

Cultural Design for the Governance of the Territory of the Municipality of Bacoli

Paola De Joanna, Antonio Passaro, and Giuseppe Vaccaro

Abstract—Cultural heritage and cultural planning are a strategic territorial resource for development, they involve local actors (public and private legal entities) in territorial governance to open up new possibilities for constructive interconnections between systems. The study wants to analyze how the logic of cultural planning can bear and promote sustainable development for the protection and enhancement of the cultural and natural resource without hardly marking the layout of the assets. This work comes out from a study on the Flegrea Area near Naples where the volcanic origin and the ancient settlement, since the roman period, make this place highly interesting from a historical and cultural point of view and from environmental.

Index Terms—Cultural design, territorial capital, usability, cultural planning.

I. INTRODUCTION

The present study arises from a collaboration agreement between the Municipality of Bacoli and the CITTAM¹ – Research Center of the “Federico II” University of Naples; the aim of the work is focused at defining methodologies and protocols for the management, enhancement, protection, tourist development as well as the quality of life for the inhabitants, of the Campi Flegrei territory in the west area of the metropolitan city of Naples. The area of interest for this research is mostly included in the territory of the Municipality of Bacoli, in the Flegrea region, part of the Metropolitan city of Naples of the homonymous gulf.

This territory, of volcanic origin, belongs to the system of the Campi Flegrei and, in particular the area where the inhabited settlement rises, is characterized by an alignment of seven volcanoes, which determines a particular orographic configuration. Along the coasts, very articulated, and on the slopes of eroded volcanic cones, from the Greco-Roman era, over the centuries, settlements and constructions have alternated and overlapped which, like ruins, sometimes emerge isolated among the vegetation or incorporated into most recent buildings [1].

The list of testimonies is almost endless, just remember: the archaeological parks of Baia and Cuma, the remains of the so-called temples of Mercury, Venus and Diana, which are actually impressive thermal complexes such as the Sosandra Terme di Venere and the Stufe di Nerone, the hydraulic systems of the Cento Camerelle, the caves of the

Dragonara and the Piscina Mirabile, the Agrippina's Tomb (actually an ancient theater dating back to the 1st century AD), the military port of Miseno and its theater; monumental tombs and countless Roman buildings and villas² that, starting from the Republican era, were built when patrician families first, and then emperors, chose these places to spend long periods of rest in splendid villas which, over time, occupied a large part of the coast; many of these are actually submerged by the sea due to the bradyseism; an incomparable archaeological heritage.

Furthermore, these are flanked by many architectural landmarks such as the Aragonese Castle of Baia and the Real Casino Borbonico. This unusual stratification is included in an extraordinary natural landscape with the lakes of Fusaro, Lucrino and Miseno, the coasts of Miliscola and Torregaveta, the Acropolis of Cuma and Capo Miseno: an environment of enormous charm but which, in reality, does not correspond to an equal tourist interest (Fig. 1).

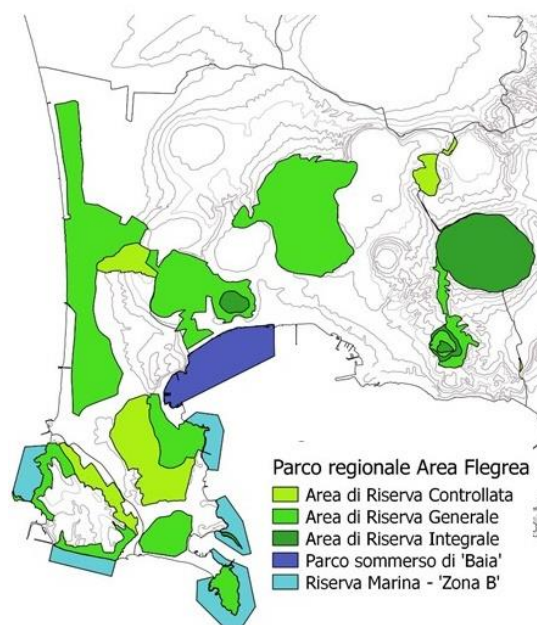


Fig. 1. Areas of naturalistic interest institutionally protected.

Certainly this depended on the absence of an information campaign, since there have not been, from the administrations over the years, a promotion program either at local, national or international level, but, above all, by a lack of an infrastructural system that can guarantee a simple usability (Fig. 2).

² Starting from the Republican era, patrician families first, and then emperors, chose these places to spend long periods of rest in splendid villas which, over time, occupied a large part of the coast; many of these are submerged by the sea due to the bradyseism.

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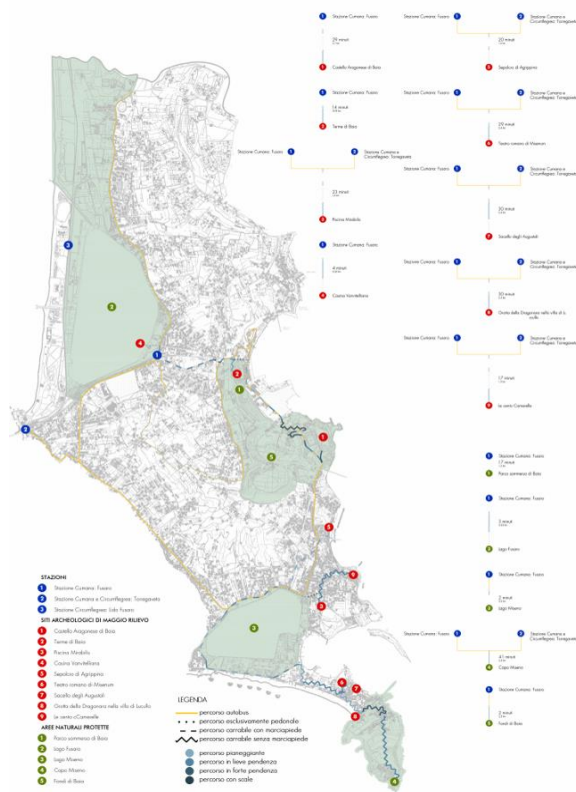


Fig. 2. Most interesting places in Bacoli (Naples) and the connection paths.

Since 2016, the Municipality of Bacoli has been involved in the Program for the Archaeological Park of the Municipalities of the Flegrean area, through the 2014-2020 FSC Masterplan (Fondo Sviluppo e Coesione) of the Strategic Plan for the management of the Archaeological Park of the Campi Flegrei, to which the following municipalities also belong: Pozzuoli (Lead Partner), Giugliano, Monte di Procida; furthermore since 2017 the Municipality of Bacoli is included in the Masterplan of the Campanian Coast belonging to the Domizio-Flegreo coast.

This study is oriented to control and design the management dynamics of these areas in order to identify their variety and potential and to structure this study on different levels of detail. These operations are developed with the involvement of local administrations and the participation of resident communities. This means to move from the concept of material heritage to the broader cultural heritage of a territory that includes both material and immaterial resources.

The latter refer to the identity expressions of resident communities, intangible aspects of culture [2], capable of promoting wealth from cultural diversity³. In this way the prescription of the art. 9 of the Italian Constitution is complied, which states: *The Republic promotes the development of culture and ... It protects the landscape and the historical and artistic heritage of the Nation.*

³ It refers to the definition of "cultural heritage" developed by UNESCO in 2015 which distinguishes two important entities: Cultural heritage and Natural heritage. In the first case, tangible resources are identified (*Movable cultural heritage such as painting, sculptures, coins, manuscripts*); *Immovable cultural heritage such as monuments, archaeological sites; Underwater cultural heritage such as shipwrecks, underwater ruins, cities*) and intangible (*oral traditions, performing arts, rituals*). In the second case, all those natural sites with precise cultural aspects are identified (*cultural landscapes and physical, biological, or geological formations*). Available: <http://www.unesco.org>.

The concept of heritage is clearly expressed in the broad and innovative definition of the Council of Europe Faro Convention of 2005 which defines "heritage-cultural heritage" as "a set of resources inherited from the past that populations identify, regardless of who owns it, as a reflection and expression of their values, beliefs, knowledge and traditions, in continuous evolution" (art. 2, paragraph a) and of "heritage-heritage community" as "a group of people who attach value to specific aspects of the cultural heritage, and who wishes, in the framework of public action, to support and transmit them to future generations" (art. 2, paragraph b) [3].

This recognizes the role of culture that can produce a significant revenue from goods and services. Our cultural heritage is a factor of considerable attractiveness, never sufficiently developed, on which it is necessary to invest to promote economic development, cohesion and social participation. New objectives are outlined in the enhancement of a territory to be implemented through cultural planning; an autonomous discipline that in a multidisciplinary vision triggers new dynamics between regulatory aspects, administrative processes, economic and social factors in territorial planning and marketing.

Cultural heritage with cultural planning, as a strategic territorial resource for development, involves actors (public and private legal entities) in territorial governance with criteria, methods and procedures that open up new possibilities for constructive interconnections between systems (cultural, tourist, social, economic and training) [4].

II. METHODS AND MATERIALS

The actions of protection, conservation, enhancement, management, promotion and use of a territory must be programmed and articulated according to a guiding model to be implemented through Cultural Planning which, starting from the analysis of the context, reaches the formulation of an operational tool to be used in the various executive phases.

This tool is based on integrated intervention policies, based on the knowledge of the consistency of resources, on the knowledge of expertise, on public communication, in a shared process with citizens with transparent and responsible rules and codes [5].

In the dynamics of cultural planning it is essential to identify the identity of the territorial context, the outcome of stratification processes over time, which allows the recognition of local territorial capital and its possible reinterpretations [6], compatible interventions and new economies to be introduced for sustainable local development.

The territorial capital, definable ... as a set of localized assets - natural, human, artificial, organizational, relational and cognitive - which constitute the competitive potential of a territory [7], can be broken down into sectors (infrastructural capital, human and social capital, capital of environmental context, etc.) to which the respective evaluation and analysis correspond as below:

- human, social and relational capital - analysis of the socio-economic system, of identity factors, quality of life, solidarity networks, assistance and collaboration;

- cognitive and immaterial capital - analysis of cultural armor, availability and quality of cultural assets, etc;
- productive capital – analysis of productive and economic factors in the sectors of agriculture, industry and crafts and services and trade, of the industrial districts and business networks (tourism, bathing);
- infrastructural capital – analysis of the road and transport network, accessibility, sanitation (water supply and quality, wastewater and waste collection and treatment plants);
- the capital of the environmental context - analysis of the characteristics and natural configuration and of the geo-morphological aspects of the place (altitude, clinometry, geological and tectonic features, etc.) of landscape values (panoramic points, areas of landscape interest, optical sights, etc.) of the climatic elements (exposure and solar radiation, wind speed and direction, temperature and temperature ranges, hydrometeor and relative humidity, etc.) of environmental risk factors (seismicity of the area, hydro-geological instability, etc.), of floral and faunal characteristics (autochthonous and allochtoon botanical species, habitat properties, etc.);
- the capital of the anthropized context – analysis of the settlement system and the distribution of urban nucleus, of building density, of the built system, of building typologies, of the constructive lexicon (materials and traditional construction techniques, material, geometric, volumetric characteristics, chromatic, etc.) of archaeological and architectural landmarks.

In summary, between the material dimension of the place and the immaterial one it is possible to compose a taxonomy of the components of the territorial capital that constitute the factors on which a territory shapes its role in the regional dimension and, with respect to this, measures its attractiveness. The components of territorial capital must therefore be preserved, consolidated and valued and, above all, protected in view of possible new territorial marketing strategies.

In this perspective, the links between cultural heritage and social capital are the subject of reflection, focusing attention on the opportunities that cultural and natural heritage can provide in the creation and development of social capital [8]; the enormous development potential, dictated by the creation of new meeting spaces, "community hub", places of social integration and inclusion that they represent, is the subject of attention; they are also a strong source of identity for the numerous activities of volunteers, associations, companies and organizations engaged in the enhancement and protection of cultural heritage.

Therefore, to the recognition of the territorial capital, in particular of the territory of Bacoli, it is necessary to combine a cognitive investigation extended to all the dynamics of the lack in development of the place to identify the causes of the dichotomy between the potentialities of the area, in terms of natural attractiveness and archaeological, and the very poor use of these resources and their exploitation.

III. RESULTS

From the first analyzes, in fact, a series of criticalities

emerge that determine a discouraging scenario. Despite the exceptional episodes of archaeological sites, of landscape and natural resources of great importance, the territory as a whole is in alarming degradation conditions; this degradation is caused, above all, by a speculative or spontaneous use of the soil with a widespread and disordered urbanization that since the 70s has overlapped in an undifferentiated manner over the natural and archaeological pre-existences.

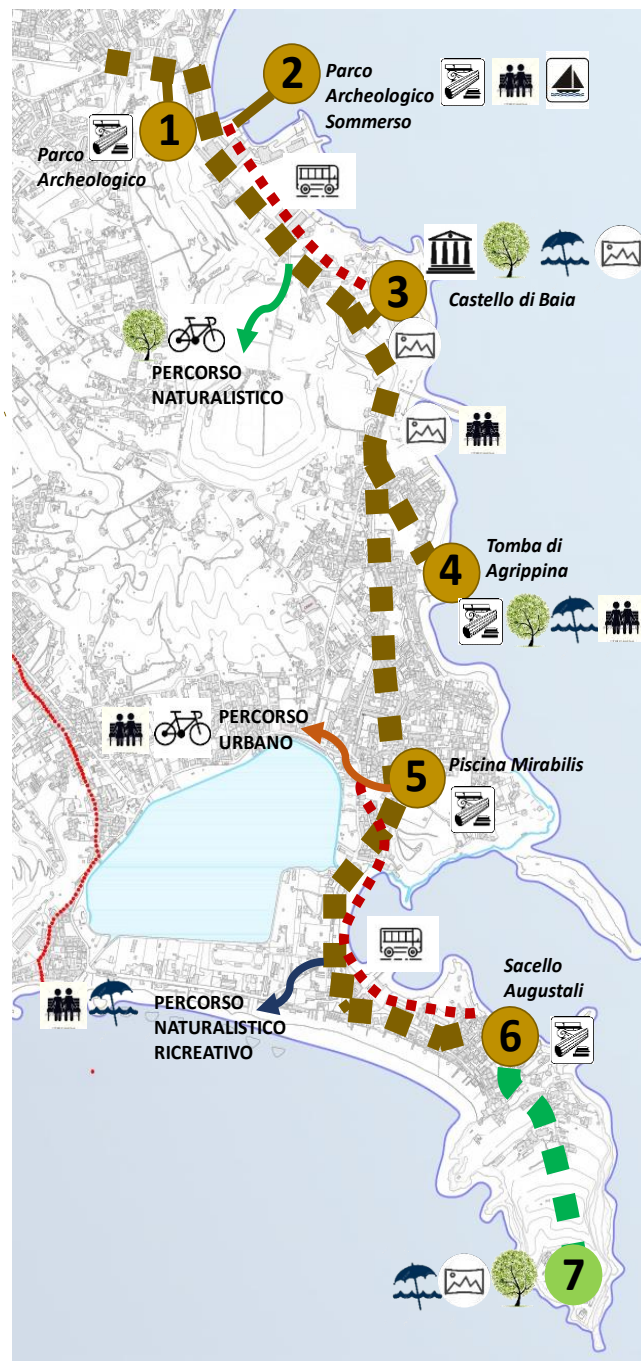


Fig. 3. Paths of different values that bring naturalistic, cultural and archaeological heritage through the area of Miseno lake in Bacoli (Naples).

This, in a territory with a complex orographic configuration, combined with the lack of public transport, further made difficult the mobility which is mainly performed by private vehicles; the situation becomes even more difficult in the summer season when there is an increase in the number of visitors to the archaeological and bathing areas.

In this scenario, the study wants to move with the logic of cultural planning, placing the cultural matrix at the base of sustainable development for the protection and enhancement of the cultural asset of the places; a locally founded and globally competitive multiple development able to express orientations consistent with the local cultural tradition.

All solutions must therefore assign a strategic value to the territorial quality and cultural identities of local contexts, resources to be known, interpreted, preserved, increased and communicated. The attribution of the strategic value is susceptible to a wrong interpretation if it does not take place with a process of alignment between economic-administrative policies and local needs frameworks aimed at integrating real needs and values perceived by the resident population and the structure of the territory. Democratization in territorial governance can only take place if awareness is gained that the work of cultural recovery of the territory can trigger virtuous processes and relative economies of scale [8].

For the sharing of objectives, the growth of scenarios and common strategies, institutional and technical collaboration between the different expressions of the local community is necessary, to define the needs, the human, instrumental and financial resources. Participation, meant as the synergistic work of the communities and their articulations, can be a useful tool in the pursuit of local development and allows to verify the direct and indirect effects of the actions on the innovation capacity of a territory; one hypothesis is that it is possible to evaluate the impact of cultural planning, quantifying the level of increase in general social well-being.

If at a first survey it had seemed that tourism was the only source of revitalization and enhancement of the territory, interviews with local actors revealed sometimes unexpected wills, such as the request for the revival of specialist agricultural production in the area which demonstrate the effective need to target all possible objectives based on common outcomes. The landscape scarred by wild buildings could recover a lost harmony thanks to agricultural productive transformations or restoration of the traditional ones. The coherence of the interventions can only arise from the adoption of an integrated approach with innovative interventions of different production chains.

The territory can be divided into areas associated with one or more resources; each resource can include physical and intangible structures and can be assigned to multiple areas with equal or different roles; the *cultural project* aims to identify the areas of the territory through the activities and functions that it can support thanks to the resources that it possesses. In this sense, it will be possible, for example, to identify routes and paths of different values that bring naturalistic, cultural and archaeological heritage into the system, commensurate and equipped for different types of users or for different seasonal periods (Fig. 3). The strategic management for the enhancement of an area is therefore multidisciplinary, it must research themes and projects suitable to overcome the existing critical issues: overcoming elements of physical separation, enhancement of landscape or accesses and adaptation of existing paths. The cultural project must therefore be focused at a soil design, infrastructure and services project linked to: parking and

stopping spaces, mobility interchange, rationalization and safety of the routes, recovery of existing infrastructures and integration of services.

IV. CONCLUSION

The study starts by analyzing the resources of the territory and the existing infrastructures; on the basis of these data, the possible routes for cultural, naturalistic, recreational, exploratory, or combinations of these, are selected, with different levels of accessibility and practicability, length and duration. The criterion is that of exploiting the capital of resources according to the logic of the minimum intervention in the short term, shifting the lack of infrastructures for mobility into an opportunity to promote the discovery of the territory and its paths, routes, stops and views, which are the real strength and which would be completely overshadowed by the dynamics of rapid movement that focus exclusively on achieving the destinations of interest while neglecting the richness of the path itself. This could be defined as a countertrend choice, inspired by an idea of *slow tourism* for a spectacular territory that cannot and must not follow the logic of cultural consumerism.

CONFLICT OF INTEREST

The authors declare no conflict of interest.

AUTHOR CONTRIBUTIONS

The contribution is the result of a common reflection by the authors. Despite this, the introductory paragraph is to be attributed to G. Vaccaro, the paragraph entitled "Methods and materials" is to be attributed to A. Passaro, the paragraph entitled "Results" is to be attributed to P. De Joanna; all authors had approved the final version and the "Conclusions".

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