

Tourism in the organizational structures of metropolitan municipalities¹

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Abstract

The purpose of this study is to determine whether a unit related to tourism is included in the organizational structures of metropolitan municipalities. Tourism attracts the attention of many developed and developing countries because of the participation of more than 1 billion 300 million people in 2017 and being one of the fastest growing and developing sectors in the world. Nevertheless, the competition among the tourism destinations continue to be intense. One way of achieving superiority against competing tourism destinations in this competition is to satisfy the tourists who prefer the destination to the highest possible level. The local people of a tourism destination need fundamental elements such as eating-drinking, entertainment, public transportation, cleaning, life and property security, communication and information in the place where they live the visitors also need these elements as much as the local people. At this point, municipalities have great responsibilities as local administrative units. According to the Culture and Tourism Ministry data, in 2017, the number of tourists coming to Turkey is about 38 million people. According to the World Tourism Organization, in 2017, Turkey is ranked 8th among the most visited countries in the world. Nearly 60% of the visitors come only to Istanbul and Antalya. Together with other metropolitan cities, this ratio approaches 80%. In this context, the organizational structures of the 30 metropolitan municipalities hosting such a large number of visitors will be examined on the official internet addresses and it will be determined whether they have a tourism related unit.

Keywords: Organizational Structure, Metropolitan Municipality, Local Authorities, Tourism

Received date : 28.10.2018

Accepted date : 01.01.2019

To cite this article: Polat, S. (2019). Tourism in the organizational structures of metropolitan municipalities. *Journal of Tourism Theory and Research*, 5(1), 17-26. DOI: <https://dx.doi.org/10.24288/jttr.492013>

¹This paper was presented at the ICONASH: 2nd International Conference on New Approaches in Social Sciences and Humanities, İstanbul, Turkey between 26-28 October 2018

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1. Introduction

Many formal organizational structures consist of the reflection of justified institutional rules. The elaboration of such rules in modern states and societies is partly explained by the expansion of formal organizational structures and their increasing complexity. In organizations with isomorphic structures compatible with the myths of the institutional environment, internal coordination and control are decreasing to maintain legitimacy. Organizational structuring is based on trust and good faith rather than coordination, supervision and evaluation (Meyer & Rowan, 1977).

Those who have power in the organization decide the direction of strategic actions. This strategic choice also determines the form of organizational structures as well as the manipulation of performance standards and environmental characteristics (Child, 1972). Mintzberg (1980), one of the pioneers in the field of organization, states that organizational structure has five elements: simple structure, machine bureaucracy, professional bureaucracy, divisionalized form and adhocracy. An effective organization can be achieved through the organization's internal processes and its compatibility with the environment.

Turkey's administrative structure is composed of 81 provinces. 51 of these provinces are provincial municipalities and 30 are metropolitan municipalities (Ministry of Interior, 2018). These provinces are governed by governorships representing central government and local administrations representing decentralization. Local administrations, as defined in the Article 127 of the Constitution (Constitution of Turkey, 1982): "Local administrations are public corporate bodies established to meet the common local needs of the inhabitants of provinces, municipal districts and villages, whose principles of constitution and decision-making organs elected by the electorate are determined by law."

According to the Metropolitan Municipality Law No. 5216, the population of the province should be more than 750 thousand to become a metropolitan municipality. The boundary of the metropolitan municipality is the provincial boundary (Metropolitan Municipality Law, 2004).

In this study, firstly some researches about municipalities and tourism are mentioned. In addition, basic tourism data on provinces with metropolitan municipalities are presented. Secondly, the organizational structures of the metropolitan municipalities and the norm staff arrangement are explained. Thirdly, research methods and findings of the research work presented for the reorganization of the metropolitan municipalities in Turkey is terminated.

In this study, firstly some researches about municipalities and tourism are mentioned. In addition, basic tourism data on the provinces with metropolitan municipalities are presented. Secondly, the organizational structures of the metropolitan municipalities and the norm staff arrangement are explained. Thirdly, the study is concluded with presentation of the research method and findings on the organizational structures of metropolitan municipalities in Turkey.

2. Literature review

According to the Culture and Tourism Ministry (2018), 32 million 410 thousand foreign tourists visited Turkey in 2017. When Turkish citizens living abroad are added, this number is closer to 38 million. According to the World Tourism Organization, in 2017, Turkey is ranked 8th among the most visited countries in the world.

Various studies conducted (Ishikawa & Fukushige, 2007; Jintalikhitdee & Laothamatas, 2018; Konidaris, 2017; Lundmark, 2006; Madsen & Zhang, 2010; Marin-Yaseli & Martinez, 2003; Rigall-l-Torrent, 2007; Vojnovic, 2018; Voltes-Dorta, Jimenez, & Suarez-Aleman, 2014) show that municipalities are responsible for tourism.

Local administrations such as the municipality and local people play an important role in the development of tourism and the protection and development of culture (Jintalikhitdee & Laothamatas, 2018). Well-prepared growth models, which take into account the correct supply of public goods, contribute to the successful implementation of sustainable tourism to municipalities where tourism is intense (Rigall-l-Torrent, 2007).

Ishikawa and Fukushige (2007) as a result of their research on the island of Amami Oshima in Japan, the municipalities are expected to provide financial support and to lead the development of tourism by the local community.

Lundmark (2006) conducted a survey on labor mobility, covering the municipalities of Are and Malung in the mountainous areas of Sweden. The study was conducted to find out whether the temporary tourism workforce has become a permanent settlement. According to the results of the study, because of its lifestyle and seasonality, few people have permanently settled in the places where these two municipalities exist.

Marin-Yaseli and Martinez (2003), in their study of the Pyrenees Valley in Spain, state that there is a significant reduction in the number of animal husbandry and farm animal populations in the tourist areas. Researchers argue that the use of fertile soils for tourism purposes and the employment of people engaged in animal husbandry in tourism are effective in this decline.

Vojnovic (2018) conducted a survey of 25 touristic municipalities in Croatia. In 2016, more than 1 million overnight stays were made by tourists in these municipalities. According to this research, tourist density does not threaten sustainability, and it even revitalizes the local economy and encourages the preservation of traditions through employment opportunities. There is also no conflict between local people and tourists.

The Federation of Spanish Municipalities draws attention to the chronic economic deficit caused by high expenditures in touristic areas. A study was conducted to investigate whether there is such a deficit in tourist areas. The scope of the study consists of 3200 municipalities where tourism is not intense and intensive. Research results show that there is a direct relationship between tourism intensity and local economic deficit in the smallest and largest municipalities (Voltes-Dorta et al., 2014).

Madsen and Zhang (2010) investigated the economic effects of tourism in the study conducted by 98 Danish municipalities. According to the results of the study, it is determined that tourism has different

effects on local economies depending on the size of municipalities.

According to the survey conducted by Konidaris (2017), 42.2% of the marketing activities of 10 municipalities in Greece are digital marketing. Only 1 municipality has conducted a customer satisfaction survey. Most of the municipalities organize print media, event organization and tourism exhibitions. In addition, it has been determined that they do not assume any quality and education duties.

According to Table 1, 76.12% of foreign tourists visiting Turkey entered in the metropolitan status of the provinces. Istanbul and Antalya constitute the first two provinces where foreigners enter most. On the other hand, no foreign tourist has entered from Manisa. In addition, the number of foreign visitors to Kahramanmaraş, Mardin and Sakarya provinces is below 100. When Table 1 is analyzed in terms of facilities, 80.67% of the facilities licensed by the Ministry of Culture and Tourism (3,109 units) and 69.82% of the facilities licensed by municipalities (5,315 units) are located in metropolitan cities in Turkey.

When Table 1 is examined in terms of the number of arrivals, 88.60% of arrivals to the facilities licensed by the Ministry of Culture and Tourism and 67.70% of arrivals to the facilities licensed by municipalities were recorded in metropolitan cities. Moreover, when Table 1 is examined in terms of the number of overnight stays, 92.85% in the facilities licensed by the Ministry of Culture and Tourism and 71.10% in the facilities licensed by municipalities were recorded in metropolitan cities.

2.1. Metropolitan municipality organization structure and norm staff regulation

In the Metropolitan Municipality Law No. 5216, the fifth chapter titled Metropolitan Municipality Organization and Staff explains the organizational structures of the metropolitan municipalities (Metropolitan Municipality Law, 2004). In Article 21 of the related law, the organizational structures of the metropolitan municipalities are explained as follows:

- The metropolitan municipality administration shall consist of the general secretariat, divisions and branches in accordance with the principles of standard job positions.

- Units shall be set up, abolished or combined by a resolution of the metropolitan council.
- There shall be no vice-mayor in metropolitan municipalities. To provide services effectively and efficiently, up to five assistant secretaries general may be appointed to assist the secretary general in metropolitan municipalities with a population of more than three million, and no more than three in other metropolitan municipalities.
- The secretary general and his assistants shall manage the metropolitan municipality services on behalf of the mayor under his instructions and responsibility in accordance with the laws and regulations and with the municipality's goals, policies, strategic plan and annual programs.

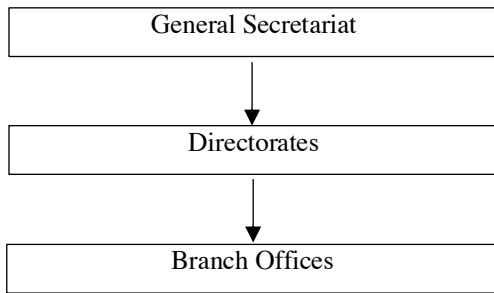
Figure 1 shows the hierarchical structuring of metropolitan municipalities organized according to the norm staff.

Table 1. General tourism data regarding the provinces with metropolitan status

Metropolitan Municipality	Number of Foreign Visitors	Ratio (%)	Number of Municipal Licensed Facilities	Number of Ministry Licensed Facilities	Number of Arrivals to Municipal Licensed Facilities	Number of Overnights in Municipal Licensed Facilities	Number of Arrivals to Ministry Licensed Facilities	Number of Overnights in Ministry Licensed Facilities
Adana	100844	0.31	69	48	236048	391077	685784	1103662
Ankara	496125	1.53	63	184	296953	553579	2146073	3680849
Antalya	9482050	29.26	984	783	1615586	4993509	13852873	56096822
Aydın	120420	0.37	135	85	489223	1479163	1463182	3919732
Balıkesir	31931	0.10	317	89	660064	1370583	556973	1095767
Bursa	1117	0.00	187	74	714034	1392621	930756	1665646
Denizli	46044	0.14	14	34	49800	70257	587683	844748
Diyarbakır	9533	0.03	12	28	39453	67234	262770	417965
Erzurum	1126	0.00	80	19	312173	507368	179313	316117
Eskişehir	24573	0.08	25	31	85419	118850	335518	546396
Gaziantep	34265	0.11	16	44	107507	140565	640926	947103
Hatay	146125	0.45	135	47	345213	669519	352546	567567
İstanbul	10730510	33.11	1094	566	2923343	6483977	7823925	17448895
İzmir	761639	2.35	185	203	515633	893071	1882062	4159930
Kahramanmaraş	12	0.00	23	48	56806	102648	205976	342079
Kayseri	61430	0.19	23	21	112511	192588	293307	453298
Kocaeli	9887	0.03	102	52	317429	597328	431704	809824
Konya	19088	0.06	115	38	435371	659855	551403	815535
Malatya	1142	0.00	18	15	91413	190284	195823	295989
Manisa	0	0.00	78	27	303316	681900	275214	416901
Mardin	22	0.00	24	26	122258	201814	118513	180370
Mersin	21043	0.06	413	57	688094	1267576	567628	1050196
Muğla	1982468	6.12	868	399	1042361	2853140	2083647	7818309
Ordu	14894	0.05	31	34	96179	161761	245816	361384
Sakarya	67	0.00	71	16	177687	327105	198026	350680
Samsun	35247	0.11	31	30	82547	140142	324471	516508
Şanlıurfa	487	0.00	53	17	196436	387928	210253	316587
Tekirdağ	23686	0.07	52	24	85493	163620	161524	294438
Trabzon	92417	0.29	50	54	196532	350451	401932	743395
Van	421977	1.30	47	16	402804	734638	176261	335622
Metropolitan Total	24670169	76.12	5315	3109	12797686	28144151	38141882	107912314
Turkey Total	32410034	100	7613	3854	18904424	39581872	43047581	116227696

Source: Ministry of Culture and Tourism, 2018

Figure 1. Norm staff hierarchy



Source: Metropolitan Municipality Law, 2004

3. Research Method

The aim of this research, which is based on qualitative data, is to determine whether there is a tourism unit in the organizational structures of metropolitan municipalities. 30 metropolitan municipalities in Turkey constitute the scope of the research. The data used in the research were obtained as secondary sources through the official websites of 30 metropolitan municipalities.

3.1. Research Questions

Research questions are as follows:

Research Question 1: Is there a unit including the term of tourism directly in the organizational structure of metropolitan municipalities in Turkey?

Research Question 2: Does tourism exist as an independent unit in the organizational structure of metropolitan municipalities in Turkey?

Research Question 3: At which level is tourism unit represented in the organizational structure of metropolitan municipalities in Turkey?

3.2. Findings

In order to answer the research questions, the organizational structures of the metropolitan municipalities through official websites were examined (Adana Metropolitan Municipality, 2018; Ankara Metropolitan Municipality, 2018; Antalya Metropolitan Municipality, 2018; Aydın Metropolitan Municipality, 2018; Balıkesir Metropolitan Municipality, 2018; Bursa Metropolitan Municipality, 2018; Denizli Metropolitan Municipality, 2018; Diyarbakır Metropolitan Municipality, 2018; Eskişehir Metropolitan Municipality, 2018; Erzurum Metropolitan Municipality, 2018; Gaziantep Metropolitan Municipality, 2018; Hatay Metropolitan

Municipality, 2018; İstanbul Metropolitan Municipality, 2018; İzmir Metropolitan Municipality, 2018; Kahramanmaraş Metropolitan Municipality, 2018; Kayseri Metropolitan Municipality, 2018; Kocaeli Metropolitan Municipality, 2018; Konya Metropolitan Municipality, 2018; Malatya Metropolitan Municipality, 2018; Manisa Metropolitan Municipality, 2018; Mardin Metropolitan Municipality, 2018; Mersin Metropolitan Municipality, 2018; Muğla Metropolitan Municipality, 2018; Ordu Metropolitan Municipality, 2018; Sakarya Metropolitan Municipality, 2018; Samsun Metropolitan Municipality, 2018; Şanlıurfa Metropolitan Municipality, 2018; Tekirdağ Metropolitan Municipality, 2018; Trabzon Metropolitan Municipality, 2018; Van Metropolitan Municipality, 2018).

Figure 2. Metropolitan municipalities with tourism unit

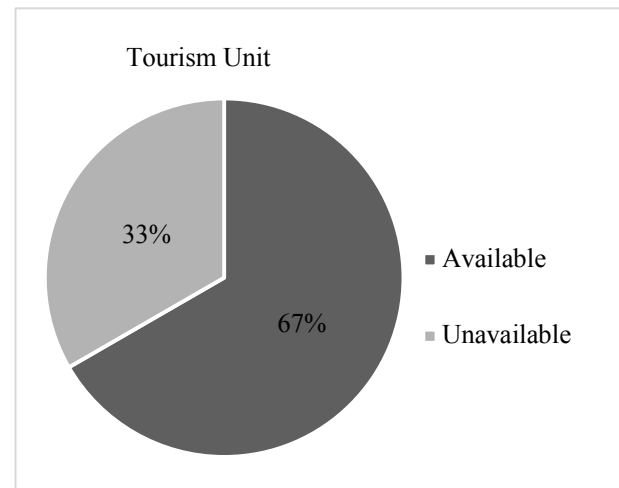


Figure 2 shows the organizational structures of metropolitan municipalities whether there is any unit related to tourism. According to Figure 2, 67% of metropolitan municipalities in Turkey has at least one tourism unit. On the other hand, 33% of metropolitan municipalities do not have a tourism unit.

Figure 3. Number of tourism units of metropolitan municipalities

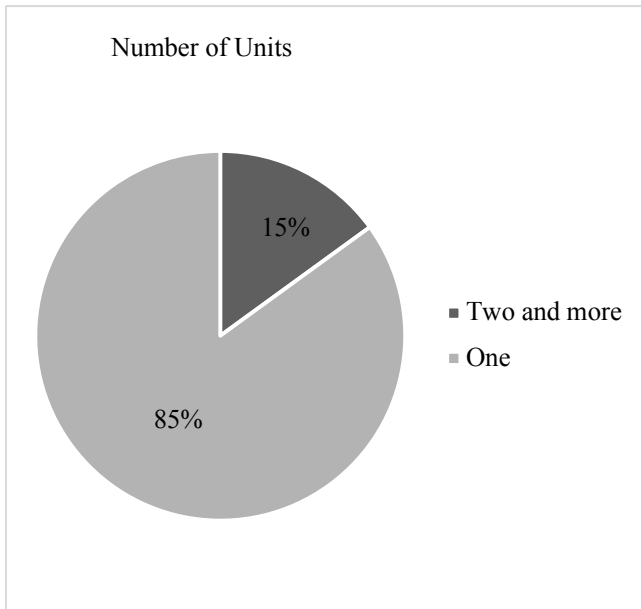


Figure 3 shows the number of units related to tourism in metropolitan structures of metropolitan municipalities. According to Figure 3, 85% of the 20 metropolitan municipalities with tourism units have one tourism unit and 15% have two and more tourism units.

Figure 4. Level of tourism units

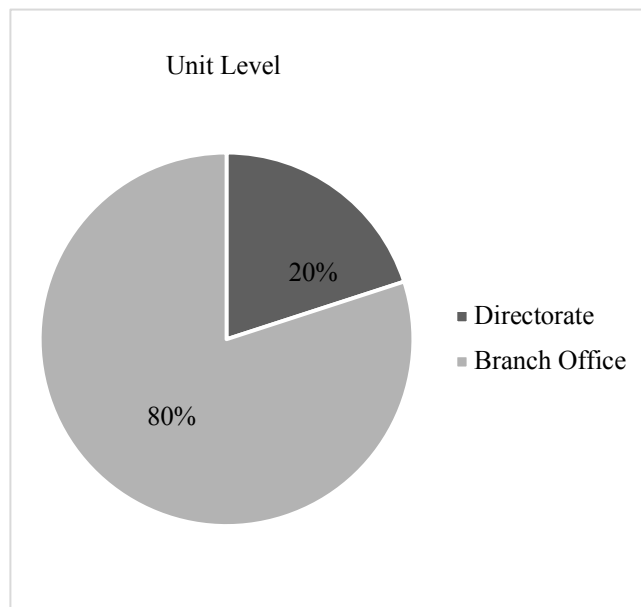


Figure 4 shows the level of the tourism unit in the organizational structures of metropolitan municipalities. According to Figure 4, 20% of the metropolitan municipalities have tourism units at directorate level and 80% have at branch office level.

Figure 5. The rate of independent tourism unit

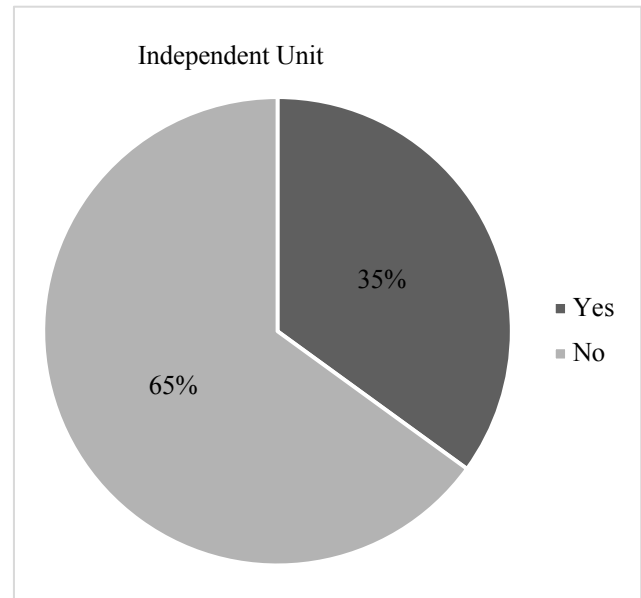


Figure 5 shows whether the tourism unit in the organizational structures of the metropolitan municipalities is an independent unit. According to Figure 5, tourism is existed as independent in 35% of metropolitan municipalities' organizational structures, while in 65% tourism coexists with culture, promotion, foreign affairs, zoning, environment, natural areas, coasts, social affairs, municipal police and sports.

Table 2 contains information regarding the metropolitan municipalities in Turkey and tourism units. According to Turkey's geographical area; there are 6 metropolitan municipalities in the Marmara Region, 5 in the Aegean Region, 5 in the Mediterranean Region, 4 in the Central Anatolia Region, 4 in the Southeast Anatolia Region, 3 in the Eastern Anatolia Region and 3 in the Black Sea Region.

Table 2, when examined in terms of provinces, it is remarkable that the organizational structure of Turkey's capital Ankara metropolitan municipality does not have a tourism unit. Since 1980's Balıkesir is an important tourism destination in terms of domestic tourism but the metropolitan municipality has no tourism unit in the organizational structure. On the other hand, there are two units related to tourism in the organizational structures of Antalya, Erzurum and Mersin metropolitan municipalities.

Table 2. Metropolitan municipalities and tourism units

Metropolitan Municipality	Region	Tourism Unit	Unit Level	Independent	The Place of Tourism Unit in the Organizational Structure
Adana	Mediterranean	Yes	Branch Office	Yes	Branch Office of Cultural Resources and Tourism
Ankara	Central Anatolia	No	-	-	-
Antalya	Mediterranean	Yes	Branch Office	Yes	Branch Office of Tourism Branch Office of Tourism and Coasts Municipal Police
Aydın	Aegean	Yes	Branch Office	Yes	Branch Office of Tourism and Publicity
Balıkesir	Marmara	No	-	-	-
Bursa	Marmara	Yes	Branch Office	Yes	Branch Office of Culture and Tourism
Denizli	Aegean	Yes	Directorate and Branch Office	Yes	Directorate of Culture, Tourism and Publicity Branch Office of Tourism and Publicity
Diyarbakır	South Eastern Anatolia	Yes	Branch Office	Yes	Branch Office of Tourism
Erzurum	Eastern Anatolia	Yes	Branch Office	Yes	Branch Office of Tourism Branch Office of Zoning, Environment and Tourism Municipal Police
Eskişehir	Central Anatolia	No	-	-	-
Gaziantep	South Eastern Anatolia	Yes	Branch Office	Yes	Branch Office of Tourism and Publicity
Hatay	Mediterranean	No	-	-	-
İstanbul	Marmara	Yes	Branch Office	Yes	Branch Office of Tourism
İzmir	Aegean	Yes	Branch Office	No	Branch Office of Foreign Affairs and Tourism
Kahramanmaraş	Mediterranean	Yes	Branch Office	Yes	Branch Office of Culture and Tourism
Kayseri	Central Anatolia	No	-	-	-
Kocaeli	Marmara	Yes	Branch Office	No	Branch Office of Natural Areas and Tourism
Konya	Central Anatolia	Yes	Branch Office	Yes	Branch Office of Tourism
Malatya	Eastern Anatolia	No	-	-	-
Manisa	Aegean	No	-	-	-
Mardin	South Eastern Anatolia	Yes	Directorate and Branch Office	No	Directorate of Culture, Tourism and Social Affairs Branch Office of Culture, Tourism and Social Affairs
Mersin	Mediterranean	Yes	Branch Office	No	Branch Office of Tourism, Publicity and Foreign Affairs Branch Office of Tourism Municipal Police
Muğla	Aegean	Yes	Directorate and Branch Office	Yes	Directorate of Culture, Tourism and Sports Branch Office of Tourism
Ordu	Black Sea	No	-	-	-
Sakarya	Marmara	Yes	Branch Office	Yes	Branch Office of Tourism and Publicity
Samsun	Black Sea	Yes	Branch Office	Yes	Branch Office of Tourism and Publicity
Şanlıurfa	South Eastern Anatolia	Yes	Directorate	Yes	Directorate of Culture and Tourism
Tekirdağ	Marmara	No	-	-	-
Trabzon	Black Sea	No	-	-	-
Van	Eastern Anatolia	Yes	Branch Office	Yes	Branch Office of Tourism

In the organizational structures of the metropolitan municipalities with a tourism unit, the term tourism is represented in four metropolitan municipalities as directorates and in sixteen metropolitan municipalities as branch offices. In the organizational structures of

metropolitan municipalities, the number of units in which tourism is represented alone is seven. In the other organizational structures, tourism is accompanied by culture, promotion, external relations,

zoning, environment, natural areas, coasts, social affairs, municipal police and sports.

There is a unit in the organizational structure of Erzurum metropolitan municipality and Mersin metropolitan municipality together with tourism and municipality police. It is considered that such a structure is convenient because many of the tourist activities are included in the task area of the municipality police.

4. Conclusion

The visitors need the elements such as food and beverages, leisure, transportation, life and property security, control of the enterprises producing goods and services, communication means, cleanliness as much as the local people of a tourism destination. In meeting these needs, municipalities have responsibilities as local administrations.

In Polat's (2011) study, only 5 (31%) of the organizational structures of 16 metropolitan municipalities had a tourism unit. In addition, in 2011, 14 provinces with a status of provincial municipality and with a status of metropolitan municipality in 2018 had no tourism unit. In other words, the rate of having a tourism unit which was 31% in 2011 increased to 67% in 2018. This increase can be interpreted that metropolitan municipalities want to take on more duties in tourism. On the other hand, tourism is often accompanied by culture and publicity in the organizational structures of metropolitan municipalities. The presence of the ministry at the level of the culture may be directed to the local administrations in this direction. Although it is considered that it is more appropriate to have a tourism unit as an independent, it is a positive approach for tourism to be included in the organizational structures of metropolitan municipalities, albeit with another field.

A large part of the area where the intense activity of tourism enterprises and tourists in Turkey is located in metropolitan areas where the municipal authorities are responsible. Tourism has positive and negative effects directly and indirectly on tourism enterprises, tourists, local people, social and physical environment. For this reason, metropolitan municipalities should take a role to avoid damages while benefiting from the benefits of tourism in their areas of responsibility. In order to carry

out this role, it is necessary to have a tourism unit in the organizational structure and to employ the people who have at least undergraduate education in this unit. This unit should monitor the development of tourism by actively carrying out activities related to tourism monitoring, coordination, supervision, control and guidance.

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