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Economic - Organizational Analysis of the Public Tourism Sector in Campania, Italy: Management and Human Resources Issues

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Abstract:

In English speaking countries, several social scientists contributed to the origins and evolution of the different strands of organizational studies during the second half of the 20th century and became organization theorists. Organization theory made its way into American universities and business companies thus establishing a dialectic between theory and practical application. Similar developments occurred in France but not in Italy, where only recently, around mid - 2000, public institutions began to show a serious interest in "organization" and its theories. The authors claim that Italy could benefit from drawing on such theories in several ways. The Italian public tourism sector in general, and the one of the Campania region in particular offer ample opportunity for experimentation. The abundance of natural, historical and cultural heritage resources, the employment percentage (20.367 units occupied in the sector -graph 1), the organizational bottlenecks and the high incidence of political decision makers summarize the sector's distinctive features. Campania(fig. 1) is second only to Lazio for tourist attractiveness and number of people employed and yet exhibits a negative trend of 28% in terms of revenue mostly connected to the many organizational problems and the weak organization culture. The new decision makers have initiated a competitiveness enhancing reform and the SWOT analysis (tables 2 and 3) highlights the shift in the logic informing the system from bureaucratic (fig 2) to competitive (fig 3). The reform is concerned with professional skills, management capabilities and training needs and has yielded the first results but the process is still in progress.

Keywords: *Italian public tourist sector, Campania public tourist sector, Organization theory, Organizational change, SWOT analysis, Management and human resources issues, Bureaucratic logic, Competitive logic.*

1. Introduction

In section one, the development of organization theories and their impact and evolution in Italy are outlined. Several social scientists from English speaking countries became organization theorists as well. Organization theory was introduced into the American universities and companies and informed organizational practice in that country. Developments in France were very similar, whereas in Italy the disciplines were mostly imported by Italian professionals and scholars educated abroad, and remained academically and politically marginal until recently. The attention that Italian public institutions started to pay to organization and its theories around mid - 2000 attests to the need for a different approach in upgrading public sectors and subsectors. The Italian public tourism sector in general and Campania's in particular, which are illustrated in sections two and three respectively, offer fertile ground for experimentation. Considering the natural, historical and cultural heritage resources, the number of people employed, the organizational bottlenecks and the high incidence of political decision makers the potential of the sector is all but negligible. These traits are reflected and somewhat amplified in Campania. The attractiveness of the region is considerable; its sector workforce (20,367 units) is second only to Lazio and consists for 70% of female university graduates with a degree in the humanities or law and an average on the job experience of 20 years. The revenue exhibits a negative trend of 28% (tab 1) for the most part ascribable to the many organizational bottlenecks and weak organization culture. All of the factors and their interconnectedness need careful consideration due to the complexity of service management. The new decision makers have initiated a competitiveness oriented reform and the SWOT analysis (tables 2 and 3) highlights the shift in the logic informing the system from bureaucratic to competitive as shown in section four. The first positive results have begun to emerge but the process of change is still in progress as described in the concluding section.

2. Organization Theories and Their Introduction and Development in Italy

In English speaking counties, scholars like, (Merton, 1949), (Blau, 1971), (Scott, 1964), (Selzinick, 1953). (March, 1965), (Etzioni, 1964) became eminent organization theorists as well. The process of diversification of organization theory into strands started in the

1960s thanks to the contributions of (Gouldner, 1954), (Thompson, 1967), and (Perrow, 1969, 1988, 1992) in the USA, (Woodward, 1975) in the UK, and Crozier and Touraine in France. Works, like “Handbook of organizations” by (March, 1965), “Reading Sociology of Organization” by (Grusky and Miller, 1981) and “Administrative Behavior” by (Simon, 1947), represent fundamental milestones in the evolution of the discipline, and after half a century they are still widely consulted. Thus, organization theory made its way into the major American universities. It acquired the identity of an empirical science by combining theory and practice and played an important role in that “Society of organizations”, as (Presthus, 1971) defined it. Organization theory as a discipline also had a robust academic life in the UK like other engineering, economic and psychological disciplines. Just to mention one French example, (Crozier, 1969) successfully developed his work on state bureaucracy from the tradition of Weber’s organization theory (1945) and from the industrial and labor organization field inaugurated in France by Friedman and Touraine. Crozier greatly influenced the organizational policies of the French Public Administration. In Italy, a number of correlated reasons determined a totally different evolution and outcome of the study and application of organization theory. Some contributing factors can be found in the high homogeneity of the labor market, the perception that organization theory was a discipline to be imported, and the bias concerning its status as a critical but complementary discipline to other hard disciplines like engineering and economics. The latter claim proved completely misconceived and unfounded in light of the fruitful collaboration between (March and Cyert, 1963) and (March and Simon, 1958). The main reason, however, is that the institutionalization of the discipline, the establishment of university chairs, the implementation of research programs and publications in scientific journals, remained marginal in the design of economic organizations and therefore had little or no impact on the decisions and actions of governments, entrepreneurs and trade unions. Barley (2008) carried out an empirical study in which he concluded that the practitioners (professionals, consultants and managers) influenced organization science more than the latter affected the application of the discipline. There was no such dialectic in the Italian context. In Italy, organization theories were influenced by industrial relations and the prejudice of academic and governmental institutions. The dawn of the new century marked a turning point when the long economic crisis and the generation turnover of the ruling class sparked a serious interest in the discipline. The change was long overdue and the need for it has been perceived more than ever before, since the 2010 economic. The change is important in terms of its potential for influencing how the national, regional and municipal governments approach issues pertaining to the development of vast areas of the country where it is possible to produce and redistribute wealth avoiding the mistakes of the past.

3. The Public Tourism Sector in Italy

The natural, archeological and cultural heritage resources of the country are outstanding. The national figures, concerning the operative sites available to the tourists of the private and public sector combined, can be synthesized as follows:

- a) 3.607 Museums;
- b) 802 Monuments;
- c) 330 Archaeological Sites.

More than 50% of the total is owned and managed by the public sector. If the number of tourists is considered by place typology (DIT 2014), art cities are second only to the seaside resorts:

- a) 38% seaside;
- b) 30% Cities of artistic and historical interest;
- c) 15% mountain resorts;
- d) 8% lake resorts
- e) 4% hill and various resorts.

Annually, the three most visited public sector attractions are:

- a) the Colosseum, the Palatine Hill, and the Roman Forum, 4,777,969 visitors, 30,423,950 revenue;
- b) Excavations of Pompeii (Campania) 2,233,496 visitors, 16,369,854 revenue;
- c) Uffizi Gallery, (Florence, Tuscany) 1,554,256 visitors, 1,530,346 revenue.

The region with the most visited museums, monuments and archaeological sites and the highest number of sector employees is Lazio and the second for number of visits and of sector employees is Campania (see Graphic 1). However, the excavations of Pompeii, which are the most important archeological site in Campania and one of the most visited sites in all of Italy, have recently had a 12% drop in the number of visitors.

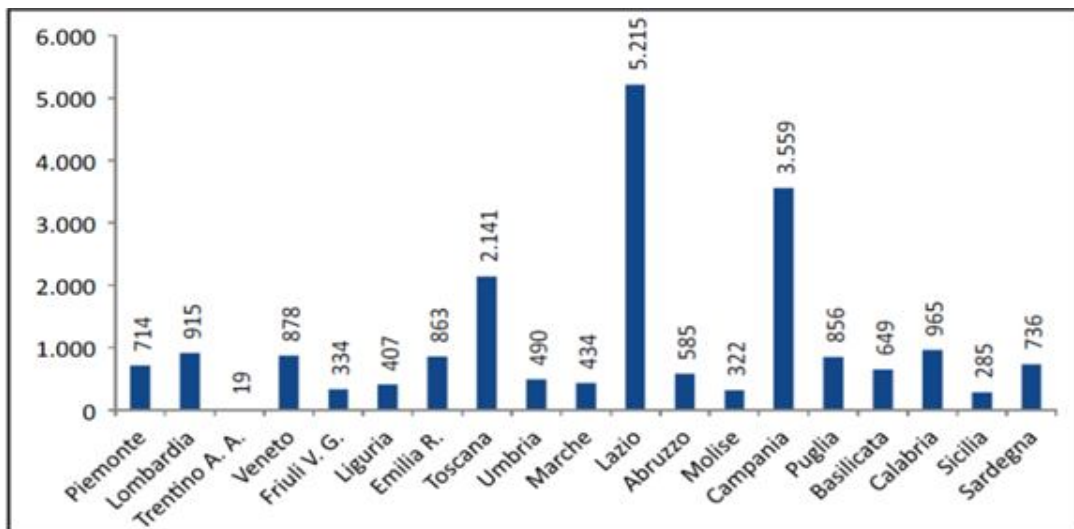


Figure 1: Occupied by region

Source: Ministry of Heritage and Culture, MiBAC, 2015

The total number of employees (MiBAC 2014) is 20,367; more than 50% have an employment contract for a predetermined period of time or an atypical form of contract; their mean age is 51, only 17% of employees are aged between 19 – and 29, and 51% are women. Only 3% of the university graduates employed hold high level management positions, very few compared to those in maintenance and restoration and many jobs are outsourced to external private companies. In Campania workers in the sector are about 17% of the national total.

4. The Public Tourism Sector in Campania

In terms of tourist visits and sector workforce Campania is second only to Lazio which includes the capital, Rome. The main statistical data concerning the public sector in Campania is given in table 1.

Territory	Accommodation
Area Km ² 13.595.34 Resident population 5.831.461 Provinces 5 Municipalities 551 Density of inhabitants per Km ² 428,15	Beds 198.234 Public sector beds as % of total (%) 5,7
Mobility	Presence of paying tourists (BCS)
Airports 2 Railway km 1.252 State motorways km 1.285 Highways km 383 Ports 10	Total presences 5.368.280 Foreign (%) 40,6 Main nationalities of inbound tourists USA - UK - D Average stay (days) 2,1 Presence variation 2015/2010- 11% Total in the south 6.699.820 Total in Italy 28.602.605
Gross revenue (BCS)	Sector revenue (BCS)
State cultural heritage (Euro) 31.362.067 Total in the South 34.038.022 Variation 2015/2010- 28% Total in Italy 135.508.666	Variation 2015/ 2010- 15% foreign Variation 2015/2010- 13% domestic

Table 1: The main statistical data concerning the public sector in Campania

Data elaborated from source: MiBac 2015

The data show that there are 551 municipalities, more than 50 % of which, have a resident population of under 5,000 units. The complexity of the tourist sector and its management is also due to the coexistence of private operators and public agencies in a context where the public agencies represent only 5.7 % of the accommodation facilities and receptive structures but offer most of the rail transportation whereas the private operators control the road and water-way transportation which together amount to 48% of the total of people employed in transportation in Campania. The number of visits to the state cultural heritage (more than 90% of the available sites) (BCS) highlights the importance of Campania in the south and in Italy but it also shows a decrease in foreign (USA, UK, Germany) tourist presence-15% and domestic-13% and a 28% revenue loss.



Figure 1: Map of Campania with tourist references

For more details refer to the interactive site <http://www.cir.campania.beniculturali.it/mappa-dei-luoghi-della-cultura>

Campania has a very favorable climate and a wealth of natural resources. The numbers from 1 to 20 in figure 1 mark the main points of interest excluding Naples, the region's capital. The morphology favors the coastal area where most of the plains are situated. The coast presents four gulfs including the gulf of Naples, which provides an excellent view of the only active volcano in continental Europe even though secondary volcanic phenomena like hot springs are still present in certain Neapolitan areas like the Phlegrean Fields. The islands, Ischia, Procida and Capri are quite near and easily accessible, via boat or hydrofoil from different parts of the coast but mainly the port of Naples. There are many UNESCO¹ sites throughout the region including the recent addition of Naples's historical city center. However, tourists who distribute wealth whilst visiting the region also require quality services during their stay. In certain cases, such as Pompeii and Capri the natural and cultural attractiveness is complemented by quality services which are also the product of management, professional skills and personnel training. Of the 3559-people employed in the sector, more than 70% are women with a university degree in law or the humanities and 20 years of on the job experience. Therefore, most are well equipped to tackle the legal and bureaucratic aspects of their work but totally unprepared for the management of service provision. This is also an effect of the lack of training and certain recruitment policies in fact, when employee selection was not based on political considerations, assessment criteria of the candidates did not include knowledge of business administration, management, organization theory or skills and abilities related to service provision. The work model of reference for these employees was based on bureaucratic principles and management by rules and therefore suited to the complex and dynamic system in which they were called to operate. This kind of management culture and behavior needs to be overcome if Campania's performance is to be geared to improved results. A new reference model (Cooper, Fletcher, Gilbert, Wanhill, 2008) which focuses on management by objectives and by learning, should be adopted. It should also be more customer centered, in the sense that managers at all levels should act as interpreters of stakeholders' demands (Ritchie, Crouch, 2003) continuously articulating their vision and adapting the view to the organization (Davis 1966). As mentioned before the majority of the sector work force consists of women, whereas of the 200 top managers 180 are men, 60% of which with little or no experience of service provision or sector knowledge. This is the result of the predominance of political considerations over technical-organizational ones in personnel management and hiring which influences organizational behavior (Simon 1947). Furthermore, training and courses on the organization of the sector, on service provision and on client approach have either not been offered at all (for the last 9 years) or considered optional at the employees' discretion. These two factors have ensured the weak presence of organizational and professional skills in the sector, which is one of the causes that determined in the long term the 28% revenue loss mentioned in table one. Other contributing factors were poor maintenance of the Pompeii² site, and the promotion of

¹<http://www.campania.beniculturali.it/index.php/siti-unesco>

²<http://www.reuters.com/article/2014/03/03/us-italy-pompeii-idUSBREA210FP20140303>

<http://www.telegraph.co.uk/news/worldnews/europe/italy/10671333/Heavy-rains-bring-down-Pompeii-wall.html>

<http://www.foxnews.com/science/2014/03/02/wall-in-ancient-pompeii-collapses-after-heavy-rain/>

Naples through a 6 hours' cruise thus neglecting all the other cities and sites in the region (fig 1). Political decision makers have started to change their perspective and to avoid basing their decisions on political criteria only. The new, younger generation of decision makers, who have different educational backgrounds and a certain theoretical knowledge or professional experience of organization theory, started a new trend around mid-2000 with the implementation of organizational changes and market oriented decisions. The Campania³ public tourism sector SWOT(Strength, Weakness, Opportunities and Threats) analysis below synthesizes the resources and offer in table2 and the sector in table 3

Strength	Weakness
<ul style="list-style-type: none"> -presence of 5 Unesco sites - diversified offer (culture, sea, food and beverage, spas) - international attractors: Pompeii, Capri - International Exhibition and fair facility , Naples - favorable climate 	<ul style="list-style-type: none"> - poor service organization - normative based operating procedures - high incidence of politics - poor maintenance or neglect of sites - high level of pollution - crime -insufficient offer of accommodation and beds bassa offerta di posti letto
Opportunities	Threats
<ul style="list-style-type: none"> - availability of structural funds for projects - need to enhance and promote vast areas - improve port system - new decision makers 	<ul style="list-style-type: none"> - negativa media impact (on poor maintenance in Pompeii) - degradation of culture and organization of resources - environmental degradation of protected areas - difficulty in implementing organizational and cultural innovation

Table 2: SWOT analysis tourism resources in Campania

Strength	Weakness
<ul style="list-style-type: none"> - youngster accommodation - food and beverage Tours - cultural visits 	<ul style="list-style-type: none"> - concentration of offer in certain areas, Naples and Salerno -inadequate value for money
Opportunities	Threats
<ul style="list-style-type: none"> - acquisition of certified brands of typical and protected products - acquisition of cultural events 	<ul style="list-style-type: none"> - presence of investments from illegal revenue - long term emergencies as in waste disposal issues and relative negative media impact

Table 3: SWOT analysis Tourism Sector in Campania

The analysis shows that the sector exhibits a propensity to change and shift the logic informing the system from bureaucratic to competitive so that the region's natural opportunities, heritage and personnel potential are more efficiently exploited.

5. From Bureaucratic Logic to Competitive Logic

In recent years, the younger political decision makers have shown an increasing interest in the application of organization theory to the public sector in general and to Cpts in particular. Organization theory provides an approach that is more cost conscious and more likely to develop corporate culture as a steering instrument (Cooper, Fletcher, Fyhall, Glibert, Wanhill 2008). The first measure that is being implemented to improve the sector consists in enhancing its competitiveness, complemented by other reforms aimed at increasing the autonomy and flexibility of the regional administrations. Campania, like all other regions, includes sites that are of "high national interest" which are managed jointly by local and central government and other sites that are under the remit of the local governments only. This is important in that the local governments have no managerial expertise, specific knowledge of the field or solid financial bases. Furthermore, the central government, despite its mistakes, devised a system that served the whole nation. Cpts is under the economic and managerial control of the local administrations. Its revenues have to be employed to finance its operations but local budgets have always needed to be integrated with state funds. Over the last five years Cpts would not have been able to cover production and personnel costs without such integration. On the other hand, productivity and incentives alone (Murphy and Murphy, 2004) cannot ensure better quality service, the final output of the organization. The problem is not exclusively an economic one. Management capabilities (Cooper, Fletcher, Fyall, Gilbert, Wanhill, 2008) oriented to norms must take into account how the service demand has evolved and also the difficulties that have arisen over the last few years. Management as a series of symbols, values and languages, but also as a way of tackling problems which require learning and the ability to adapt and relate to evolving contexts is a pre-requirement of top management empowerment. Despite the efforts, to date, there has been no empirical indication that the new requests of the environment of reference have been catered to or that a new service culture oriented towards results has been achieved. Service supply is above all the result of a social interaction in which the needs of the personnel and the demand of the users are met. Until very recently a bureaucratic logic informed service provision management and governments addressed the issues by producing normative tools (Cortes, 2008) which have failed to meet employees and user's expectations. The challenge in general and for Cpts in particular is to foster competitive (figure 3) culture and to lighten the system of its bureaucratic (figure 2) burden. The main features of bureaucratic culture are illustrated in figure 2:

³Rapporto sul Turismo in Campania 2015, a cura di Doxa, Mercury Editore

a) Management is essentially normative based and managers are older with no knowledge of the sector or of service provision;
 b) The role of politics and politicians is central in the decision-making process and illegal phenomena are present;
 c) Budgeting is inefficient not only in terms of quantity but also in expenditure modality, control, integration and coordination.
 These features consolidated the bureaucratic culture which over the last 5 years brought about the revenue decrease mentioned in table 1. The SWOT analysis shows how a lack of intervention connected to managerial skills and sector reorganization and training needs contributed to the weaknesses of the Cpts.

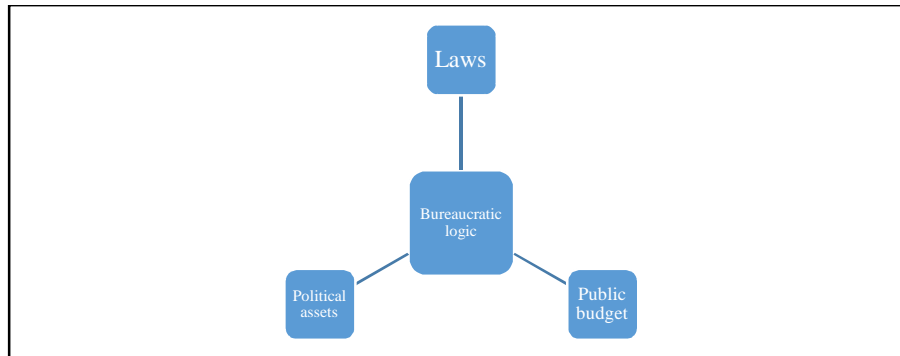


Figure 2: Bureaucratic culture

What can change the logic for Cpts? The first step is to open the system as shown in figure3. An open system entails:

- a) Paying more attention to the market;
- b) Changing the human resources culture;
- c) Paying more attention to service supply and its quality.

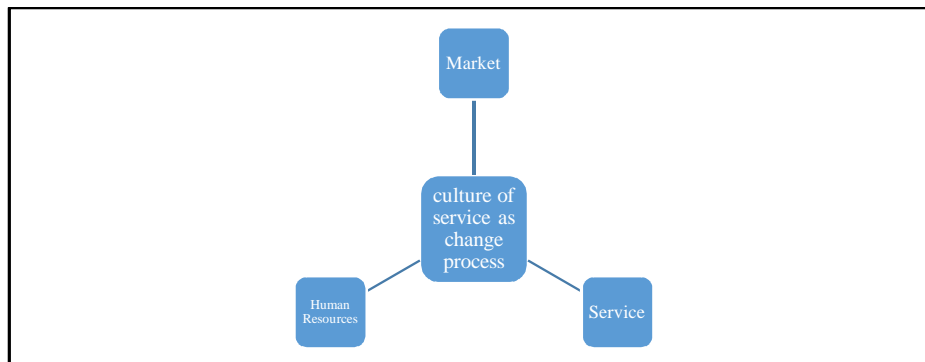


Figure 3: Competitive culture

Paying more attention to the market means ensuring the circulation of information, customer knowledge, market segments and in general information about the idea of travel and its business (Amposta, 2009). The second step is to improve management culture (Schein, 1985) and forge better connections between Cpts and its customers. And last but not least is enhancing service quality. The lack of quality monitoring systems resulted in a lack of attention to customer care and to quality issues. Obviously, monitoring is only the tip of the iceberg. If it is accepted that a service is a social interaction and that the nature of the relationship between organization and customer is of a specific nature, it follows that Cpts must change its operational mode to one better suited to its undertaking. This line of reasoning is based on the concept that service (comfort, accuracy, noise, security) is just as important as climate. Is it possible to create an organization that listens to its staff? The first step is to open the system, its culture and actions. After, step by step, it will be possible to endow the system with elements of service management, so that it will be linked not only to the economic perspective (Dodds and Butler, 2010) but also to the social legitimation of the service. An open system means improving the economic performance of the company, but also enhancing the value of the service and the behaviors of human resources. Service supply pertains to the management of organizations whose core business is to set up an intangible process that is delivered to the public. In contrast to most manufacturing organizations, tourist services are typically produced in the presence of the customers, often with considerable participation by the customer and interaction with organizational members. Also in contrast to manufacturing, tourist service delivery requires extensive coordination between the front office and back office, a service culture (Gooldner & Ritchie, 2006) on the part of the front-line workers, and ability to manage customer expectations regarding each stage of the service (Mowforth, Munt, 2009). The evaluation of the results of service supply involves above all the use of variables concerning the quality of service and not only variables of efficiency. In this context, considerable attention must be dedicated to the setting of the monitoring system. The evaluation of service quality can refer to the relation between expected service and supplied service, and how the organization perceives the supplied service. In the light of these introductory statements, the operative indicators refer to the characteristics of the service as they are perceived by the user and the front-office at the right moment. At this point, a useful methodological instrument is

a user's cycle Norman (1984). The analysis by means of user's cycle shows the principal critical problems of the service supply. Cpts needs to reinterpret its traditional historical technical service and transform it into a value excellence formula. The tourist experience (Swarbrooke, 2005) must be reinterpreted as a culture – economic experience and even into a relationship experience where the value of Cpts is the focus (WTO, 2014). The necessity of taking into account of all these factors is due to the fact that a service management is a complex and sensitive operation in which many functions and factors are closely interconnected. If service management does not achieve rapid and clear changes in attitudes and behavior at all company levels, there is a great risk that Cpts will lose its historical pre-eminent position to more agile competitive systems as shown in figure 3.

6. Conclusions

Starting from an outline of how organization theories were introduced in Italy this paper highlights that they remained academically and politically marginal until recently around the mid - 2000 when political decision makers began to show a serious interest in them. Italy has a great need for organization and its theories. The Italian public tourism sectors in general and Cpts in particular offer ample opportunity for experimentation. The sector, in fact, has outstanding natural and cultural heritage resources but also many organizational bottlenecks and high incidence of political decision makers. These features are reflected and somewhat amplified in Campania the second Italian region for attractiveness, tourist visits and sector employment. Its workforce consists for 70% in female employees with a university degree in the humanities or law, the sector exhibits a 28% negative trend in terms of revenue mostly due to organizational problems and weak organization culture. The new decision makers have initiated a competitiveness enhancing reform and the SWOT analysis shows the transition from a bureaucratic to a competitive logic. The change involves professional skills, management capabilities and training needs. The first positive results are beginning to emerge thanks to the organization theories approach and the implementation of the relative practices which have not been consolidated yet. The challenging process of change from bureaucratic to competitive is still in progress and the outcome uncertain but it is important to study and promote the study of organization theory. This attention to organization and its theories may trigger change in the academia but also in the way national, regional and municipal governments approach the development problems of vast areas in Italy where it is possible to produce and distribute wealth avoiding the mistakes of the past.

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