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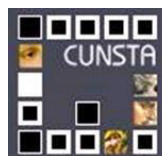
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The management of cultural heritage and landscape in inner areas

edited by Mara Cerquetti, Leonardo J.
Sánchez-Mesa Martínez, Carmen Vitale

Guardo le canoe che fendono l'acqua, le barche che sfiorano il campanile, i bagnanti che si stendono a prendere il sole. Li osservo e mi sforzo di comprendere. Nessuno può capire cosa c'è sotto le cose. Non c'è tempo per fermarsi a dolersi di quello che è stato quando non c'eravamo. Andare avanti, come diceva Ma', è l'unica direzione concessa. Altrimenti Dio ci avrebbe messo gli occhi di lato. Come i pesci¹.

Quando cammino nei prati attorno al Santuario, quasi sempre solo, ripenso a nonno Venanzio che, da giovane biscino, pascolava il gregge negli stessi terreni. Mi affascina il fatto che in questo luogo la cui cifra, agli occhi di chi guarda adesso la mia scelta di vita, è la solitudine, nei secoli addietro abitassero oltre duecento persone. Ancora negli anni Cinquanta, ricorda mio nonno, erano quasi un centinaio gli abitanti di Casette di Macereto tra contadini, mezzadri, mogli, pastori e un nugolo di bambini che costringeva il maestro a salire ogni giorno da Visso per fare lezione a domicilio.

Era una comunità compatta, coordinata come lo può essere quella delle società operose degli insetti: api, formiche, termiti, ma cosa più sorprendente che mai, una comunità niente affatto statica o chiusa².

¹ Balzano M. (2018), *Resto qui*, Torino: Einaudi, p. 175.

² Scolastici M. (2018), *Una yurta sull'Appennino*, Torino: Einaudi, p. 50.

Introduction

Mara Cerquetti*, Leonardo J. Sánchez-Mesa Martínez**, Carmen Vitale***

1. The management of cultural heritage in inner areas. Problems and scenarios

Italy is made up not only of “civic culture” but also of a “rural culture” made of mountains, villages and local communities. A heritage of traditions, supportive societies and economic models that are absolutely not secondary for the country¹.

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¹ Ambrosino 2018 (own translation).

To forget it would «mean to break a relationship with our history and this is never a conquest»².

“Inner areas” is, therefore, an Italian concept that profoundly underscores the cultural identity of the nation’s territory and culture, and has been the object of increasing attention³. In this scenario, the policies for the protection and enhancement of cultural heritage in inner areas⁴ have in recent years gained more and more importance for two main reasons. The first relates to the damage suffered by cultural heritage⁵, especially in central Italy, following the earthquakes of 2016-2017⁶. Owing to their marginalization, depopulation⁷ and abandonment, these inner areas (and their relative cultural heritage) remain increasingly exposed to natural events that put a strain on a fragile territory. This intensifies the urgency of preventive conservation⁸ and the land-use planning that would allow adequate protection for cultural heritage in its context of reference⁹. The second reason concerns the adoption of the *National Strategy for Inner Areas*¹⁰, approved in the framework of the EU cohesion policies. In this context, the enhancement of cultural heritage¹¹ and the promotion of tourism are indicated as the main levers for reversing depopulation trends and contributing to local development.

As has been opportunely observed, in this regard, cultural heritage can only be a driving force for development if it is paired with a profound cognitive renewal and radical review of fundamental values¹².

In the same context, the *Strategic Plan for Tourism* (SPT) 2017-2022¹³ should also be taken into consideration, following its approval after a participatory

² Pombeni 2016, p. 24 (own translation).

³ See: Becattini 2015; Tarpino 2016; Pazzagli 2017; De Rossi 2018.

⁴ Inner Areas are territories characterized by an inadequate offer of/ access to the essential services that assure a certain level of citizenship among a population; territories substantially far from large and medium-sized urban centers able to supply adequate health, educational and transport services. These areas cover almost 60% of the national territory, with a population roughly equal to 20% of the total. See: Barca *et al.* 2014.

⁵ In the area affected by the events of August 24 and October 30, 2016, more than 6,500 properties are restricted or otherwise subject to the code of cultural heritage.

⁶ The territory identified in the Coordinated Text of Decree Law No. 189 of 17 October 2016 as amended crosses four areas (Macerata, Ascoli Piceno, Valnerina, Monti Reatini) already selected by the state and the regional authorities as intervention areas within the *National Strategy for Inner Areas*. The area of the Alto Aterno-Gran Sasso Laga is also included. Altogether, there are 72 selected areas consisting of 1,077 municipalities with 2,072,718 inhabitants (2016 data) and a total territory of 51,366 sq km.

⁷ During the last census interval, there was a demographic decline of 4.4%, also confirmed in the 2011-2016 period with a 2.3% decrease.

⁸ Montanari 2018; Zanardi 2013, pp. 159-160.

⁹ Cammelli 2017; Crosetti 2018.

¹⁰ Barca *et al.* 2014.

¹¹ In particular, see the results of the 2017 Aliano Forum on inner areas, <<http://www.formez.it/notizie/forum-aree-interne-2017-risultati-due-giorni-ad-aliano.html>>, 08.04.2019.

¹² Della Torre 2013, p. 82.

¹³ MiBACT 2017.

process begun by the Ministry of Cultural Heritage, Activities and Tourism (hereafter, MiBACT). This latest plan represents a key inversion of perspective from the past. More particularly, it proposes the ambitious objective of combining the enhancement of national cultural heritage with the definition of adequate tools for the governance of tourism policies in a global perspective.

It is necessary to remember, however, that in the current scenario the functions exercised by the MiBACT in the area of tourism are transferred to the Ministry of Agricultural, Food and Forestry Policies (hereafter, MIPAAFT)¹⁴. Further redistribution of functions in the field of tourism and, above all, the split between tourism and the enhancement of cultural heritage carries the risk of hindering integration between two sectors that are undoubtedly strategic and strongly correlated¹⁵. In a more general perspective, this confirms an inability to incorporate the reforms within a time frame that would allow proper *ex-ante* verification of feasibility and *ex-post* confirmation of the achieved results.

However, the strategic vision of the SPT refers to a number of recent actions of the MiBACT (2015 Directive on “Italian Routes” and Directive No. 555

¹⁴ See Decree Law No. 86 of July 12, 2018, “Disposizioni urgenti in materia di riordino delle attribuzioni dei Ministeri dei beni e delle attività culturali e del turismo, delle politiche agricole alimentari e forestali e dell’ambiente e della tutela del territorio e del mare, nonché in materia di famiglia e disabilità” (“Urgent provisions regarding the reorganization of the functions of the Ministries of Cultural heritage, activities and tourism, of Agricultural, food and forestry policies and of the Environment and the protection of the territory and the sea, as well as of Families and disabilities”, own translation).

¹⁵ On this point, it is necessary to underline that the draft decree brought to the attention of the Section for the legislative acts of the Council of State (Opinion No. 2107/2018 of 20 December 2018) foresees (art. 5) the process by which functions unrelated to “tourism” which had been transferred to the Department by Legislative Decree No. 86/2018” are attributed. These functions appear “redundant and misleading”, as if simply “copied and pasted”. A mere summation of skills, therefore, «absolutely devoid of any strategic vision». It is, however, in clear contradiction with the notion of tourism developed by the Constitutional Court (see, among others, Judgments No. 214/2006, and No. 76/2009). According to these judgments, «tourist activity ceases to be the mere promotion of beautiful things and spiritual or material enjoyment, and embraces a holistic vision of the country as a system». In this context, tourism is one of the central nodes in both the national economy and the social state as a whole. It contains a “passive” dimension (relating to the supply of “tourist” goods and services), which nevertheless creates economic wealth, and an “active” dimension (related to the activity of tourists). These dimensions are expressions of the purposes, widespread interests and rights shared by the whole community, and therefore of many public and private interests. Hence, in the Court’s interpretation referred to above, respecting the regional attributions, and the cross-cutting and complex nature of the subject of tourism presupposes promotional activity that can only be carried out by the state. This is particularly the case given its connection to other state-run competencies (protection of cultural heritage, competition, etc.), which requires *ad hoc* administrative organization. On the other hand, the draft decree examined by the Section shows tourism as an almost subsidiary activity to other state functions (particularly agriculture, forests and food). On the division of powers between the state and the Regions in the field of tourism, see Tubertini 2007.

of 2 December 2016¹⁶, which designated 2017 the Year of Villages¹⁷). It is a clear sign of an attempt to achieve more effective integration between the enhancement of cultural heritage (and of the landscape) and the promotion of tourism, for which the enhancement of cultural routes is one of the main tools.

On the other hand, a significant portion of Italy's cultural heritage is located in inner areas: 1,803 out of 4,588 cultural sites surveyed in 2011 by the Italian National Institute of Statistics are located in inner areas.

This is an extremely diversified set of assets, both in terms of ownership (9% of assets are owned by MiBACT – 414 sites, of which 100 are situated in inner areas, equal to 70% of the total) and type (archeological sites, landscape, intangible heritage).

The same data show that there are 13,868,793 visitors to cultural sites in inner areas, out of a total of 103,888,764, which is just 10% of total users¹⁸, even though these sites represent almost one quarter of all national heritage.

All the above issues show the importance of this topic. Moreover, the fruition and enhancement of cultural heritage in inner areas take on a slightly new dimension, since these territories are profoundly heterogeneous and not yet affected by heavy tourism flows, and they require new forms of organization and management that are geared to their specific characteristics.

Therefore, from a legal perspective, two profiles deserve special attention. The first is related to cultural governance¹⁹, which represents how the figures called on to enhance cultural heritage are organized and the relationships between them (local groups and associations, regional museum hubs), with an approach based on subjective and cross-cutting integration that allows the development of local and “supra- local” synergies. The second analysis profile concerns interventions to enable the fruition of cultural heritage in inner areas.

On this point, the partial outcomes of the *National Strategy for Inner Areas* highlighted some central issues: a) the involvement of local communities in the definition of enhancement projects; b) the “re-appropriation of places” by communities through the governance of common goods; and c) the regeneration of public spaces (small villages, abandoned buildings) through policies that are decisive for the revitalization of abandoned centers²⁰, especially in light of the risk of progressive hydrogeological instability.

¹⁶ <http://www.beniculturali.it/mibac/multimedia/MiBAC/documents/1484581096228_DIRETTIVA_2_DICEMBRE_2016_REP_555_REGISTRATO.pdf>, 08.04.2019.

¹⁷ <<http://www.turismo.beniculturali.it/home-borghi-ditalia/>>, 08.04.2019. 2019 was designated, instead, as the Year of Slow Tourism.

¹⁸ MiBACT 2016a.

¹⁹ MiBACT 2016b.

²⁰ See Casini 2017, p. 210.

2. *An open and in-progress interdisciplinary debate*

The analysis done in § 1 confirms that Italy plays a key role in the international debate on the management of cultural heritage and landscape in inner areas, not only for the *continuity* of its landscape, the all-encompassing and pervasive distribution of cultural heritage in its territory, including in inner areas, but also for its *vulnerability*. The survival of cultural heritage in disadvantaged inner areas – in many cases, mountain areas – is compromised and its sustainable management is a complex and transdisciplinary issue requiring a multi- and interdisciplinary approach and a fruitful collaboration between scholars and policy-makers.

For this reason, in 2017, the international scientific journal «*Il capitale culturale. Studies on the Value of Cultural Heritage*» launched a call for abstracts to collect and compare different perspectives, approaches and experiences on the management of cultural heritage and landscape in inner areas in Italy and Europe.

More than 40 abstracts were submitted, of which half were accepted, 25% conditionally accepted and 25% not accepted. In some cases, the concept of “inner areas” was misunderstood. Indeed, this concept, introduced and disseminated in Italy by the *National Strategy for Inner Areas*, is not clearly understood outside of Italy. The *National Strategy* would like to focus not just on inland mountain areas, but on remote areas in general. However, in some cases, inner areas were understood as “internal areas”, merely “situated farther in” (e.g. inner cities). After this first selection process, in 2018 we received 17 final papers: 2 were refused before the double-blind peer-review process, 3 after this process. The 12 articles published in this section of the Journal successfully passed the double-blind peer-review process.

Even though they come from different disciplines (management, law, geography, anthropology, museology, archeology, urban planning, restoration, art history), they all discuss theories and practices, policies, strategies and tools for the conservation and enhancement of cultural heritage and landscape in inland areas at European level. Although they present some undergoing research, whose results are not yet completely mature, they reveal an increasing scientific focus on this topic.

The two papers that open the special issue discuss the effectiveness of public policy. Mara Cerquetti analyzes the current state of affairs and possible development of museum networks set up in the inland areas of central Italy. Going over the key steps of the networking process, the paper identifies the main organizational gaps in strategic planning and professional skills, and highlights the need to implement a multi-level approach involving the state, the regional authorities and municipalities for the promotion of long-lasting and effective networks. Leonardo J. Sánchez-Mesa Martínez examines the Spanish planning

instruments that attempt to deal with the problem of depopulation, in order to evaluate the degree of sensitivity offered toward the needs and potentialities of cultural heritage. After evaluating the efficiency of these planning instruments, the paper proposes guiding principles for achieving a suitable treatment of these resources. Public policy is also the starting point of the analysis conducted by Dante Di Matteo and Giacomo Cavuta. Looking at the pilot areas identified by the *National Strategy for Inner Areas*, the authors explore their possible relationships with World Heritage Sites in Italy. Their results show that the pilot areas of central and northern Italy are more willing to intercept cultural heritage flows, while the majority of the areas in the south are nowhere close to achieving possible convergences with UNESCO place markers.

The three papers that follow discuss the processes of heritagization and community participation in three different Italian regions. Letizia Bindi presents the first systematization of an ethnography based on Molise Region and focused on intangible bio-cultural heritage. The author analyzes the revitalization of transhumance (traditional pastoralism) as an embedded local practice, a cultural/tourist path and a new form of sustainable breeding activity. Annalisa Colecchia investigates a number of inner areas in Abruzzo that are disadvantaged by marginalization and depopulation in order to analyze how research projects involving communities and stakeholders can achieve a deeper understanding of natural and cultural landscapes and provide key elements for self-sustainable local development. Sharing the same assumptions, Elena Montanari offers insight into the experience and the innovative practices designed and developed by the Fondazione Museo Storico del Trentino for ten years, suggesting a networked, multimedia, participative, adaptive model for curating cultural heritage in mountain areas.

The next two papers discuss the in-progress results of a number of technology-based research projects, also analyzing their expected impact on the management of cultural heritage in inner areas. Chiara Capponi presents the archeological risk map and the archeological potential map for the province of Macerata (Marche Region, Italy), while Paolo Clini, Emanuele Frontoni, Ramona Quattrini, Roberto Pierdicca and Mariapaola Puggioni show the results of the *Flaminia NextOne Distretto Culturale Evoluto* (DCE) research project in the light of technical improvements in AR applications and mobile cloud management. They also describe the collaborative approach of a public-private partnership.

The paper by Rossella Moscarelli analyzes the VENTO “slow tourism infrastructure”, a cycle path stretching 679 kilometers from Venice to Turin along the Po River, describing how such a project can potentially reconnect and regenerate the cultural heritage found throughout the Po Valley.

The last three papers focus on landscape fragility and seismic risk. Gabriele Ajò contributes to the creation of an action protocol for the recovery and safeguard of historic constructions currently endangered by a lack of active

maintenance, taking as an example the Daunian Mountains (Puglia Region). Andrea Ugolini, Manuel De Luca and Flaminia Cabras provide a reflection on the settlement structure of the urban aggregate of Castel d'Alfero (Emilia Romagna Region, Italy) and the methods and strategies for securing, consolidating and coordinating worksite activities. Their paper also puts forward the application possibilities of so-called meta-barriers with resonant systems, capable of seismically isolating a building aggregate (or an isolated system) deviating surface waves with frequencies that would otherwise be particularly harmful. Finally, Maria Teresa Gigliozzi reconsiders the history of Norcia (Italy) and its urban and architectural transformations as a result of earthquakes. She provides the reader with an overview of the sources, which allows us to follow the building activities of this urban center, focusing on its specific seismic characteristics, which has been re-modeled, redesigned and often modified on the basis of seismic risk.

As a *Classic* we republish *Thoughts on the future of the southern mountains* by Manlio Rossi-Doria, an article first printed in 1968 in a special issue of the scientific journal «la Bonifica» dedicated to the theme of the mountain between poverty and development, and then reissued in 2005 in the volume edited by Marcello Gorgoni, *La polpa e l'osso (The pulp and the bone)*, a collection of writings on agriculture, natural resources, and the environment. The text that is presented here, also in English, does not deal with the management of cultural heritage and the landscape; however, focusing on the «contrast of opinions and perspectives» about the future of the southern mountains and soil conservation, it is the basis of the current debate on the future of inner areas. As Rossi-Doria writes, «the reconstruction of a solid economy of the southern mountains can [...] only happen by dealing with the underlying problems of the economy in a modern, courageous and rational approach, in order to reposition it on solid and rational foundations». Among the solutions discussed by the economist, there is also «sustaining existing human settlements and related areas with vital traditional economies, by providing them with infrastructures, services and non-agricultural activities to ensure a modern civic life».

After more than fifty years, on the one hand, many of these areas have lost their original vitality; on the other, the offer of adequate services and infrastructures continues to be a gap to fill which needs both the imagination and courage invoked by Rossi-Doria. Therefore, before it is too late, among the extra-agricultural activities aimed at guaranteeing a modern civil life, it is good to seize the possible contribution of effective management of cultural heritage and landscape. It could be an opportunity to revive many inner areas.

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