Bakanlıđa bađlı Genel Mũdũrlũk, kimi zaman Kũltũr Bakanlıđı gibi alıřma alanı olduka farklı Bakanlıklarla birleřtirilmesi, stabil ve gũclũ bir kurumsal yapılanmanın oluřturulmasını engellemiřtir.

Dolayısıyla yukarıda kısaca ȳzetlenmeye alıřılan belli bařlı sorunlar Tũrkiye'yi turizm politikalarının oluřturulması sũrecinde ve bunun devamı olarak turizmin idari yapılanmasında yeni bir bakıř aısı ȳretmeye zorlamalıdır.

Türkiye'nin dünya turizm pazarında katettiği yol göz önüne alındığında, turizmin emekleme aşamalarında sadece merkezin söz sahibi olduğu, merkezi idarenin tek otorite olduğu model kabul edilebilirken, günümüzde sektörü tek merkezden idare etmek, kısa zamanda bu kadar büyüyen turizm sektörünün ihtiyaçlarına mevcut merkezi idare ağırlıklı model ile cevap vermek mümkün görünmemektedir.

Bu bağlamda, bu tezde turizm gibi pek çok sektör ve tarafı barındıran bir alanda, politika oluşturma süreçlerinde ve idari yapılanmada, ağ yönetişi gibi müzakere, pazarlık ve katılımcılık esasına dayanan çoğulcu bir yönetim formunun turizm gibi pek çok çıkar grubunu ilgilendiren ve pek çok unsuru aynı anda planlamayı gerektiren bir süreçle uyumlu olduğu düşünülmektedir. Bu çerçevede, turizm politikalarının oluşturulması sürecinde hükümetin rolünün koordine edici, yasa koyucu ve üst ölçekli planlama ve tanıtım gibi alanlarla sınırlanması gerektiği belirtilmektedir. Tezde, Türkiye'nin bölgesinde rakipleri olan İspanya ve İtalya'da da buna benzer yönetsel reformlar yapıldığı ve bu reformlar neticesinde hem ziyaretçi rakamlarında hem de elde edilen gelirden olumlu yönde artış olduğu belirtilmektedir.

Bu kapsamda tezin önerdiği alternatif turizm idaresi modelinde öncelikle 4848 sayılı kanunla kurulan, Kültür ve Turizm Bakanlığı'nın lağvedilmesi ve kültürle ilgili görev ve sorumlulukların ayrı bir yapılanmada sürdürülmesi, turizmle ilgili konuların ise farklı bir modelle ele alınması önerilmektedir.

Bu kapsamda tezde turizmin 2 temel sütuna dayanan bir idari yapı ile ele alınması öngörülmektedir.

1. Düzenleyici, denetleyici ve koordine edici bir üst kurul yapılanması oluşturulması. Düzenleyici ve denetleyici devlet kavramı, ilk kez Amerika Birleşik Devletlerinde ortaya çıkmış olmasına rağmen kavramın küresel olarak yaygınlaşması özellikle 1995 sonrasında Avrupa kıtasında başlamıştır.

Kavram kamu hizmetlerinin özelleştirilmesi ve düzenleyici üst kurulların oluşturulması gibi unsurları da beraberinde getirmiştir. Kavramın Türkiye'deki yansımaları ise AB sürecinde bir idari reform düzenlemesi olarak varlık bulmaya başlamıştır. Bu kapsamda enerji, radyo-televizyon, sermaye piyasası, bankacılık gibi pek çok çıkar grubunu etkileyen alanlarda düzenleyici üst kurullar oluşturulmuştur. Üst kurulların ideal biçimde, siyasetten uzak, şeffaflık ve hesap verebilirlik ilkeleri çerçevesinde işlemesi halinde çalışma alanı olan sektörlerde başarılı sonuçların alınabildiği gözlemlenmektedir. Bu kapsamda, tezde detaylı olarak okuyucuya sunulan "Düzenleyici Turizm Üstkurulu" nun, örgütsel yapısı, işleyişi ve karar alma mekanizmaları Türkiye'deki diğer üst kurulların yapıları örnek alınarak oluşturulmuştur.

2. Bu tezde önerilmekte olan modelin ikinci ayağı ise Batıda da örneklerine sıkça rastladığımız Destinasyon Yönetimi Örgütlerinin oluşturulmasıdır. Bu örgütler ulusal, bölgesel ya da kent bazında kurulabilen ve söz konusu destinasyonun planlaması, tanıtılması ve genel olarak yönetiminden sorumlu örgütlerdir. Bu örgütler bir destinasyonun turizme açılması için tüm ilgili aktörleri bir araya getirip bir orkestra şefi gibi çalışırlar. Destinasyon yönetimi örgütleri kamu idaresi tarafından yönlendirilen ve finanse edilen, kamu- ortaklığıyla oluşturulan ve tamamen özel sektör temelli olarak yapılandırılabilir. Bu tezde önerilen model Türkiye'nin 26 NUTS 2 bölgesinde oluşturulacak "Bölgesel Destinasyon Yönetim Örgütleri"nin kurulmasıdır. Bu örgütlerin kuruluşu, işleyişi ve görevleri ile ilgili detaylar tezde ayrıntılı olarak anlatılmaktadır.

Bu tezde sunulan veriler göstermiştir ki, 1980'li yıllar sonrasında, ülkenin ekonomik sıkıntılar yaşadığı dönemlerde büyük bir döviz girdisi sağlayarak cari açıkların giderilmesinde, ödemeler bilançosunun iyileştirilmesinde, işsizliğin azaltılmasında, önemli bir paya sahip olan turizm endüstrisinin daha da çok geliştirilebilmesi için günümüz koşullarına uygun bir örgütlenme modelinin oluşturulması elzemdir. Her

ne kadar Türk turizminin son 10 yıllık bilançosu incelendiğinde çok büyük gelişmeler kaydettiği ve pek çok ülke ile rekabet edebilir düzeye geldiği görülse de Türkiye'nin potansiyelini daha iyi kullanarak, lider konuma gelmesi mümkün olabilir.

Sonsöz olarak, bu tezde, Türk turizminin küresel ekonomiye eklemlenmesi noktasında ağ yönetişimi modelinin bir alternatif olarak kullanılabileceği belirtilmekte ve ağ yönetişimi gibi aşağıdan yukarıya doğru politika oluşturma modellerinin tercih edilmesinin, karar süreçlerinde bürokratlar kadar uygulayıcıların da yer almasının, politikaların uygulamadaki etkinliğini artıracakı düşünülmektedir. Türk Kamu Yönetimi sisteminin başlıca sorunları olan, güçlü merkezî yapı, yönetimde dışa kapalılık ve gizlilik, katılımcı uygulamalardaki eksiklik gibi sorunlar ulusal turizm örgütlenmesinde de dikkati çekmektedir. Bu bağlamda ağ yönetişim tüm sorunlarımızı çözecek “sihirli bir formül” olmasa da günümüz kamu yönetiminde demokratik, katılımcı, saydam ve hesap verebilen bir yönetsel sistem oluşturmak için yararlanılması gereken bir model olarak gözükmektedir. Bu tezin Türkiyede turizm politikaları alanında çalışan araştırmacılar ve politika yapıcılar için yeni ufuklar açması öngörülmektedir. İlerleyen zamanlarda, bu tezde bahsedilen yaklaşım ve modele alternatif modeller geliştirilmesi yoluyla Türk turizminin gelişimine katkı sağlanabileceği düşünülmektedir.

C. TEZ FOTOKOPİSİ İZİN FORMU

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YAZARIN

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