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Cultural Heritage and the governance of the UNESCO sites of Campania

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The "good tourism" is capable of generating development in terms of cohesion and sustainability in the territory where it is located.
The literature for a long period, has considered the good tourisms in the same way as all other goods.
The aim of this study is to demonstrate that by using a different definition of "good tourism", Cultural Heritage, and appropriate mechanisms for management of the "Great Cultural Attractions", territorial governance, it is possible to exploit the full potential of the asset.
The territorial governance model proposed is bottom-up which includes the participation of all stakeholders in the area will be applied to the Campania Region which has five UNESCO sites. This approach should be able to create a virtuous cycle of growth in the region.

Introduction

Tourism good has been for a long time treated, from literature and by policy makers, the same way as other assets. The attention was often focused on the number of admissions in a given place. All this has not enabled the development of a systemic approach to tourism.

The proposal advanced in the work is to consider tourism as a set of activities, culture and services offered by a given territory.

the tourism, according to this definition, takes on the broader meaning and can be identified as the Cultural Heritage.

In this case, the systemic approach would prevail over the provision of individual goods.

As a result you should watch no more than the individual elements but at all the elements together that are part of the cultural and environmental heritage, : the great cultural attractors.

It follows that the rules of approach and management of the model are different passing from a logic of a single good to a systemic logic.

The management of major cultural attractions, which include the cultural heritage, needs a structured approach: the governance.

This tool is able to simultaneously consider the needs of different stakeholders in a given territory following a bottom-up approach that is capable of enhancing the cultural identity of a place and becomes an expression of the needs and the feeling of the territory.

The paper onsiders the case of Campania, where there are five UNESCO sites. The goal is to provide a case study in which five sites are put in to a system to creating a great cultural attractor to manage using an approach to governance.

The paper is organized as follows. Paragraph 1 is a brief review of the literature on the topic of tourism. Paragraph 2 examines the relationship between territorial governance and cultural heritage by highlighting how this type of approach, is able to generate a model of sustainable development and cohesive. Paragraph 3 is the case study in which the concepts of Cultural Heritage and governance are applied to the case of the Campania Region.

Finally, some concluding remarks are drawn.

1. Theoretical Background

Many of the most famous models who are studying Tourism (Toschi, 1948; Christaller, 1955; Campbell, 1967; Plog, 1974; Miossec, 1977; Butler, 1980; Pearce, 1989; Lozato-Giotard, 2002) are based on the assumption that it can be likened to a "generic product", then all the other goods commonly traded in the market, and as such can be treated. This approach means a partial view of the phenomenon ignoring its entirety and in its complexity.

On the demand side, the choice of a destination for the holidays involves simultaneously the elements of social, psychological, economic and accessibility of the site.

From the supply point of view, it is essential to remember that tourism interests and involve elements of social, environmental and cultural concerns and is an important generator of economic development and employment.

The relationship between tourism and territory is essential, since the production and use of tourism implies the involvement of different actors, including the institutions, the history and the tradition of a place and the people that live there and that emerge as protagonists.
More recently, during the mid-90s, has emerged the conviction of an ever closer relationship between the distinctive features of a place (its history, its culture and its identity) and tourism and that the latter should be treated as a complex system. Tourism is made of different system connected with each other that have to be considered all together.
Its production and use requires the simultaneous involvement of different actors, both institutional, present in a given territory. In addition, it essential the take in to account the history and culture of the territory in question and the origins and traditions of people living on site. Finally, it is able to generate, if properly exploited, development in a specific area. It follows the need for new models of management and exploitation of "good tourism" based on the concept of cultural heritage.

Following the approach suggested by the ESPON 1.3.3 project the **cultural heritage** can be tangible and intangible, and it is something that a group or a community has inherited from past generations, are maintained in this period and have to be leaved to future generations. The idea of considering the "good tourism" under a dynamic profile requires a change of perspective that is based on the idea that cultural heritage is a process in which the activities of creation, reproduction, preservation or destruction of the asset are deeply embedded in social and economic transformation of a territory, its culture and its identity. The cultural heritage also means that the tangible and intangible assets present in a given area are considered "good tourism" therefore includes in the analysis, historical and cultural heritage of a given area and that this system can be developed with the assets on a given place.
The peculiarity of the cultural heritage is to be a renewable resource that does not consider the mere existence value, but it can be

continually reproduced and reworked to become an expression of a phenomenon of social organization that includes the participation of civil society to the realization of the development process.

The classification of Cultural Heritage widely used in Europe (Van der Borg, 2006) and used in the Espon Project is based on the Unesco (1972) definition of Cultural Heritage:

Monuments: architectural works, monumental sculptures, painting, elements or structures of an archaeological nature, cave dwellings and combinations of features that have a universal value for the history, art and science;

• **Groups of buildings**: groups of buildings which, thanks to their architecture, their homogeneity and placement in the landscape appear to be of universal value for the history and science;

• **Sites**: works of man or the combined works of nature and man and areas including archaeological sites which are of universal value in terms of historical, anthropological and cultural.

This new approach requires the rethinking of old paradigms and the necessary replacement with new, more modern patterns of thought.

The concept of cultural heritage also fits very well with the concept of sustainability, which is based on the idea that there is an intergenerational perspective and that people care about the welfare of future generations.

The new approach to tourism, shown here, is based on the assumption that the territory with its specific cultural, monumental landscape, environment and its resources, considered in their unity, can be seen as a unique example that can not be treated in the same like all other goods, but which requires the use of models and ad hoc policies in which tourism and the territory become are inextricably linked to concepts as development, sustainability, cohesion and competitiveness.

The need for a new approach to treat and manage the "good tourism ", defined as Cultural Heritage, coupled with the need to experiment with innovative practices for the management of sites and the ability of the UNESCO cultural attractions to create growth in a given area is clear. In this context the governance emerges as a mechanism to enhance the rich cultural and artistic environment present in a given territory and the ability to create within the same development.

2. Cultural Heritage and Territorial Governance

Governance means "set of shared rules" for the implementation of a program / project. Sharing therefore requires the coordinated participation of actors, social groups and institutions appropriate to the specific objectives discussed and defined collectively in regional areas sometimes fragmented.

The governance process is based on involvement of, both at decision-making and in the implementation phase, institutions, political components (board), technicals (management) and administrative powers of local institutions. Also requires the involvement of citizens who become an active part in decision-making.

The approach to governance, in the planning of tourism involves the replacement of the traditional rules of government utilities (top down) with new forms of participatory management (bottom up) which tends to involve in decision making, both public and private actors.

Often, in the field of tourism studies, what is meant by governance clearly distinct from the concept of government. The governance emerges then as a wider phenomenon than the government, cover, inside, government institutions, but also informal mechanisms. Governance is therefore a set of rules (Prezioso, 2010) that only works if the majority accept them. The rules vary from project to project, except those of a general nature and institutional.

The characteristic feature of governance, therefore, is to be a form of regulation, characterized, however, the presence of desire / planning widely shared by a plurality of different kinds.

Recently, the concept of governance has been further extended by virtue of its increasing application. In the European context the concept of governance means rules, processes and behavior that affect the way in which powers are exercised at European level (Prezioso, 2008).

The Commission has already ruled on the issue with the adopting, in 2001, the White Paper on European governance. The goal of the European governance can be identified in more openness in the process of formulation of EU policies so as to ensure maximum participation more people and organizations in shaping and delivering these policies and a broader responsibility of all stakeholders. The foundations of a good EU governance are five principles (openness, participation, accountability, effectiveness and coherence), made explicit in the White Paper and the application of which goes to support the principles of proportionality and subsidiarity.

Given the complexity in managing a cultural district and cultural attractions, due to the number of actors involved and the number of relationships that must be managed and the importance of the impact this has on the economic system, is necessary to use an approach to manage "good tourism". In this context, governance is an instrument particularly suited to handling, for example, the UNESCO sites in their singularity.

The first step, you need to experience innovative procedures in the practices of governance of UNESCO sites, is to define the organization, administrative and technical structures, and the authority competent, aware of its role as mediator disinterested, motivated, and therefore effective and efficient .

The participatory dimension will create the open space of dialogue and the focus of the common instances in order to foster the process of negotiation aimed at achieving a project widely shared. In general, through the tables of governance will be possible to share the main decision-making processes that affect the area of the project and study some aspects concerning the economics and management of the site. Moreover all the shareholders will be involved so they can become stakeholders of the setting up DC.

Specifically, the constitution and the holding of the tables of governance, should support the creation of a system of bodies operating on the territory so as to increase rather than disperse, the territorial resources, ensuring widespread and continuous movement of 'information among stakeholders, raising the awareness of investment opportunities, economic impact and return related to the project, preserving and enhancing the economic and productive resources existing in the territory, and attracting external resources, raise awareness of the different forms of social civil participation, stimulating the dialogue and cooperation between stakeholders, orientating decisions towards shared goals.

In a broader sense, the governance of UNESCO sites can be traced to new interactive forms of governance in which private actors, the various public organizations, groups or communities of citizens or other stakeholders can be seen as an active part in the formulation of policy. It is therefore an ongoing process of cooperation between stakeholders with conflicting interests.

The instrument identified to set up a fruitful dialogue between different actors provides for the adoption of a code of conduct for the enhancement of individual cultural districts (DC) through consultations, able to facilitate the identification of responsibilities, to strengthen dialogue and to contribute to the involvement of local society. The aim of the concentration is create a dialogue between stakeholders with very different interests. Consultation takes in to account publics and private bodies.

The “tables of governance” can be distinguished:

1. tables them generalists, capable of addressing key systemic issues related to the project as a whole;
2. open tables, which can participate in both the stakeholders and potential investors of the territory outside the area;

3. level national and international market place tables, which takes place in the process of attracting investments and the meeting between the supply of investment opportunities (the design of DC) and the potential demand for reference (stakeholders, external investors) and will participate a variable number of institutional, social or private, including municipalities, the Region, the local enterprises, credit institutions grassroots, individual citizens, groups that comprise civil society organizations (committees neighborhood, religious communities), social partners, non-profit organizations, potential investors from outside the territory (institutional investors, companies, spas, hotel industry etc..), the special superintendent and not the representatives of UNESCO and culture (for example, Universities).

The proper functioning of the "tables of governance" will depend on the ability to structure their activities according to work patterns shared. They will have to provide a streamlined organizational system, but at the same time efficient. The organizational system should be flexible, able to manage change, innovation, factors of uncertainty.

At the base of the operating modes of the table of governance, then there must be a constant comparison of the alternatives that emerged at the table and the set objectives of any group or individual actor, an analysis of the state of the art at the time at work (to understand what was done, what needs to be improved, what remains to be done from scratch, etc..) aggregate some or all the actions that are concentrated around the table to identify priorities and opportunities (times and economic) of creation , A subdivision of the shares in stages of implementation (preparation time in a grid of constant monitoring), a precise identification of ad hoc evaluation criteria to assess the degree of achievement of the objectives defined and shared, ongoing evaluation of compliance with the rules and procedures general and specific objectives to be monitored by building strategic indicators to measure.

2.1 Sustainability, cohesion and development

In this context, the development model proposed is based on the concepts of cohesion and sustainability. We are looking for a model that is able to generate wealth on the one hand but on the other hand, respects and values the identities and characteristics of a place, taking care of the needs of future generations.

The development concept has been widely discussed in the literature and differs from that of growth and is an extension that can take account of new paradigms - first of all sustainability- and the needs of future generations can enjoy the heritage and nature reserves both qualitatively and quantitatively. It encloses values not only economic but also ethical, moral and ecological.

The concept of sustainability as used in the literature refers to the ratio Brundtland (1987): "the ability to make development sustainable, i.e. to ensure that it meets the needs the present generation without compromising the ability of future generations to respond to them. "

Cohesion is a concept widely used in Europe especially in light of the Lisbon (2000 and subsequent revisions) that aims to create a balanced and harmonious development within the various European territories. The goal then becomes to decrease the gaps and delays in the territories while preserving and enhancing the diversity and specific features.

The territorial dimension of strategy Lisbona_Gotenburg is realized into a set of achievements, taking into account the territory in which they interact, to determine the best economic, social and environmental result. Ultimately determine the best conditions of living of the population of that territory.

All this reasoning is based on the assumption that the territory is able to express its identity and its ability to achieve competitiveness in sustainability.

Europe put at the center of his interests in terms of tourism competitiveness and sustainability. In 2007 the EU has drawn up the

'Agenda for a sustainable and competitive European tourism "which has, among its priorities, to" create economic prosperity, social equity and cohesion, environmental protection and cultural heritage through sustainable management of resources, minimizing the use of these resources and pollution of tourist destinations, the production of waste and environmental impact of transport linked to tourism, the management of change for the welfare of the community, reduce the seasonality of demand. "

In May 2010 the European Union, with the Communication "Europe, world tourist destination - a new political framework for European Tourism", has chosen to promote a coordinated approach to tourism initiatives and established a new framework action to strengthen its competitiveness and its capacity for sustainable growth. To this end, have been proposed initiatives transnational or multinational agreements to achieve these objectives by making full use of the skills that the Treaty of Lisbon (2001, 2009) gave the Union to promote tourism. This objective is clearly linked to the new economic strategy of the Union, "Europe 2020", and in particular to the "An industrial policy for the era of globalization. " The development of a more active policy on tourism, in particular that based on the full exercise of freedoms guaranteed by the treaties, on the other hand can contribute significantly to the revival of the single market. While it emphasizes the importance of tourism as a generator of growth and development on the other hand is once again underlined the need to use the resource in a sustainable tourism.

3. Large Cultural Attractor: the Governance of the Unesco Sites in Campania

Up to now have been taken into consideration the concepts of Cultural Heritage and governance.

On the one hand it was found that the culture heritage, for its characteristics, can be seen as a more systemic way to treat the tourism well as other governance is a method of managing the various stakeholders on a given subject.

In this case the common denominator in our analysis are the UNESCO sites in the territory of the Campania region, which can be treated as unique body: “great cultural attractors” and can be managed with this new approach based the concepts of cultural heritage and of governance to create sustainable development and cohesion in a given area.

The approach is very innovative because until now tourism has been treated as an asset that did not require a systemic approach.

The Italian law (Legge Quadro sul Turismo, 29 marzo 2001) takes as its basis the analysis of Local Tourist Systems (STL) and has defined them, in Article 5 paragraph 1, as "homogeneous or integrated tourist contexts, including territorial belonging also in different regions, characterized the offer integrated cultural, environmental and tourist attractions, including the typical products of agriculture and local artisans, or the widespread presence of tourism businesses, or groups".

The Local Tourist Systems (STL) are therefore defined as homogeneous or integrated contexts, including for different regions, characterized by the availability of cultural, environmental and tourist attractions in which the unifying element is the territory, understood as a set of social and cultural resources natural environment, landscape and jointly contribute to the formation of identity.

The law also sets a new asset about the powers of State, Regional and Local Authorities in the field of tourism. In particular, art. 2 provides that "the State and Regions should recognize, on the basis of the principle of subsidiarity, the role of the territories, particularly with regard to the implementation of intersectoral policies and infrastructure necessary for the classification of the tourist supply and by valuing the contribution of the private subjects for its promotion and its development. " Following this approach emerge that is very important create a frame of general principles and tools of coordination as to which regions should establish their own regulations regarding the Tourism.

In fact, the approach of Local Tourist Systems is limited. The concept of Cultural Heritage, as it has been defined in the work, refers to a wider situation that is able to expand the potential and to trigger a virtuous development on a given territory in terms of sustainability.
This definition, named "great cultural attraction", need ad hoc management criteria. Governance, for its characteristics, emerges as the best-handling mechanism that engages all shareholders.

The management of a major cultural attraction through the identification of persons who, as stakeholders, they decide to join the table of governance.

From this phase will emerge a methodological framework designed to outline the essential features of the tables of governance, the types of subjects invited to participate, to observe the rules and mechanisms to be applied to support their operation. This mechanism ensures on the one hand the active involvement of all stakeholders, on the other the fact that projects are actually the expression of the local holders of interest.

Campania Region should play a supportive role and behave as disinterested mediator and guarantor of the observance and protection of the fundamental principles of territorial governance at the base of the Territorial Plan Regional General Plans and Regional Coordination and Program Regional Operational.

One of the major missions of UNESCO is to establish and draw up a list of world heritage sites: sites related to cultural property or materials whose preservation and safety is considered of vital interest to the global community. The membership represents a commitment by the State Party. Since the UNESCO World Heritage status of the property is not perpetual but subject to a rigorous and consistent policy of monitoring and evaluation by the inspection bodies of UNESCO if the country does not follow the rules you risk being deleted. Law 77 of 2006 provide for UNESCO sites, the priority in the allocation of funds intended for emergency use in accordance with the laws.

Campania has five UNESCO World Heritage sites and large potential cultural attractions:

- **Royal Palace of Caserta** with the Park, the Aqueduct of Vanvitelli and the San Leucio;
- **Archaeological site of Pompeii**, Herculaneum and Torre Annunziata;
- **Old City of Naples**;
- **National Park of Cilento** and Vallo di Diano with the archaeological sites of Paestum and Velia and the Certosa di Padula;
- **Amalfi Coast**: Amalfi, Atrani Cetara, Conca dei Marini, Furore, Maiori, Minori, Praiano, Positano, Ravello, Scala, Sant'Egidio, Montalbino, Vietri sul Mare.

The "Large Cultural Attractors" of Campania are located in a region characterized by a diverse network of small and medium enterprises with high fragmentation and low level of productive specialization in the field of culture, tourism and to the reception at the local level.

Campania is also affected by the divestment of some large production systems, whose presence has influenced the history of cultural policies influencing the regional pattern of use of European funds and ministerial (MIBAC and MIT) on the one hand and subsidies of the capital account or interest on the investment costs or the introduction of innovative processes of regional economic regeneration on the other.

The disappointing results have shown the limits of these policies. The granting of credit, often given indiscriminately, was made in a context of relative weakness of tourism businesses and culture in the banking system.

Access to tax relief (Act 488), due to the low bargaining power of the local firms, often rendered impractical the use of credit. This marked failure was fed by the delays that exist between the time when the credit was granted and the time it was actually disbursed. To fill this gap the entrepreneurs were forced to borrow short with the banking system. The latter, counting on the fact that the company would then obtain loans on favorable terms, used its bargaining power to raise the cost of credit. In this way the tax relief had disappeared and the granting of credit facilities has not been able to initiate a process of virtuous development.

The absence of organic planning and the underinvestment in human capital formation, whose cost is higher in the areas of culture because most sophisticated, was not able, until now, of make express to the Campania their potential effect on tourism. This situation is further exacerbated by a problem of governance of the territorial system and relations with financial institutions and the region.

The mere presence, however rich and widespread, of "Large Cultural Attractions" it is insufficient to Campania to create an effective integrated system of tourism. The latter represents, instead, an objective trend, the result of a process medium-long run in which they must be involved actively, all of the stakeholders who live in the territory.

The logic of the "system" implies the use of a new cultural model can overcome the mistrust and particularism in favor of a cooperative and collaborative approach, abandoning the logic of immediate profit in favor of benefits to be obtained in wider horizons.

The overall system of supply, once fully operational, will consist of both structural facilities in support of cultural resource (some of which already exist and others are to be implemented from scratch), both big tourist attractions in the area (historical, artistic archaeological, nature, wine, etc..), both production and commercial activities that offer complementary services.

The use of governance is the best way to achieve these objectives in the case of UNESCO sites in Campania. This approach should be able to create a "virtuous circle" based on involvement at all levels.

For the realization of the project is necessary to develop an Area Plan which has among its objectives the promotion of environmental system. The latter should be connected with the Cultural District, with the system of protected areas and with the reality surrounding monuments and archaeological .

It will be also necessary an improved of the mobility to allow adequate access to existing and planned facilities, especially through the rail transport and the promotion of productive activities represented by the resources of tourist accommodation, creating a system responsive to-play-recreation, recovery, expansion and upgrading of the tourism system and its integration with new facilities for the use of the resource UNESCO site, redevelopment, urban renewal and urban renewal and construction of urban areas and existing localized areas around the sources. The redevelopment of these areas, including identifying new areas for development of tourist accommodation in the municipalities concerned shall be considered a priority.

Compared to the characteristics and potential of the area, for the preparation of the remedial plan the plan should highlight the natural relationships with the criteria and methodology for programming supra.

In particular, the Plan must provide:

- analysis of the territory to be understood as a search for "specific" environmental, cultural, social and production that characterize it (frame of reference as "wide area", quality and consistency of spatial relationships, assessments of the functionality of settlements, the socio-economic characteristics , etc.).
- The use of an analytic approach “bottom-up” evaluation in a position to review the potential of local resources and to realize from the inside in terms of proposals for action and projects;

Positive role that can take on the institutional dialogue between stakeholders (public, private and non-profit) involved, albeit at different levels and in different ways in defining the selection and management of the territory.
The proposed intervention will also arise within the program guidelines of the programming / planning legislation; in the absence of indications defined, the reference scenario should first be shared.

Conclusions

In the Campania region has certainly inherent potential untapped. The reasons may be sought in different historical reasons, cultural, social, and maladministration. Nevertheless it is possible, as well as desirable, start a virtuous process of development that can be seen as a break with the past and able to increase employment, competitiveness and growth. One of the vehicles for achieving this objective is the promotion of tourism. The territory is in fact rich in natural beauty, including five UNESCO sites, as well as a favorable climate.
Despite the presence of a "Great Cultural Attractor" Campania seems to be unable to appear on the international scene as an appealing tourist destination The common perception is that the territory is characterized by a degree of environmental hazard and is not organized enough to be attractive.

The touristic supply of the region, mostly based on cultural sites and seaside resorts, is still poorly articulated. The lack of infrastructure often induces the potential users to opt for solutions less attractive from the perspective of Nature, but more comfortable from a logistical standpoint. The city of Naples can offer many interesting ideas to a type of cultural tourism but is often perceived as "unsafe" place and therefore excluded from the tourist routes. It should therefore adopt policies that are able to put the Campania on the international scene as a systemic and organic body. In this situation, UNESCO sites may be a further stimulus to the start of a virtuous cycle and can be enhanced through the creation of an access network that is self reinforcing, causing the region to become a tourist attraction and organized and trained staff.

Institutions and individuals involved in various capacities in the redevelopment and enhancement of the UNESCO field are not sufficiently cohesive to form a local network consists of relationships and interactions between actors (individual and collective, public and private, local and supra), present or activated in a local area. The actors in the area are unable to operate as a single collective agent and as such appear on the national and international scene.

In this scenario, natural resources, history, culture are not valued. A unifying role in this case could be played by the region that could have a unifying role.

The construction of a Great Cultural Attractor in Campania, which has as its objective the enhancement of World Heritage Sites in a optic of sustainability, subsidiarity and cohesion, necessarily requires the establishment of an Area Plan of the "UNESCO site" system that makes the economic, the different economic realities, historical monuments and archaeological sites, and already the plan management. It will also be essential wives oral accessibility through improved mobility and enhancement of production activities represented by the tourism resources.

In particular, we seek to achieve an improvement and extension of existing tourist accommodation areas, strengthening the network of mobility in the area, in particular to improve the accessibility of sites which will identify links with existing and planned infrastructure in short and medium term. Particular attention should be devoted to reducing congestion in the node of Naples, the coastal system Pompei Ercolano-Torre Annunziata. You will also need a serious plan to revitalize the manufacturing base through the review of actions aimed at a balanced and common development of all production activities already driving to the local economy (accommodation, services, local production), by streamlining and facilitating the inclusion of additional activities induced.

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