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Doğa Turizm Politikaları: Türkiye Örneği

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Abstract: Nature tourism is a type of tourism in which individuals prefer to stay in a rural area to rest in a natural environment, seeing different cultures, and being intertwined with nature, away from the crowds, noise, and air pollution of the cities. The importance of tourism with its different aspects and the fact that it is an activity that is closely related to many economic fields necessitates it to be handled as a policy such as trade, agriculture, and industry. During the Planned Development Period, which has been implemented in Turkey since 1963, many measures have been taken and put into practice regarding the tourism sector. The purpose of this study is to evaluate national tourism policies related to nature tourism by using five-year development plans. In this research, content analysis technique, one of the qualitative analysis methods, was used and the data obtained were analyzed with the MAXQDA analysis program. It has been determined that tourism has been included in all development plans prepared since 1963. In the word cloud chart made for all development plans, it has been understood that words such as rural tourism, sustainability, ecotourism, nature, local, and politics came to the fore.

Keywords: Tourism, nature tourism, development plan, policy, Turkey.

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"COPE-Dergi Editörleri İçin Davranış Kuralları ve En İyi Uygulama İlkeleri" beyanları: Bu çalışma için herhangi bir çıkar çatışması bildirilmemiştir. Bu çalışma için etik kurul onayı gerekmemektedir. Katkı Oranı Beyanı: %50-%50. Sorumlu Yazar: Yakup ERDOĞAN

Öz: Doğa turizmi, bireylerin doğal bir ortamda dinlenmek, farklı kültürleri görmek ve doğa ile iç içe olmak, şehirlerin kalabalığından, gürültüsünden ve hava kirliliğinden uzaklaşmak amacıyla kırsal alanda kalmayı tercih ettikleri bir turizm türüdür. Turizmin farklı yönleriyle önemi ve birçok ekonomik alanı yakından ilgilendiren bir faaliyet olması ticaret, tarım ve sanayi gibi bir politika olarak ele alınmasını zorunlu kılmaktadır. Türkiye'de 1963 yılından bu yana uygulanan Planlı Kalkınma Dönemi'nde turizm sektörü ile ilgili birçok önlem alınmış ve uygulamaya konulmuştur. Bu çalışmanın amacı, doğa turizmi ile ilgili ulusal turizm politikalarını beş yıllık kalkınma planları kullanarak değerlendirmektir. Bu araştırmada nitel analiz yöntemlerinden içerik analizi tekniği kullanılmış ve elde edilen veriler MAXQDA analiz programı ile analiz edilmiştir. 1963 yılından itibaren hazırlanan tüm kalkınma planlarında turizmin yer aldığı tespit edilmiştir. Tüm kalkınma planları için yapılan kelime bulutu şemasında kırsal turizm, sürdürülebilirlik, ekoturizm, doğa, yerel ve politika kelimelerine daha sık yer verildiği görülmüştür.

Anahtar Kelimeler: Turizm, doğa turizmi, kalkınma planı, politika, Türkiye.

Introduction

Tourism policy, in its simplest sense, is defined as all of the interventions to be made in line with the measures to be taken and the methods to be followed to develop tourism and increase the number of tourists (Ulucak & Yazgı, 2001). The Ministry of Tourism and Promotion of Turkey, which was established in 1963, defined its tourism policy as “a dynamic policy aimed at maximizing the economic, social and cultural gains in tourism and minimizing costs” (as cited Olalı, 1990). Usta (1992), on the other hand, expressed the tourism policy as the approaches, targets, measures taken or all of them determined by the administrations using various tools to develop, direct and control the tourism industry in a country.

The analysis of the situation of supply and demand and the assumptions about the future of tourism to develop tourism and provide more income are the priority applications of tourism policy (Olalı, 1982). Tourism policy helps a country get the highest benefit from its tourism potential. The main purpose here is the systematic development of tourism. From these definitions, it is understood that tourism policy is all kinds of direct and indirect guidance of public administration in the field of tourism. In other words, tourism policy is the conscious intervention in the progress of tourism development in organized societies, especially by the state. The main objectives of this

intervention by Alaca (1997); 1) Tourism policy determines the reasons that require improvement of the current conditions in terms of tourism supply and demand. 2) Tourism policy investigates the effects of the applied and proposed interventions and measures to be taken in the field of tourism. 3) Tourism policy is listed as introducing new targets, tools, and possibilities for the development of tourism.

Tourism policy provides a comprehensive framework for a country's tourism development. Public and private sector activities within this structure are expected to achieve tourism policy objectives. Therefore, the national tourism policy contributes to the country's employment, foreign exchange earnings, the development of groups in distress and economic development in general (Kokkranikal et al., 2011). Goeldner and Ritchie (2012) associate the importance of tourism policy with the long-term course of any destination and where it wants to be. Tourism policy has gained different meanings and dimensions with the developing and changing world, economic conditions and tourism understanding. As in the development of economic policies, the needs of society and the needs of consumers and the state have begun to take place in the definition of tourism policy. Concerning this, Turkey has created its national tourism policies within the framework of the planned period development plans after 1963.

Tourism Policies in Turkey

As of 1963, an economic policy in which the public and private sectors were handled together began to be implemented in Turkey. With this approach, five-year development plans and annual programs have been reflected in sector practices. During the planned development periods, many decisions regarding the tourism sector have been taken and implemented (Dalgın, Karadağ & Bingöl, 2015). Before the Planned Period (1963-1980), it is possible to mention that there were no significant developments in the tourism sector in Turkey.

With the establishment of the State Planning Organization in 1960 and the adoption of the 1961 Constitution, development planning gained an institutional character and tourism was accepted as a sector. Thus, tourism has gained an important place in development plans. Tourism Bank Inc. started to carry out its activities in this period. In the first years of this period, a new institution was established under the name of the Ministry of Tourism and Promotion for the creation and implementation of the tourism policy.

In the first development plan, the duties of tourism to provide foreign exchange inflow to the country's economy and to close the balance of payments deficits were emphasized. In these years (1963-1967), mass tourism and social tourism as a new concept have now found a place in the sector. With the Second Five-Year Development Plan (1968-1972), not only the economic positive contributions of the tourism activity

but also the positive contributions of the social and cultural aspects were emphasized. The idea that tourism activities should be especially intensified in coastal regions such as the South Aegean and the Mediterranean, where tourism potential is extremely high, was mentioned in this plan for the first time.

With the Third Five-Year Development Plan (1973-1977), mass tourism was emphasized more, and special attention was drawn to the compatibility of public plans and regulations with mass tourism. As in the previous plan, it has been envisaged that mass tourism would be carried out through the private and public sectors. With the economic stabilization measures taken on January 24, 1980, the Fourth Five-Year Development Plan (1979-1983) couldn't have been implemented. The common feature of the tourism sector in the relevant plans is that superstructure investments and management are made by the private sector, and infrastructure investments and exemplary superstructure facilities are made by the state (Soyak, 2016).

Nature Tourism Policies

Sustainable tourism and ecotourism concepts have emerged in order to raise awareness in societies, to protect resources and to ensure continuous use of these resources and to prevent their consumption (Cincioglu, 2015). Ecotourism has become the fastest-growing tourism branch among tourism activities (Ecotourism Sector Report, 2012). As a concept, ecotourism is tourism activities carried out in natural areas within the framework of sustainable and environmentally sensitive use principles, without harming the nature and the field of activity, taking into account the interests of the local people (Erdoğan, 2003; Veen & Song, 2014). Ministry of Culture and Tourism evaluate ecotourism under the headings like highland tourism, bird watching tourism, photo safari, farm tourism, river sports, botanical (plant study) tourism, bicycle tours, horse trekking, camping-caravan tourism, cave tourism, mountain tourism and trekking (Kaypak, 2010).

Sustainability and sensitivity to the environment, protection of resources, engaging local people in these activities, and helping development by supporting people's lives at the local level are fundamental in ecotourism. The ecological origin of ecotourism has enabled ecotourism activities to be built on nature, culture and biological diversity (Kaypak, 2012). According to the International Ecotourism Society, Nature Tourism: "Ecologically sustainable tourism geared towards experiencing natural areas." Nature tourism is travel to natural areas where nature and natural phenomena are the main motivation to visit these areas.

While nature tourism aims to use natural resources appropriately and without damage, it allows visitors to have fun, rest and renew in this way (Yılmaz and Karahan, 2003). Nature tourism includes activities that can be done in all seasons. In this

respect, the ideal use for benefiting from natural and local resources all year is nature tourism (Oktay et al., 2016; Ankaya et al., 2018). In recent years, people's interest in nature, natural plants and biodiversity has brought ecotourism or flora tourism, which is one of the sub-types of nature tourism, or botanical tourism, which is used closely. Flora tourism is a tourism activity aimed at recognizing, exploring and examining nature, plants and natural products, along with the relaxing effect of flora on nature, and even benefiting from the healing opportunities they offer.

Ecotourism is seen as a promising field of tourism activity for countries such as Turkey with high plant biodiversity and a high number of rare and endemic plants (Külekçi & Bulut, 2016). Turkey is among the advantageous countries for nature tourism with its natural assets such as mountains, forests, plateaus, shores, lakes, caves, streams, flora and fauna. Nature tourism comes to the forefront as a type of tourism that has started to see more demand as a result of both social and demographic changes in the social structure and environmental concerns in European Union countries (Bell et al., 2007). The European Union implements sustainable tourism actions by keeping a balance between economic, socio-cultural and environmental sustainability in order to ensure sustainability in the long term. In this context, the European Union tries to diversify tourism and implement sustainable tourism products, and resources are transferred from the union budget for these projects. With these projects, environmentally friendly thematic products and services such as bicycle paths, sports and health tourism, nature tourism and cultural routes are supported (European Commission, 2017).

Adaptation to the changing world conditions can only be achieved through some important political actions and decisions. It is important for countries to create their own strategies, to determine their policies and plans, and to create a competitive advantage for their practices. In this study, in which these policies are prepared and implemented under state control in order to ensure sustainability in tourism are examined it is aimed to evaluate the national tourism policies related to nature tourism by making use of five-year development plans from this period when planned development started to the present day.

Method

In this research, content analysis technique, one of the qualitative analysis methods, was used and the obtained data were analyzed with the MAXQDA qualitative analysis program. Content analysis is an analysis method that aims to reach the most used concepts, events and thoughts in written text, visuals or discourses. Qualitative analysis programs can analyze the frequencies of terms in the texts and present images following this analysis (Kozak, 2018). The research findings are interpreted with the categorical contents obtained and the development plans published by the

Presidency of the Republic of Turkey Strategy and Budget Department were examined and the relevant findings were given below.

Findings

1st Development Plan (1963-1967): It includes infrastructure works to be carried out in rural areas and policies aimed at increasing the quality of life of individuals living in rural areas.

2nd Development Plan (1968-1972): The second development plan was a plan that aimed to make the industrial sector the leading sector in the economy. It has policies aiming to employ agricultural sector workers in rural areas as well in the field of industry.

3rd Development Plan (1973-1977): It shows similarities with the previous development plan. In this development plan, in which industrialization was at the forefront, industrialization of the villages has aimed with the understanding of the central village.

4th Development Plan (1979-1983): With the concept of village, it has aimed to organize undeveloped regions with regional planning.

5th Development Plan (1985-1989): The fifth development plan envisaged an increase in infrastructure and housing investments and a reduction in interregional development disparities. Within the scope of rural development projects, it has planned to develop the regions first in development.

6th Development Plan (1990-1994): Along with the rural area planning approach, it was aimed to give the planning of agriculture-based industry and services to the central villages.

7th Development Plan (1996-2000): In this development plan, as before, rural infrastructure development was emphasized.

8th Development Plan (2001-2005): It was the period when the importance of rural development began to be understood. Sustainable development understanding and rural development and development projects in line with this understanding have been revealed. When the rural development policies included in the development plans are examined, it is seen that the real importance of rural development was realized in the eighth development plan period. Before the eighth development plan, it was seen that studies were carried out to increase the quality of rural life, to create a central village understanding, to industrialize and to plan the infrastructure of rural areas. However, with the eighth development plan, the goal of sustainable development has been addressed and projects in line with this understanding have begun to be produced. In this way, the eighth development plan pioneered rural tourism and other

sustainable development projects for the development of rural areas. In fact, in the 2004-2006 Preliminary National Development Plan, which coincided with the last years of the eighth development plan, policies regarding sustainable rural development and creating new sectors in the countryside began to be mentioned for the first time.

9th Development Plan (2007-2013): The Ninth Development Plan coincides with a period in which change and competition were extremely intense, globalization has had an impact on every field, and uncertainties have increased. The ninth development plan also has many policies related to rural areas. First, basic issues such as ensuring justice in income distribution in rural areas, eliminating poverty in rural areas, increasing the level of education in rural areas, and increasing the level of use of information technologies are discussed. Then, plans such as increasing human resources for agricultural and non-agricultural economic activities in rural areas, implementing new income-generating activities in rural areas and ensuring sustainability has also been mentioned. When the policies related to tourism are examined, the development of cultural tourism, the evaluation of ecological potential in environmentally sensitive sectors, especially agriculture and tourism, the development of eco-tourism, the development of tourism in regions that have tourism potential but have not been adequately addressed until now, the improvement of seasonal and geographical distribution of tourism, infrastructure in areas suitable for tourism. It is seen that there were policies on providing financing for the country, increasing local examples and developing tourism production activities in rural areas (Ninth Development Plan, 2006: 53-120).

10th Development Plan (2014-2018): The tenth development plan has been prepared with the aim of being a milestone on the way for the citizens of the country to reach a high level of welfare, and it was a plan aimed at minimizing the future risks in the global economy and enabling the country to act together with global developments. The objectives related to rural development in this development plan are similar to the previous development plans. Bringing the minimum welfare level in the rural areas closer to the country average, improving the living and working conditions of the rural community, strengthening the economy and employment, and improving the physical infrastructure have been determined as the main objectives.

One of the biggest features that distinguish the tenth development plan from other plans was the creation of tourism activities for the production and employment structure in the rural economy. In addition, policies for social services, education, economy, increasing population density and reducing migration have also found a place in rural development policies. The tenth development plan, as in the ninth development plan period, revealed an improved rural development strategy aiming at sustainable development and strengthening environmental management. When the tourism policies included in the tenth development plan were examined, the policies aimed

at increasing the qualified labor force and service quality in tourism stood out first. In addition, it was of great importance for the development of rural tourism that it aims to diversify tourism products and services, protect natural cultural values and become a leading sector in regional development within the framework of the principle of sustainability (Tenth Development Plan, 2013: 129-154).

11th Development Plan (2019-2023): In line with changing consumer trends and technological developments, diversifying and developing tourism, extending the season, increasing the service quality and attracting visitors with more spending tendencies to our country, increasing the length of stay and non-accommodation expenditures, realizing a transformation in the sector within the framework of each destination and focused understanding and protection. - Contribution to economic and social development has been discussed by considering the balance of use.

Within the scope of Rural Development Investments Support Program (KKYDP) and Pre-Accession Financial Assistance Rural Development Support Program (IPARD), which aim to achieve unity of goals in rural development supports, rural agriculture, rural economic infrastructure investments and development of farm activities, rural tourism, handicrafts and informatics applications in rural areas aimed at continuing support. Accordingly, it was aimed in this development plan that the contribution of tourism to the economy would be increased significantly by increasing the diversity and quality of tourism services.

Development policies can be considered as a development tool with strategic plans. Politically prepared plans create new processes and differences in the tourism sector as well. In this research, the policies related to rural and nature tourism included in the development plans have been tried to be explained. In this context, a case study has been made by considering the development plans prepared since 1963 in the context of tourism. The Single Case Model has been used to analyze the plans. Single Case Model; It aims to make the notes, codes and code sections of the selected document visible. The document and the codes are connected by lines, and the width of each line is different from each other. The width indicates the importance of each code (Maxqda, 2021).

The policies related to tourism in the document contents of the development plans, the codes created for the research and the Single Case Model of the MAXQDA 2018 program were shown in Figure 1.

Figure 1: Single-Case Model

When the Single Case Model of tourism policies in Figure 1 is examined, it is seen that tourism has been included in all development plans prepared since 1963. The frequencies (frequency of use) of tourism-related concepts and words used in development plans were examined using the MAXDictio Word Frequency function. With this function, the frequencies of the words in one or more documents can be analyzed, and the frequency analysis of a differentiated word can be performed in documents, document groups and clusters (Maxqda, 2021). The graph of the frequency analysis results made in this context was given in Figure 2.

Figure 2: Nature Tourism Frequency Data

In the word frequency analysis conducted to determine the most repeated words related to rural and nature tourism in development plans in the MAXQDA 2018 program, it was determined that the words were used frequently in the 10th Development Plan (1811 times), in the 11th Development Plan (1663 times), in the 9th Development Plan (1610 times) and in the 8th Development Plan (1167 times).

Figure 3: The Word Cloud of Documents

Word cloud analysis has been made with the development policy documents published since 1963 and the most emphasized words have been revealed. In word cloud analysis, the most repetitive words appear more dominant and larger than other words in the graph. In the word cloud chart made for the First and Eleventh development plans, it has been seen that words such as rural tourism, sustainability, ecotourism, nature, local and politics come to the fore (Figure 3).

Conclusions and Recommendations

When the Development Plans in Turkey and the Incentive Laws created in this context are examined, it has been observed that they are based on policies such as ensuring economic growth and stability, increasing employment, balancing the level of regional development, directing industrialization policies through investment, and opening the economy to foreign competition. In this context, starting from 1963, it has been planned to realize the policies prepared regarding the tourism sector within the scope of the development plans with various incentives and supports. These incentives and supports are; provided within the scope of KOSGEB (Small and Medium Enterprises Development Organization of Turkey), incentives and supports provided within the scope of the Cabinet decision on state aids in investments, incentives provided by the Tourism Incentive Law No. 2634, Real Estate Tax Law No. 1319. Exemptions included in the Exemption Agreement are activities such as credit facilities provided by the Export Credit Bank of Turkey (EXIMBANK), incentives for foreign capital invest-

ments, participation in foreign tourism fairs.

Global political and economic developments such as the expansion of the scope of liberal economic policies after 1980, the collapse of the Berlin Wall, the regime changes in the Eastern Bloc countries and the disintegration of the Soviet Union started a period in which tourism movements in the world intensified and new actors and new destinations were introduced to the market. It has been observed that developing countries are also turning to the tourism sector in order to provide financing for industrial investments and to offer employment opportunities to the masses with the foreign currency to be obtained in parallel with the developments. Also in this process, it has been seen that in addition to Turkey, which has implemented export-based growth policies, the former Eastern Bloc and North African countries with a coast on the Mediterranean also attach great importance to tourism policies in their economic development processes.

The importance of tourism policies as a development parameter in the development processes of countries has led to the need to see how much rural and nature tourism is included in development plans and what kind of rural environment will be encountered with the adopted development strategies.

When the tourism perspective of Turkish foreign policy is examined, it is possible to mention that the studies carried out in the process, which started with the 1990s but have been strengthened since 2002, are productive. According to the data obtained from the Ministry of Culture and Tourism, in the number of tourists and tourism revenues from 2000 to 2012 has increased approximately 3 times. This shows that the steps taken in the field of tourism are efficient. Recently, the Government has removed tourism from the triangle of sea, sand and sun, increased the diversity of tourism and spread the tourism sector, which previously prevailed only in certain regions of Turkey, throughout the country. Within the framework of this new profile of Turkish tourism, promotional activities are carried out abroad and special promotion systems are developed for each country.

At this point, some suggestions can be made that can be recommended for inquiries regarding tourism policies in Turkey. The scope of national tourism policies should point to a system such as a policy-strategy-action plan. It is important that all parties, especially public institutions and organizations, business world and non-governmental organizations, act in harmony in line with the common goals adopted, in order for the policies created at the public level to be implemented as a whole with all their parties. It is recommended to ensure the active participation of industry experts and tourism academics while determining tourism policies. In addition, in this system, it is thought that it is necessary to place all kinds of mechanisms including political and administrative leadership, decision-making, programming, resource allocation, im-

plementation, coordination and control based on a certain vision.

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