

Evaluation of the Turkish Sports Management Structure from Past to Present

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Abstract

The aim of this study is to evaluate the situation regarding Turkish sports organizations that were restructured under the Presidential government system. In this study, a screening design from qualitative research methods was used as a research model to describe the current situation. The rapid development of science, technology and communication in the 21st century and the rapid changes experienced accordingly and the increasingly difficult competitive conditions have led to the emergence of new management methods and understandings. Against this background, organizations need to change and reorganize. The development and developmental changes in public administration are also reflected in the structure of sports management. The Presidential government system can be evaluated as a reform movement within the framework of our country's New Public Administration understanding, and Turkish sports organizations were reorganized in accordance with the Presidential Decree No. 1. Our sports organization started with the Turkish Sports Federation in 1922 and has reached its current state by going through many stages. We believe that the results obtained will play an important role in the future institutional structure of youth and sports policy.

Keywords

Presidential government system, sports management, Turkish sports organization

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Introduction

Management refers to all activities in which concepts, principles, theories, models, and methods related to the functions of planning, organizing, directing, coordinating, and controlling are systematically and consciously applied to achieve organizational goals effectively and efficiently (Baransel, 1979). Management science is the study of how management actually works. It is a social science field that evaluates the performance of individuals responsible for the preparation, execution, or implementation of decisions made by central and local political authorities (Tortop, 1999).

Sports management is understood as the rational, most effective, and efficient use of human and material resources in line with modern management principles and processes under the unique conditions of sports, to achieve the goals set by sports organizations (Yetim, 2019). The increasing number of sports activities, which align with individuals' existential purposes, reaching large audiences within society, institutionalizing within an organized structure, and achieving success all depend on effective organization (Turkay & Aydın, 2017).

Changes in social, political, cultural, and economic domains also affect sports organizations. Transformations within sports organizations are inevitable. The ever-changing and evolving global order necessitates that sports organizations remain open to various innovations and developments and adapt accordingly (Dolaşır, 2005). Therefore, analyzing and evaluating the sports organization from the Republican era to the present is considered significant. In this section, we will examine the Ministry of Youth and Sports, which is currently the highest decision-making body in Turkish sports, and its subordinate structure, the Turkish Sports Management Organization. The Ministry of Youth and Sports serves as the governing and operational body of Turkish sports (Gürsoy, 2014). This study aims to evaluate the historical development periods of sports management since the Republican era and analyze the transformation process of organizational structuring in sports administration.

Method

In this study, the scanning design, which is one of the qualitative research models that describe the current situation, was used to describe it as comprehensively and meticulously as possible by conducting literature review and document analysis. This design describes a past or current situation as it is and focuses on explaining the case, person or object that is the subject of the research with its internal and current situation (Karasar, 2014).

Historical Development of Turkish Sports Management

- **1922:** On July 14, 16 clubs merged to discipline sports and established the “(TİCİ)” - Turkish Sports Societies Alliance.
- **1936:** Establishment of the Turkish Sports Institution.
- **1938:** On June 29, the General Directorate of Sports was established with Law No. 3530.
- **1942:** With the enactment of Law No. 4235, the institutional structure was changed, and in 1960, it was reaffiliated with the Prime Ministry.
- **1969:** For the first time, sports affairs were handled at the ministry level. The Ministry of Youth and Sports was established under the 2nd Demirel Government (November 3, 1969).
- **1970:** İsmet Sezgin became the first Minister of Youth and Sports in the history of the Republic of Turkey.
- **1982:** On November 7, for the first time, sports were granted constitutional status, ensuring that sports and athletes were constitutionally guaranteed in Turkey.
- **1983:** Turkish sports, previously managed by the General Directorate of Physical Education, became part of the Ministry of National Education and Youth and Sports under Decree Law No. 179 on December 14, 1983.
- **1989:** In 1989, it was affiliated with the Prime Ministry and renamed the General Directorate of Youth and Sports.
- **2011:** The Ministry of Youth and Sports was established (This was decided by the Council of Ministers on June 3, 2011, based on the authority granted by Law No. 6223, enacted on June 6, 2011).

- **2018:** On July 10, 2018, with presidential Decree No. 1, published in the Official Gazette No. 30474, the general directorate of sports services was established within the ministry.
- **2020:** On May 13, 2020, with the Ministerial Approval No. 36, the Regulation on the duties, authorities, and responsibilities of the general directorate of sports services came into effect, and new department presidencies were established within the general directorate.

Turkey Sports Societies Alliance

Sports clubs from Istanbul and Anatolia, operating in 16 different sports disciplines within the country's sports organizations, jointly established the Turkish Sports Societies Alliance on May 22, 1922 (Ekenci & Serarslan, 1997). The primary goal of “TİCİ”, which was organized both centrally and provincially, was to cultivate physically and mentally healthy and conscious individuals, protect young people from harmful habits, develop strong and talented individuals, instill patriotism and national pride in all segments of society through sports activities and events, and represent the country in various sports disciplines on national and international platforms (Sümer, 1990; DPT, 1983). Efforts to organize youth and sports activities in Turkey began with the Turkish Education Association (Adatep et al., 2020).

Turkish Sports Institution

With the country's growing emphasis on sports administration, the Turkish Sports Institution was established on February 18, 1936, to manage the nation's sports activities for approximately two years. Its founding purpose was to implement a sports policy based on scientific and national values, ensure the widespread participation of all segments of society in various sports disciplines, and represent the country on the international stage (Fişek, 2003).

Table 1. TİCİ and TSK organizational structure

TİCİ (Turkey Sports Societies Alliance)	TSK (Turkish Sports Institution)
1. Central Organization	1. Central Organization
General Center	Grand Congress
Founders' Board	General Center
General Congress	Federations
Federations	2. Provincial Organization
2. Provincial Organization	Sports Regions
Central Board	Regional Congresses
Regional Training Boards	Agencies
Regional General Boards	League Committees
Sports Clubs	Sports Clubs
	Sports Homes

Resource (Özsoy et al., 2014).

General Directorate of Physical Education

Due to the developments and challenges experienced in Turkish sports during the TİCİ (Turkey Sports Societies Alliance) and TSK (Turkish Sports Institution) periods, the necessity for the state to manage sports in a more disciplined and structured manner emerged (Doğu, 2013; Fişek, 1980).

On June 29, 1938, Turkish sports were reorganized under Law No. 3530, and the administration was placed under the Prime Ministry. With the adoption of a new governance model, the General Directorate of Physical Education was transformed into a direct public institution (Tayga, 1990).

The organization consisted of the General Council, which included the Central Advisory Board, Central Disciplinary Board, and Athlete Health Board, as well as federations, main units, auxiliary units, advisory units, regional presidencies, regional executive committees, regional advisory boards, institutional offices, and physical education offices in district and village levels, along with sports clubs (Doğar, 1997; Fişek, 1998; Sunay, 2009).

Table 2. TSK and BTGM organizational structure

TSK (Turkish Sports Institution)	BTGM (General Directorate of Physical Education)
1. Central Organization	1. Central Organization
Grand Congress	General Directorate Boards
General Center	• Central Advisory Board
Federations	• Central Disciplinary Board
2. Provincial Organization	• Athlete Health Board
Sports Regions	Federations
Regional Congresses	Main Units
Agencies	Auxiliary Units
League Committees	Advisory Units
Sports Clubs	2. Provincial Organization
Sports Homes	Regional Presidency
	Regional Executive Board
	Regional Advisory Board
	Agencies
	District, Subdistrict, and Village Physical Education Presidencies
	Clubs

Resource (Özsoy et al., 2014).

In 1938, the General Directorate of Physical Education was established under Law No. 3530 within the Prime Ministry. Over the years, its administrative affiliation changed as follows:

- **1942:** Transferred to the Ministry of National Education
- **1960:** Moved back under the Prime Ministry
- **1970:** Became part of the newly established Ministry of Youth and Sports
- **1983:** Integrated into the Ministry of National Education, Youth, and Sports (Ministry of Youth and Sports, 2019)

Table 3. Ministry of Youth and Sports (1970) organizational structure

Ministry of Youth and Sports (1970)	
1. Ministerial Office	3. Provincial Organization
Undersecretary	Regional Presidency
Deputy Undersecretary	Regional Executive Board
Private Secretary	Regional Advisory Board
General Directorate of Physical Education	Agencies
General Directorate of Higher Education Credit and Dormitories	District, Subdistrict, and Village Physical Education Presidencies
Presidency of the Sports Betting Organization (Spor Toto)	Clubs
2. Central Organization	Youth Sports Academies
General Directorate of Education	
General Directorate of School Sports (OBESGM-School-Based Physical Education and Sports)	
General Directorate of Youth Services	
General Directorate of Youth Issues	

Resource (Özsoy et al., 2014).

General Directorate of Youth and Sports

On May 28, 1986, under Law No. 3289 on the Organization and Duties of the General Directorate of Physical Education and Sports, it was established as a central institution under the Ministry of National Education, Youth, and Sports. The law allowed for the creation of provincial and regional directorates, each with its own budget, and the General Directorate of Physical Education and Sports, which had legal personality and a secondary budget.

- **1989:** The institution maintained this status until it was restructured under Decree Law No. 356 and reassigned to the Prime Ministry, where it was renamed the General Directorate of Youth and Sports.
- **2011:** No significant changes were made to its organizational structure until this year (Turkay & Aydın, 2017)

The main service units of the central authorities of the General Administration are as follows: the Sports Department, the Facilities Department, the Health Affairs Department, the Physical Education Department, the Youth Services Department, the Sports Organization Department, and the Sports Activities Department.

The advisory and control units of the Directorate include research planning and coordination, sports controller, legal consultancy, and the auditing committee.

The units affiliated with the General Administration are: the Defense Expertise Department, the Personnel Training Department, the Foreign Relations Department, and the Administrative and Financial Affairs Department.

The permanent committees of the General Administration consist of the Central Advisory Board, the Youth and Sports Committee, the Central Disciplinary Board, the General Directorate of Penitentiaries, and Provincial Disciplinary Boards.

The provincial organization of the Directorate is managed by the Provincial Youth and Sports Directorates in each province and the District Youth and Sports Directorates in each region. An auxiliary body of the General Council is the Gambling Toto Board of Directors (Ministry of Youth and Sports, 2021).

Table 4. General Directorate of Youth and Sports organizational structure

General Directorate of Youth and Sports			
Main Service Units	Advisory and Supervisory Units	Auxiliary Units	Affiliated Units
Presidency of Sports Federations	Presidency of the Inspection Board	Directorate of Personnel and Training	Directorate of Sports-Toto-Lottery Organization
Directorate of Facilities	Legal Consultancy	Directorate of Administrative and Financial Affairs	
Directorate of Health Affairs	Directorate of Research, Planning, and Coordination	Directorate of Foreign Relations	
Directorate of Sports Training	Sports Inspectors	Defense Specialist	
Directorate of Youth Services			
Directorate of Sports Organizations			
Directorate of Sports Activities			

Resource (GSM, 2006).

Ministry of Youth and Sports (2011 - 2018)

The Ministry of Youth and Sports was established with the aim of emphasizing the provision of services for youth and delivering these services effectively and comprehensively, by the Decree Law No. 638, dated June 3, 2011, and was published in the Official Gazette No. 27958 on June 8, 2011. With the establishment of the Ministry, the General Directorate of Youth Services, the General Directorate of Planning and Coordination, and the General Directorate of Education, Culture, and Research were founded, and youth issues began to be addressed in various ways (Ministry of Youth and Sports, 2019).

With the establishment of the Ministry, the General Directorate of Youth and Sports was renamed as the General Sports Administration, initially responsible solely for sports management. The General Directorate of Sports, the General Directorate of Higher Education Credit and Dormitories, and the TOTO Sports Organizations Presidency became affiliated organizations under the Ministry. Additionally, youth service offices in provinces and district and provincial sports directorates were established under the General Directorate of Sports.

When reviewing the Ministry's responsibilities, duties, and powers, it is fully authorized to provide the necessary infrastructure for young people and all Turkish citizens to engage in sports, spread sports culture to the grassroots level, and establish the required facilities. It is also responsible for conducting necessary research to improve sports performance, increasing sports activities and events regardless of regional and provincial boundaries, and supporting education and projects aimed at the development of youth in various fields (Yılmaz, 2020).

With the transition to the presidential government system, the Presidential Decree No. 1 on the Organization of the Presidency, dated July 10, 2018, was published in the Official Gazette, and the General Directorate of Sports was assigned the name "General Directorate of Sports Services." The General Directorate of Higher Education Loans and Housing Facilities was merged with the Ministry of National Education's central structure under the name "General Directorate of Credit and Housing Facilities," creating new service units. Additionally, the only regional organization within the Ministry is the Youth and Sports Regional Directorate. Since 2018, the most notable changes in sports have been in the organizational structure; this has affected the key service units and affiliated organizations. Furthermore, only the TOTO Sports Organization Presidency continues to maintain this status. As a result, the number of departments has increased to 8. Another significant change is the creation of 4 deputy ministers, and the status of the deputy minister will be abolished (Ministry of Youth and Sports, 2019).

The Sports Clubs and Sports Federations Law No. 7405 (2022)

In Turkey, where sports have historically existed as state-supported activities, legal provisions related to sports have evolved in response to contemporary needs. Concerns that the financial difficulties faced by sports clubs and companies engaged in sports activities could negatively impact Turkish sports led to the enactment of Law No. 7405 on Sports Clubs and Sports Federations on April 26, 2022. With the implementation of this law, a new chapter in Turkish sports governance commenced. The law introduced comprehensive administrative, legal, and penal regulations covering all aspects of Turkish sports, thereby restructuring the sports system.

The Law No. 7405 on Sports Clubs and Sports Federations has been evaluated within the framework of public policy, problems in sports management have been identified and reasonable solutions have been proposed. This law is concrete evidence of the ideological and structural changes that the Ministry of Youth and Sports has made institutionally since 2018. Ministry officials, scientists and all other stakeholders have noticed the problems and have rearranged the current sports legislation in line with the requirements of the age, but have not abandoned it completely. The public interest, which is the ultimate goal of public policy, is expected to be achieved with the enactment of the Law No. 7405 on Sports Clubs and Sports Associations (Çolakoğlu, Özbey & Doğan, 2022).

Discussion and Conclusion

This study takes the decision to bring sports under state control after 1938 as the starting point for the TİCİ period of Turkish sports and uses a chronological literature review method to directly examine and evaluate the organizational structure of institutions affiliated with central and provincial governments.

The organizational structure of Turkish sports management has changed over time, depending on political considerations. After 1938, it became evident that the entire sport system was run by state-affiliated institutions, including three organizations: the General Directorate of Youth and Sports the Sports General Directorate, and the Ministry of Youth and Sports.

Due to changes over time in the Turkish sports organization, significant developments have been made. These include the increase in ministry representation, the coordination of activities for youth and sports, and the resolution of issues stemming from the previous organizational structure, such as the uncertainty in the distribution of authority and responsibility between central and provincial organizations.

Yılmaz stated that the reason for the restructuring was to have the authorities carried out under one roof and to increase the representation power of the Turkish sports organization (Yılmaz, 2020).

Sunay, regarding the problems experienced in the field of sports management, said; The desired level of specialization in the sports management profession has not yet been reached in our country. It is seen that there are people from different professions in the institutions or organizations that need to work and employ in this field (Sunay, 2002). However, it is believed that the changes made over time in the sports organizational structure have had some negative effects, such as making the bureaucratic structure more cumbersome and reducing its dynamism. Additionally, the removal of the undersecretary position and the increase in the number of deputy ministers, along with external appointments, could potentially lead to structural problems within the bureaucracy and cause difficulties in the implementation of activities and programs.

The restructuring of the sports organization has brought with it some structural problems (Erturan & Şahin, 2017). Regarding the differences

between the structure of Turkish sports organizations restructured under the presidential government system and the parliamentary system, the research results show that top-level managers generally express concerns about administrative reforms but acknowledge that these reforms have had a positive impact on management. They also express worries that restructuring might increase bureaucracy. However, the results indicate that the majority perceives the changes following the new governance model in a positive light (Yılmaz, 2020).

In the study; it was stated in the research conducted on changing the status quo of independent sports federations in the restructured Turkish sports organizations that independent sports federations should be restructured. It was revealed that the financial structure and revenues, administrative structure and management, legislation, and the relationship of sports activities with sports events need to be reconsidered. Some managers believe that federations should be given more support in terms of financial structure and income regulation, while others argue that federations should remain financially independent. Similarly, there are managers who believe federations should be included under central management, while others maintain that they should be entirely independent. However, managers agree that federations should have better oversight and should increase and promote sports activities.

In Yılmaz's study, it was determined that in the open-ended responses given by the participants in the research conducted on the budgets of Turkish sports institutions in the context of the Presidential Government System, the managers generally evaluated the transition of the General Directorate of Sports from a special budget to a general budget positively. This situation was evaluated in terms of increased allocations, accountability, higher budgets, and greater efficiency. However, some managers pointed out that bureaucracy would increase and the advantages of the special budget would diminish (Yılmaz, 2020).

The research was found to be largely consistent with other studies. Managers place particular importance on budget control and the rational and efficient use of financial resources, which indicates the negative aspects of the special budget. In the new management system, it is believed that the Ministry of Sports' budget will be managed centrally, allocations will increase, the budget will be more accountable, the budget will be used more efficiently, resources allocated to youth and athletes will increase, and investments in social sports

facilities and sports organizations will rise.

Based on the information obtained from the relevant legislation and literature, the research concludes that there have been significant changes in the organizational structure of the Ministry restructured during the Presidential Government System. These changes were particularly viewed positively by top-level managers. However, it is also stated that changes need to be made regarding the current management, financing, and sports oversight regime for sports federations within the Ministry.

In conclusion, after the fundamental changes in the Turkish sports organization restructured under the presidential government system, increasing ministry representation, consolidating authority and budgets under a single entity, ensuring coordinated execution of youth and sports activities, and eliminating the uncertainty in the distribution of duties and responsibilities between central and provincial organizations are of great importance.

Author contributions

All authors contributed equally to the manuscript's conceptualization, editing, and finalization and are worthy of their inclusion as authors. The aspects of the study handled by each author are given below: A.N: conception, fundings, materials and process, writing; T.Ç.: conception, design, supervision, analysis, literature review and critical review. Ö.Ö.: fundings, materials and process, writing. All authors participated in drafting the manuscript and endorsed the final version.

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