

Fabbrica della Conoscenza

XV INTERNATIONAL FORUM

Le Vie dei  
Mercanti

Carmine Gambardella



WORLD HERITAGE  
and DISASTER

# WORLD HERITAGE and DISASTER

Knowledge, Culture and Representation

La scuola di Pitagora editrice

**Fabbrica della Conoscenza numero 71**  
Collana fondata e diretta da Carmine Gambardella

## **Fabbrica della Conoscenza**

Collana fondata e diretta da Carmine Gambardella

### *Scientific Committee:*

***Carmine Gambardella,***

*UNESCO Chair on Landscape, Cultural Heritage and Territorial Governance  
President and CEO of Benecon,  
Past-Director of the Department of Architecture and Industrial Design University  
of Studies of Campania "Luigi Vanvitelli"*

***Federico Casalegno,***

*Massachusetts Institute of Technology, Boston*

***Massimo Giovannini,***

*Professor, Università "Mediterranea", Reggio Calabria*

***Bernard Haumont,***

*Ecole Nationale Supérieure d'Architecture, Paris-Val de Seine*

***Alaattin Kanoglu,***

*Head of the Department of Architecture, İstanbul Technical University*

***David Listokin,***

*Professor, co-director of the Center for Urban Policy Research  
of Rutgers University / Edward J. Bloustein School  
of Planning and Public Policy, USA*

***Paola Sartorio,***

*Executive Director, The U.S.- Italy Fulbright Commission*

***Elena Shlienikova,***

*Professor, Professor of Architecture and Construction Institute of Samara  
State Technical University*

***Isabel Tort Ausina,***

*Director UNESCO Chair Forum University and Heritage,  
Universitat Politècnica De València UPV, Spain*

***Nicola Pisacane,***

*Professor of Drawing – Department of Architecture and Industrial  
Design\_University of Studies of Campania "Luigi Vanvitelli" - Head of the Master  
School of Architecture – Interior Design and for Autonomy Courses Department  
of Architecture and Industrial Design - University of Studies of Campania  
"Luigi Vanvitelli"*

***Pasquale Argenziano,***

*Professor of Drawing – Department of Architecture and Industrial  
Design\_University of Studies of Campania "Luigi Vanvitelli"*

***Alessandra Avella,***

*Professor of Drawing – Department of Architecture and Industrial  
Design\_University of Studies of Campania "Luigi Vanvitelli"*

***Alessandro Ciabrone,***

*Ph.D. in Territorial Governance (Milieux, Cultures et Sociétés du passé et du  
présent – ED 395) Université Paris X UNESCO Vocations Patrimoine 2007-09  
Fellow / FULBRIGHT Thomas Foglietta 2003-04*

***Rosaria Parente,***

*Ph.D. in "Architecture, Industrial Design and Cultural Heritage" at University of  
Studies of Campania "Luigi Vanvitelli"*

### ***Editorial Committee:***

*Pasquale Argenziano*

*Alessandra Avella*

*Alessandro Ciabrone*

*Nicola Pisacane*

*Ciro Ferrandes*

*Rosaria Parente*

**Carmine Gambardella**

**WORLD HERITAGE and DISASTER**  
**Knowledge, Culture and Rapresentation**  
Le Vie dei Mercanti \_ XV International Forum

Carmine Gambardella  
WORLD HERITAGE and DEGRADATION  
Smart Design, Planning and Technologies  
Le Vie dei Mercanti  
XV Forum Internazionale di Studi

editing: Ciro Ferrandes

© copyright 2017 La scuola di Pitagora s.r.l.  
Via Monte di Dio, 54  
80132 Napoli  
Telefono e fax +39 081 7646814  
[www.scuoladipitagora.it](http://www.scuoladipitagora.it)  
[info@scuoladipitagora.it](mailto:info@scuoladipitagora.it)

ISBN 978-88-6542-582-4

È assolutamente vietata la riproduzione totale o parziale di questa pubblicazione, così come la sua trasmissione sotto qualsiasi forma e con qualunque mezzo, anche attraverso fotocopie, senza l'autorizzazione scritta dell'editore.

Il volume è stato inserito nella collana Fabbrica della Conoscenza, fondata e diretta da Carmine Gambardella, in seguito a peer review anonimo da parte di due membri del Comitato Scientifico.

The volume has been included in the series Fabbrica della Conoscenza, founded and directed by Carmine Gambardella, after an anonymous peer-review by two members of the Scientific Committee.

*Conference topics:*

*Heritage*  
*Tangible and intangible dimensions*  
*History*  
*Culture*  
*Collective Identity*  
*Memory*  
*Documentation*  
*Management*  
*Communication for Cultural Heritage*  
*Architecture*  
*Surveying*  
*Representation*  
*Modelling*  
*Data Integration*  
*Technology Platforms*  
*Analysis*  
*Diagnosis and Monitoring Techniques*  
*Conservation*  
*Restoration*  
*Protection*  
*Safety*  
*Resilience Transformation Projects*  
*Technologies*  
*Materials*  
*Cultural landscapes*  
*Territorial Surveying*  
*Landscape Projects*  
*Environmental Monitoring*  
*Government of the Territory*  
*Sustainable Development*

*Disasters:*

*Earthquakes*  
*Tidal waves (or tsunami)*  
*Volcanic eruptions*  
*Floods*  
*Hydrological risks*  
*Fires*  
*Landslides*  
*Avalanches*  
*Meteorite impacts*  
*Hurricanes and tornadoes*  
*Terrorist acts*  
*Armed conflicts*  
*Effects caused by mass migration*  
*Predation*  
*Unplanned urbanization*  
*Uncontrolled development of tourism*

**WORLD HERITAGE and DISASTER  
Knowledge, Culture and Representation**

**Le Vie dei Mercanti  
XV Forum Internazionale di Studi**

Napoli | Capri  
15 - 16 - 17 June 2017

*President of the Forum*

**Carmine Gambardella**  
President and CEO Benecon,  
UNESCO Chair on Cultural Heritage,  
Landscape and Territorial Governance

International Scientific Committee

Components:

**Aygul Agir**  
Professor, Department of Architecture, Istanbul Technical University

**Ahmed Abu Al Haija**  
Professor and Head, Environmental Design, Urban and Architectural -  
Heritage, Faculty of Engineering, Philadelphia University, Jordan

**Ali Abu Ghanimeh**  
Vice president Al al-Bayt University Almafraq – Jordan

**Pilar Garcia Almirall**  
Professor, UPC Ecole Tecnica Superior d'Arquitectura Barcelona

**Pasquale Argenziano**  
Professor Università della Campania 'Luigi Vanvitelli'

**Alessandra Avella**

Professor Università della Campania 'Luigi Vanvitelli'

**Harun Batirbaygil**

Head, Department of Architecture, Okan University, Istanbul

**Cevza Candan**

Professor, İstanbul Technical University

**Federico Casalegno**

Professor, Massachusetts Institute of Technology

**Joaquín Díaz**

Professor and Dean, Technische Hochschule Mittelhessen-University of Applied Sciences , Department of Architecture and Civil Engineering

**Yurdanur Dulgeroglu**

Professor and Head of the Department of Architecture, İstanbul Technical University

**Yonca Erkan**

Chairholder UNESCO Chair, Kadir Has University

**Kutgun Eyupgiller**

Professor, Department of Architecture, Istanbul Technical University

**Yankel Fijalkow**

Professor, Ecole Nationale Supérieure d'Architecture Paris Val de Seine, France

**Carmine Gambardella**

Professor, CEO and President of BENECON, UNESCO Chair on Landscape, Cultural Heritage and Territorial Governance

**Paolo Giordano**

Professor, Coordinator of the Ph.D. School in Architecture, Industrial Design and Cultural Heritage, Università della Campania 'Luigi Vanvitelli'

**Xavier Greffe**

Professor and Director, Centre d'Economie de la Sorbonne Paris

**Manuel Roberto Guido**

Director Enhancement of Cultural Heritage, Planning and Budget Department, Italian Ministry of Heritage and Culture

**Bernard Haumont**

Professor, Ecole Nationale Supérieure d'Architecture Paris Val de Seine

**Tatiana Kirova**

Professor, Polytechnic of Turin

**Alaattin Kanoglu**

Professor, İstanbul Technical University



**Ilknur Kolay**

Professor, Department of Architecture, Istanbul Technical University

**Mathias Kondolf**

Professor, and Chair, Landscape Architecture and Environmental Planning, University California Berkeley

**David Listokin**

Professor, Edward J. Bloustein School of Planning and Public Policy, Rutgers University

**Andrea Maliqari**

Professor and Rector of the Polytechnic University of Tirana

**Sabina Martusciello**

President of the Degree Course in Design and Communication, Università della Campania 'Luigi Vanvitelli'

**Massimo Menenti**

Professor, Department of Geoscience and Remote Sensing, Faculty of Civil Engineering, Delft University of Technology, The Netherlands

**Rusudan Mirzikashvili**

Head of the UNESCO and International Relations Unit, National Agency for Cultural Heritage Preservation of Georgia

**Louise Mozingo**

Professor, and Chair, Landscape Architecture and Environmental Planning, University California Berkeley, USA

**Maria Dolores Munoz**

Professor, UNESCO Chair, EULA Environmental Centre, University of Concepcion, Chile

**Florian Nepravishta**

Professor and Dean of the Faculty of Architecture and Urbanism, Polytechnic University of Tirana

**Raymond O' Connor**

TOPCON Positioning Systems CEO

**Jorge Peña Díaz, Professor**

Facultad de Arquitectura, Instituto Superior Politécnico José Antonio Echeverría, Cuba

**Rosaria Parente**

Ph.D. in "Architecture, Industrial Design and Cultural Heritage" at University of Studies of Campania "Luigi Vanvitelli"

**Nicola Pisacane**

Professor Università della Campania 'Luigi Vanvitelli'

**Adriana Rossi**

Professor, Università della Campania 'Luigi Vanvitelli'

**Michelangelo Russo**

Professor, Università di Napoli Federico II

**Paola Sartorio**

Executive Director, The U.S.- Italy Fulbright Commission

**Lucio Alberto Savoia**

Ambassador, Secretary General Emeritus, Italian National Commission for UNESCO

**Maria Anita Stefanelli**

Professor, Department of foreign languages, literature and Culture, Università degli studi RomaTRE, Roma

**Elena Shlienкова**

Professor, Professor of Architecture and Construction Institute of Samara State Technical University

**Eusebio Leal Spengler**

Professor, Historiador de la Ciudad de La Habana Presidente de Honor del Comité Cubano del ICOMOS

**Isabel Tort**

Professor, Director of the Forum UNESCO – Univ. and Heritage (FUUH) Programme Univ. Politècnica de València UPV, Spain

**Andrey Vasilyev**

Professor, Head of Department of Chemical Technology and Industrial Ecology, Samara State Technical University

**Ornella Zerlenga**

Professor, Università della Campania 'Luigi Vanvitelli'

Scientific and Organization Committee:

**Alessandro Ciabrone**, Coordinator of the scientific program and relationships with the International Scientific Committee

**Rosaria Parente**, Scientific Assistant of the International Committee President

**Ciro Ferrandes, Luciana Abate, Giovanni Bello, Giuliana Chierchiello, Enrico De Cenzo, Carmine Maffei**, Graphics and layout

## **Peer review**

Scholars has been invited to submit researches on theoretical and methodological aspects related to Smart Design, Planning and Technologies, and show real applications and experiences carried out on this themes.

Based on blind peer review, abstracts has been accepted, conditionally accepted, or rejected.

Authors of accepted and conditionally accepted papers has been invited to submit full papers. These has been again peer-reviewed and selected for the oral session and publication, or only for the publication in the conference proceedings.

## **Conference report**

300 abstracts and 550 authors from 30 countries: Albania, Australia, Benin, Belgium, Bosnia and Herzegovina, California, Chile, China, Cipro, Cuba, Egypt, France, Germany, Italy, Japan, Jordan, Kosovo, Malta, Massachusetts, Michigan, New Jersey, New York, New Zealand, Poland, Portugal, Russia, Slovakia, Spain, Tunisia, Turkey.

200 papers published after double blind review by the International Scientific Committee

## **Preface**

*A theme, that in addition to highlighting the word DISASTER, wants, as in all the editions of the Forum, place the emphasis on the word Culture, the systemic product of knowledge and applications, which has a plastic strength as Nietzsche pointed out, capable of healing broken parts, to recover lost parts, and as such belongs to humanity, the Man Artifex and Faber in its historical self-reproduction.*

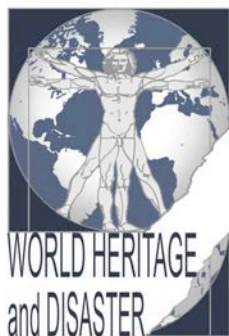
*A faith in humanity's ability to achieve ever higher levels of knowledge to offer as patrimonial value, beyond disastrous contingencies, which contains reparative stem cells and also fortifies evolutionary processes involving the Skills and Work of Man, the fate of Landscapes, Territories, Cities, Architecture and Archaeology as Traces of Geography of the past that emerges in the Geography of the Present.*

*For these reasons, in Naples on 15 and Capri, on 16 – 17 June, the 15th "International Forum Le Vie dei Mercanti" will be held. An established event that in three decades has seen the participation of a scientific community from around the world grow, discussing multidisciplinary topics relating to the Landscape, Cultural Heritage, Government of the Territory, Design and Economics.*

*Therefore, I expect, along with the International Scientific Committee, contributions of studies and research relating to theories, concepts, applications, best practices to protect and preserve, in order to not only transmit to future generations the tangible and intangible patrimony of the World Heritage but also to orient the design processes and innovative planning for the modification that derive from the humus of identities and roots of the places, the regenerating sap of the places and of a "new", which, citing Argan, possesses a contemporary of what it does not have the same date.*

*The location is exceptional. Campania, with six sites included in the World Heritage List, two UNESCO Man and Biospheres, two assets on the List of Intangible Heritage, is one of the richest regions in the world for cultural and landscape heritage. It is therefore no coincidence that the Forum will be held in Aversa/Naples and Capri, with visits to the sites and presentations of operational projects by the scientific community of Benecon\*, a University consortium that hosts 250 researchers and distinguished professors of five Italian Universities, UNESCO Chair on Landscape, Cultural Heritage and*

*Carmine Gambardella  
President and Founder of the Forum*



Le Vie dei  
Mercanti

# XV FORUM INTERNAZIONALE WORLD HERITAGE and DISASTER

Knowledge, Culture and Representation

Naples 15 - Capri 16,17 June 2017

## **Territorial planning, policies and programs for touristic development of Caserta Province**

**Salvatore LOSCO<sup>1</sup>, Claudia de BIASE<sup>2</sup>**

<sup>(1)</sup> Department of Civil Engineering, Design, Building and Environment, Polytechnic and Basic Sciences School, University of Campania *Luigi Vanvitelli*, Aversa, Italy  
Salvatore.Losco@unicampania.it

<sup>(2)</sup> Department of Architecture and Industrial Design, Polytechnic and Basic Sciences School, University of Campania *Luigi Vanvitelli*, Aversa, Italy  
Claudia.deBiase@unicampania.it

### **Abstract**

The rich cultural and environmental heritage asset of Italian provinces fails to attract a lot of tourists and it doesn't contribute to the wealth creation. Starting from this general consideration the contribution aims to analyze the sectoral policies and programs - defined and implemented from the Sixties up today that are focused on touristic development. Simultaneously, the paper analyzes the provisions of the Campania Regional Plan - PTR and Province Plan - PTCP in force in Caserta province. This is done since it is assumed that strategic management of territories should be able to promote their development, not just growth, according to a wider perspective, incorporating local and global aspects, and to avoid the same mistakes already made in the past. Only by providing simultaneous measures for touristic development policies and physical planning it will be possible to define and implement the strategic management of territories. This work points to summarize a clear background of the past and tries to prospect the future of interventions in fact the new European territorial development programs emphasize the integration of the various sectoral policies with the urban and regional planning to achieve a more sustainable development.

**Keywords:** Cultural heritage, Regional and territorial planning, Touristic development, sectoral policy and planning

### **1. Research background: tourism evolution in Campania Region**

Natural and landscapes resources, goodness of climate, richness of archaeological historical and artistic heritage have always attracted tourists to Campania Region. Interesting iconographic and literary proofs document the influx of travelers in Campania, especially during the seventeenth and eighteenth centuries. In that age, a cultural, elitist and aristocratic tourism was spreading: poets, artists and writers moved from various regions of Europe to Italy and Campania in search of art treasures to be discovered and libraries to be explored (Marselli, 1998, p. 26). Since then, the touristic phenomenon has undergone profound changes until it became, in the second half of the twentieth century, a mass phenomenon. If the first real touristic revolution in Europe can be dated to the second half of the nineteenth century, as a result of the new connections made possible by the expansion of the railroad, the phenomenon explodes in Italy after the second World War, under the push of the economic boom that characterized the fifties and sixties. At that time new models of consumption and lifestyle were spreading and tourism, thanks to the popularity of the private cars, became a collective phenomenon, no longer restricted to a select few of the aristocracy, but to social groups increasingly wider and extended (La Rocca, 1998, p. 367 and next). The advantage that – in terms of overall growth – would have resulted in the country, and especially in Campania, by this explosion of tourism, has been thwarted for decades by the lack of an overall vision of the problem and the absence of a touristic development plan in Italy. The inability to consider tourism as a strategic field for the economic development of the country has prevented a proper increase of the sector that grew out of an organic development policy. The organization of this sector has been lacking for years of

coordinated actions and it has been entirely left to private enterprise or voluntary initiatives. Hence, the lack of homogeneity within the tourist development has emerged: the private initiative, in particular, has invested on the most economically advanced areas, while in other areas, although rich in natural and artistic attractions, but economically depressed - it is also the case of the province of Caserta - the launch of the tourist market has not occurred (Fig. 1).

### 1.1 Conceptual framework: tourism policies in Campania and Caserta Province

The strong concentration of tourist load in some areas (cities of art and coastline) produced damages, often irreparable ones, to the natural environment: the bathing water and atmospheric pollution, the disfigurement of natural and human landscapes and the reduction of forest areas are the result of the disordered touristic boom (Citarella, 1997, p. 5 and next). In terms of territorial development, Campania has been seriously affected by the institutional inaction.



**Fig. 1:** On the left Mondragone (Ce) in the fifties, on the right Castelvoturno (Ce) ruins of Borgo Domitio L. M. Tufaroli, E. F. Paolini 1943

Emblematic was the case of Cassa per il Mezzogiorno-Casmez, which first triggered the testing of policies for the touristic development in the south of Italy. Facing with a territory, rich in natural beauty, but very lacking in terms of infrastructures and underdeveloped from the economic point of view, the Casmez provided over the years three different modes of intervention: infrastructure policy (1950-65); touristic districts (1965-70); special projects (from 1971 onwards). With law N. 717/1965 the first tourism planning projects have been launched in the South of Italy, with the distinction in three district levels: districts of tourism development, which include areas rich in untapped resources; districts of further tourism development, those areas in which was visible a tourist development with strong growth prospects; districts with mature economies, the areas that have become saturated from the tourist point of view. Within the districts reality, the action of the Cassa aimed to: the realization of infrastructure works related to tourist settlements; the provision of favourable loans for the construction of accommodation facilities and watering places; the provision of favourable loans for the execution of works, installations and services complementary to the tourist activity. If the territorial organization still appears correct and compatible with the logic of integrated development, understood as homogeneity of space/tourist resources (Citarella, cit., 1997, p. 6 et seq.), the types of planned actions point out, however, the prevalence of a sectoral vision of tourism policy and, therefore, the absence of an overall strategy able to engage in a coordinated and integrated way the other sectors. The policy of the tourist districts was completed in 1970 with the transfer of responsibilities on urban development to the regions (Art.17, law 281/70). The last phase of Casmez was characterized by extraordinary measures, the so-called special projects, a set of coordinates cross-sectoral and inter-regional works on the territory (law 853/71). The Cassa was suppressed in 1984, but only in 1992, by law 488, every centralist perspective was eliminated and the model of regional policies at European level was adopted as general directive. It is also necessary to mention the Territorial Agreement and the Operational Programme Development and promotion of sustainable tourism in regions of the Objective 1. The Pact, as it was defined from the last Cipe resolution dated March 21, 1997, consists of the agreement between public and private operators for the implementation of a program of integrated interventions in the sector of industry, services, tourism and infrastructure. The goal is the promotion of local development at sub-regional level. There are three new elements of the Pacts: first, the underlying logic, which involves no longer choices made from the top, but a program that, starting from the local stakeholders, develops the potentialities of the territory; secondly, the involvement of both public and private entities, who are called to be promoters of development through a joint and coordinated action; finally, the reference to the need for investments, among which are explicitly considered those related to tourism, which should be compatible with a sustainable development. The

Operational Programme for the Development and promotion of sustainable tourism in regions of the Objective 1 is one of the tools for implementing the policies promoted by the EU in support of depressed areas for the 1994/99 period . Divided into three sub-programs, each of which includes a number of sub-measures that clarify the objectives , the Program starts from the consideration that tourism can really play the role of catalyst of development, only if related to the promotion of a joint action that involves more productive sectors and institutional responsibilities at various levels. Inspired by the logic of integrated territorial development, the Program differently from the Pact, does not entrust the elaboration of the development strategy to the concerted action between public and private entities, but requires the adherence to predefined strategies and it is primarily addressed to public institutions. However, the logic of the partnership is ensured by the involvement of social and economic partners in all the phases of planning, management and evaluation of the interventions provided by the Program (Stanganelli, 1998). From the 1994/99 Community Support Framework also derive the Operating Plurifondo Program (POP), which were the main implementing tool of the Structural Funds in the regions of Objective 1. Regarding the POP of the Campania Region 1994/99 (Burc n. 61 bis of 12/27/95), it is divided into nine sub-programs, of which the third one is related to tourism (Support to tourism). Subsequent articulations of the sub-program, the measures, clarify the objectives and define the different forms of partnership. With the first measure, which consists of two actions, the aim was to promote a balanced use of territorial resources and an increase in the offer of goods and services, in order to encourage the diversification of the tourist offer and the progressive seasonal adjustment of flows. The second measure provided interventions aiming at the enhancement of the archaeological heritage and the creation of historical and cultural itineraries. In terms of resources, to the sector has been assigned the 13% of the total amount (Burc 09/21/1999); the commitment and expenditure capacity, of 49%, did not deviate much from the objective of 55% of the total expenditure, as agreed by the European Commission and by the Government to the 12/31/98 (Burc 09/21/1999). The result of interventions, however, as it is recognized by the legislature, it was not satisfactory from the point of view of the planning of regional tourism development, as persist within the region some strong poles, dominated mainly from the seaside, while other areas and other forms of tourism remain in a marginal position; in addition, the tourism industry in Campania continues to have an imprint of spontaneous and random type, with a certain distance between the public Administration and the activities of private operators (Burc 09/21/1999) . For the 2000-2006 programming period is approved the Regional Operational Programme (POR). This document, in line with the objectives of the South Development Programme (Bocchino and Guerriero, 2000), presents some new setting, both in general – revitalization of the partnership, adoption of new assessment procedures – and in the specific field of tourism. The nine sub-programs of the POP are taken over by six axes of action (Natural Resources, Cultural Resources, Human Resources, Local Systems of Development, Towns, Networks and Service nodes), divided themselves into sectors and sub-sectors which clarify the objectives and indicate the intervention measures. The choice of the axes favors an integrated approach, in which individual sectors contribute to the promotion of resources and the achievement of objectives. Tourism no longer appears on its own, but it is part, as sector 2, of Axis 4 Local Development Systems. The news is very important: for the first time it is taken note of the fact that in the Region, as throughout the South, tourism (sector 2), industry (sector 1) and agriculture (sector 3) have to contribute, as sectors of a unique system, to create the local development network. It is then envisioned a combination of all the local resources for an integrated development. An important innovation of POR to be outlined is the provision of interventions on the infrastructures, in the specific touristic sector. This choice, which gets back to the logic of the first phase of Casmez (infrastructure policy, 1950-1965), seems to confirm the seriousness of approach to the problem in the new regional planning Fesr 2007-2013. Finally, the Axis 1 is specifically dedicated to Tourism; this time the intervention are related to the sustainable use of environmental resources and the enhancement of natural and cultural resources. It changes, therefore, the prospect: tourism is seen as a tool that affects (positively and negatively) on the sustainable development of the territory. As stated in the POR, in fact, ... the tourism-related activities lead to high pressures on the environment not only due to the seasonality of demand which results in a spatial and temporal concentration of flows. The tourism sector is an important economic reality, in particular in coastal areas, and an opportunity for the diversification and the growth of local economies, but its growth in recent years has led to a proliferation of structures not always coherently inserted in the landscape, cultural and environmental system of reference . It is clear, therefore, that the aim of the new Axis is also to be able to protect the natural capital through the provision of actions strictly compatible with ecotourism in those areas of environmental value and, simultaneously, to aim for balance in the so-called mature tourism areas . This new vision of tourism also highlights another fact: the sector can become the generator of negative impacts on the environment if badly handled, and positive impacts on growth and development, it must be understood as a driving and integration force of territorial policies. This vision of tourism - centerpiece of the development- also seems to be confirmed in the 2014-2020 planning; many are the programs put in place for different types of tourism and the problems related to it. First of



all we must remember the Horizon 2020 program for research and innovation – which provides actions to support the tourism sector – through innovative applications and solutions for tourist services; secondly Life which supports sustainable tourism, Europa Creativa for cultural tourism and Europa per i cittadini which finance twinning initiatives between European municipalities with the perspective to get known their cities abroad. If it is thought that tourism ... is a key sector of the European economy, which generates more than 10% of EU GDP and employs 9.7 million people and involves 1.8 million enterprises it is easy to understand the need to invest in an industry that increasingly confirms itself as engine of development and socio-economic growth.

## 2. Research background: Italian planning tools

The Italian planning system is relational and complex. In Italy the term city and regional planning refers to activities that the public administration undertakes to formulate rules which establish the procedures and forms of the physical transformation of cities and regions and ensure that transformations respect these rules. Each level of administrative organisation of the Nation (state, region, metropolitan town, province, and municipality) has specific competences for drawing up instruments that control and direct transformations of cities and areas. In general, superior levels have the power to approve instruments and plans and to authorise interventions for lower levels. Planning tools correspond to the different levels of territorial and administrative organisation of the nation and so they have, increasingly, concrete and operational effects following an institutional hierarchy from the national to municipal level. Regional and provincial plans formulate directions and few prescriptions, that have a legal value for land use. The state establishes policies for urban and regional planning through the enactment of laws and reference regulations for a general framework that is valid for the entire national territory. Regions, since 1971, took on power to guide transformations, but not to manage them directly. Regions, enact regional laws, which take into account the directions of national framework laws and draw up Regional Territorial Plan (PTR). The definition and approval of planning instruments that they themselves draft and the approval of tools, drafted by Provinces and Municipalities, fell under their competence if not delegated to the provinces. These have no legislative power on urban and regional planning, since 1990, they draw up the Provincial Territorial Coordination Plan (PTCP) which provides guidelines for matters of territorial organisation. Regional and provincial plans (PTR and PTCP) govern and control the transformations of land use through the division of land on which they operate into different zones (zoning). In each zone, there are specific regulations, establishing the consistency and nature of the transformations, as well as the modes of actions and interventions. The strength of geographic identity and administrative customs bequeathed by tradition, together with new administrative impetus in recent decades due to planning and management of European Union projects, have led to increasing autonomy of the Regions. It can be asserted that the regional level has become central for planning, decisions, guidelines and controls for urban and regional planning. In Campania Region (five provinces until 2015 now three provinces: Avellino-Benevento, Caserta, Salerno and the Metropolitan Town of Naples), today, territorial and urban planning are regulated by regional law n. 16 dated 2004, which provides two territorial planning tools: the PTR, in force with the regional law n. 13 dated 2008 and PTCP, approved by Caserta Province in 2012.

### 2.1 Conceptual framework: territorial planning tools in force in Campania-PTR and Caserta Province-PTCP

The PTR is divided into five **Quadri Territoriali Regionali (QTR)**: the framework of networks (Ecological Network, Network Mobility and Logistics, Network Environmental Risk, the articulation and spatial overlap of these networks are identified for QTR critical points on which it is appropriate to focus and target the interventions), the framework of the **Ambienti Inseditivi (AI)**, the context of the **Sistemi Territoriali di Sviluppo (STS)**, the framework of the **Campi Territoriali Complessi (CTC)**, the framework of **Modalità per la Cooperazione Istituzionale (MCI)** among the smaller municipalities and recommendations for the conduct of good practices. **QTR-the Networks**. The first QTR proposes the General Territorial Framework for the physical protection of the integrity of the territory and cultural identity; it is sub-divided into three networks: ecological, environmental risk and interconnects. The *ecological network* objectives are the maintenance and enhancement of biodiversity and it can be pursued by linking the network to the construction of ecological landscape planning and trying to overcome the opposition between natural and artificial rising from an interpretation of the landscape as real estate protected by law, to heritage formed by cultural, social and natural elements that the environment has accumulated over time. From this point of view, the PTR proposal contains specific guidance on: the landscape management, the preparation of the PTCP and the Plans of the Parks, in order that they can obtain value about Landscape Plan, the construction of the **Rete Ecologica Regionale (RER)**, **Rete Ecologica Provinciale (REP)** and **Rete Ecologica Comunale (REC)**. The *network of environmental risk* and strategic guidelines for its mitigation. The quantification of the overall risk level in this area allows to work for an informed planning, aimed to defining appropriate



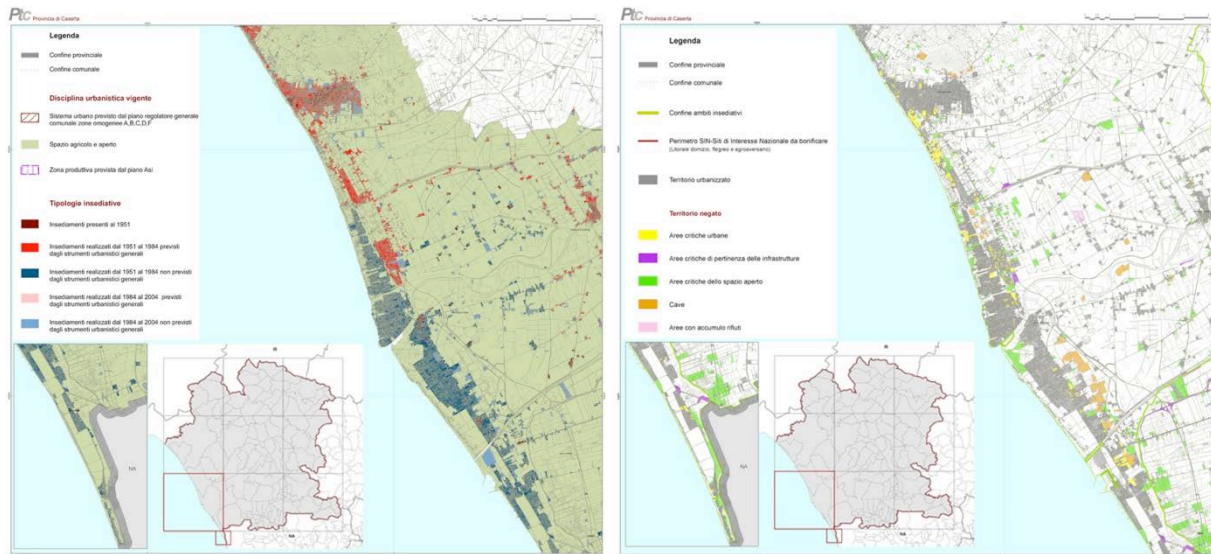
preventive policies of risk mitigation but also to define correct intended use of the land and appropriate localization of strategic infrastructure. In this section the PTR frames the problem of environmental risk in Campania, locates on the territory of the province of Caserta the various anthropogenic and natural sources of risk, define a quantification process, which goes beyond the procedures for specific types of risk. The *network of interconnections and regional transport planning* identifies among infrastructure variations: the construction of a new commercial area near the military airport of Grazzanise; the realization of an integrated system of marinas achieved through a progression of three system scenarios which range from the requalification of the existing to the integration and development with the construction of new ports; the realization of Afragola station on the AV-AC line, the rail link between Villa Literno and the new Grazzanise airport; the conclusion of Piscinola-Aversa Centro and the adjustment of the route Aversa Centro-Santa Maria Capua Vetere of Alifana railway; the highway link Caserta-Benevento and the motorway link road with Anas variant of Caserta and Benevento; the connection between the junction of S. M. Capua Vetere and Capua-Domitiana; the alternative route SS 7 Domitiana from Castel Volturno to Garigliano; the link between A1 Junction of Capua, Grazzanise airport and Domitiana area; the extension of Anas variant of Caserta in the way SM Capua Vetere, bypass of Capua. **QTR-AI**. The draft plan identifies nine settlement areas in the whole region, whose borders are not entirely defined. There are four settlements environments in the territory of the province of Caserta: Piana Campana, Sannio, Media Valle del Volturno and Valle del Garigliano. For each of them the plan describes issues, outlines the strategic guidelines, illustrates the trend layout and traces guidelines. **QTR-STs**. The PTR locates in Campania 45 STS, 7 of which are part of the Caserta province. They are identified on the basis of geography of self-recognition of local identities and the development of self-organization processes, comparing the mosaic of the Territorial Agreements, Contracts of Area, the Industrial Districts, the Natural Parks, the Mountain Communities and on the basis of a consistency check with the intervention of the POR Campania 2000-2006, with all the PIT, the Prusst, of Gal and indications of PTCP. The STS were also classified according to six different territorial dominants (in relation to the characteristics and peculiarity of territories): naturalistic (2 Prov. Ce), rural-cultural (1 Prov. Ce), rural-manufacturing (1 Prov. Ce), urban (1 Prov. Ce), urban-industrial (1 Prov. Ce) and landscape-environmental-cultural (1 Prov. Ce). **QTR-CTC**. These are priority areas of intervention, interested in convergence and intersection of functional and environmental infrastructure processes so intensive as to require the management of their impact on the region, also in terms of connection between the various spatial planning levels. The CTC are defined from the observation of elements of conflict and critical issues resulting from the intersections of the following three goals: network infrastructure, network risk and network of ecological and landscape values. Different CTC, in the province of Caserta, are characterized by more or less critical connections with other frameworks, in a system of relations that defines three main situations: contradictory bind between networks (Caserta Urban Area and the North direction Naples-Caserta), areas of concentration of environmental risk sources (Litorale Domitio), impacts of infrastructure work and their territorial compatibility (Grazzanise, interprovincial area Caserta / Benevento / Avellino). PTCP territory provisions about Caserta province, in line with the guidelines of the PTR, face a number of sectorial issues which, if properly coordinated, could have positive effects on growth and development of tourism. The provincial tourism economy is fixed at modest values: 297,152 arrivals and 1,104,473 official annual attendance (Istat 2008) and it weighs on the overall Campania industry only 5.9%. The territory is characterized by considerable and potential resources: over the Palace of Caserta, which is the main tourist attraction of the area, the province offers seaside attractions (over 40 km of coastline), important historical and artistic resources and many naturalistic-environmental itineraries, especially in the area of Matese. The paragraph suggests a thematic reading of the PTCP provisions interlinked with tourism. The topic about infrastructure is taken on through: *The regional airport system*. It is expected to transform the military airport of Grazzanise in a commercial port and to strengthen Capua port and related infrastructure connecting to road and rail networks. The new airport of Grazzanise is part of the project of development of the regional airport system which will be structured on a number of airports that, differing by location, technical characteristics, plants serving and duties, will be able not only to meet the specific demand determined by the evolution of the current dynamic, but also to the one generated by the positive effects that the same offer will produce on the economy and, in particular, on tourism. *The system of marinas*. It is expected the improvement of the recreational boating facilities in continuity with all the Campania coast, from the mouth of the Garigliano to the port of Sapri, with Lazio's system (in the North) and Lucan (Maratea) and Calabrian ports (in the South). Among the ten identified areas, one which interests the province of Caserta is the area of Caserta itself. It corresponds to the Domitian coast overlooking the Gulf of Gaeta, from the mouth of the Garigliano to Marina di Licola (excluded). The only existing port is the marina of S. Bartolomeo in the coastal area of Pinetamare in the town of Castel Volturno which is expected to expand to 1,200 berths (Fig. 2), while those provided ex-novo are the landing on the Garigliano and Volturno rivers.



**Fig. 2:** Project of the new Marina Pinetamare: general plan and two bird's eye perspectives with the transformations of the existing wet dock and the construction of new piers above and below wave

*The transport system.* The infrastructural projects in this field are strategic for the regional interconnection target strengthening and are supported by a development model linked to the establishment of tertiary functions in relation to the work plan of the airport in the Grazzanise area. A new route connection will determine an overall improvement of accessibility for the provinces of Naples and Caserta and their capitals. The realization of a transport service for the province is congruent with the general guidelines of regional policy but it is addressed greatly to the realization of the connections among the various areas of the province and the strengthening accessibility of wide areas of great tourist and environmental value. *The public transport system.* The integration of public transport by road with the regional subway system through a strengthening of the rail-road trade is very important. The innovative transportation way for low population density areas (high Caserta and Matese area) and the development of non-conventional modes of transport, should be encouraged in high-density areas. There is a fundamental distinction between the conurbated systems with the Neapolitan system and those located in inland areas of the province. The emergency situation from the point of view of air pollution and congestion of the infrastructure system in the first case, obliged to set a strategy mainly linked to the public transport and alternative means of transport; the urban sprawl and the low level of infrastructural network impose instead, in the second case, policies of network modernization, the development of interchange system, the creation of cycling lane. The primary initiatives are: the reclamation of the Appia road, the tourist route *vanvitelliano*, the Roman archaeological bike path and coastal bike path. The province of Caserta has organized interventions for sustainable transport, especially cycling, with the project for the construction of cycle routes in the territories of the municipalities of Maddaloni, San Marco Evangelista and San Nicola la Strada, called Appian Cycle (This project is part of a wide project of developing a supplementary bike mobility and replacing the private road, with connections to the tourist itinerary, included in Cy.Ro.N.Med project that is part of the Community Initiative program Pic Interreg III B Archimed). *The constructed territory.* The coastal areas of the Caserta province have been affected, over the last forty years by the higher increase in urbanized areas at provincial scale, as the effect of the high pressure of tourism, of settlement and infrastructure, with an increase of urbanized areas in the 1960 -2000 period of about 900%. At the same time, these areas show some important aspects of sensitivity and vulnerability to various degradation processes (In time, the Caserta coast has become a jumble of houses and cottages built quickly to entice a huge tourism from southern Lazio in Naples. No master plan on domizia costs, no license. Then the houses from Castel Volturno to Mondragone have become the new housing where to stow dozens of Africans and the designed parks, the lands that were meant to host new clusters of villas and palaces for holidays and tourism have become uncontrolled landfills. No treatment plant owned by coastal villages. A browny sea washes now beaches mixed with

garbage. In a handful of years, every distant beauty twilight has been eliminated [...] Roberto Saviano, Gomorra, p. 304), the impact of which is heightened by the significant level of human pressure (Fig.3).



**Fig. 3:** The uncontrolled anthropization in urban and natural environment two thematic mapping analysis of PTCP, on the right *The typologies of denied territory*, on the left *Denied territory: illegal settlements and regulations in force of urban planning*

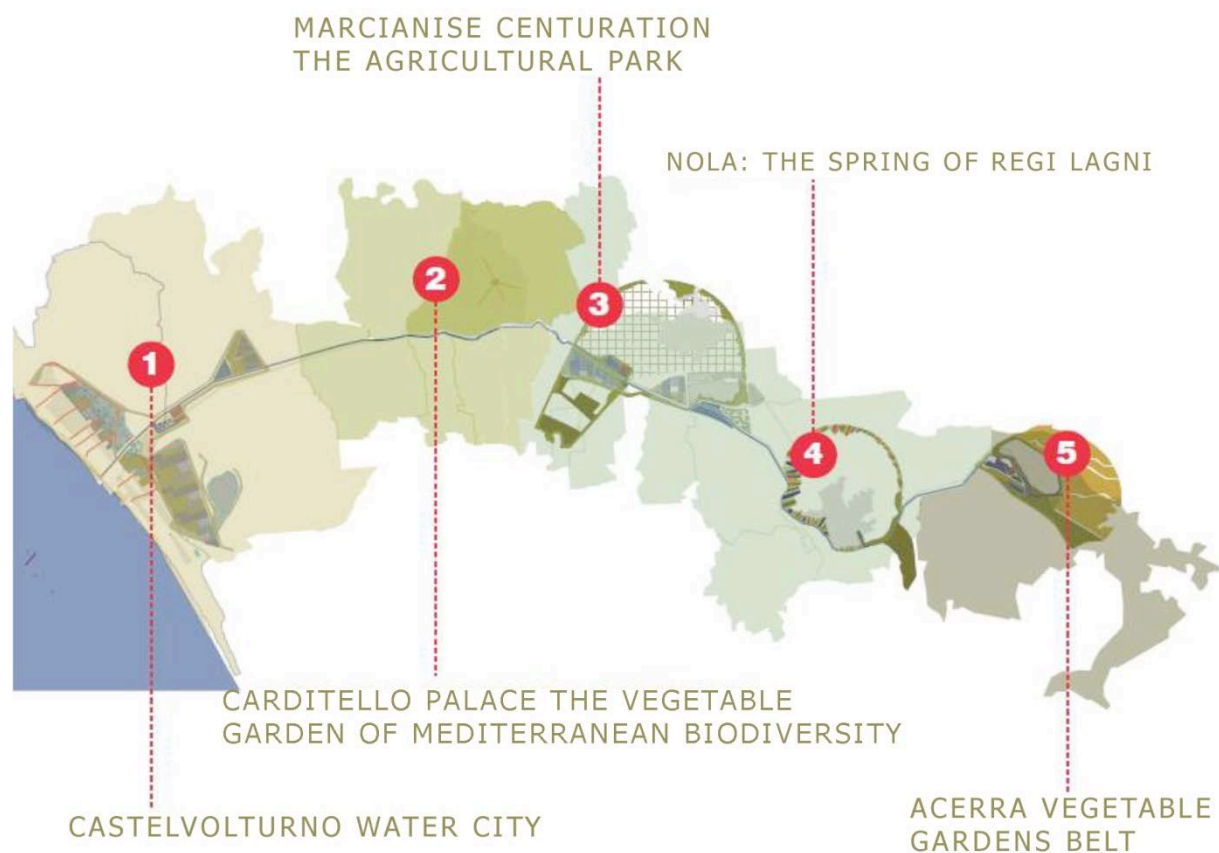
The safeguard of the rural and open areas system located in the coastal strip of the province of Caserta is a key factor in maintaining and improving the multi-functionality of these areas, as a key resource for the environmental, ecological, territorial, socio-economic and the tourism balances, and as a common good that can guarantee to the citizens the most extensive access opportunities for recreation, leisure time, recreation and the outdoors life. *Requalification and recovery of the territory.* Among the objectives of the PTCP have to be highlighted the following ones: *stemming* the process of peripheralization of Caserta metropolitan area under the pressure coming from the Neapolitan area, limiting the expansion of the Aversa area where should be concentrated interventions of urban redevelopment; *encouraging* the consolidation of the Caserta urban role; *strengthening* internal areas by encouraging their qualifications especially in the sectors of agricultural production, tourism, loisir; *initiating* a radical renovation and reconversion process of the coastal area. *The natural territory.* The strategy for the rural and open area of the Caserta province is that the mutual PTR Campania directly borrows by the European Spatial Development Scheme, effectively summed up by the motto *for a new alliance between city and rural areas*. The Park authorities (The three Regional Parks of the Matese, Roccamonfina-Foce Garigliano, Partenio; the two Regional Natural Reserves: Lake Falciano and Foce Volturno-Costa Licola; the three ZPS- Special Protection Zones: Variconi, Matese and Mortine; the seventeen SIC Sites of Community Interest, ZSC-Zone of Special Conservation: Matese Casertano, Volturno and Calore Beneventano rivers, Catena di Monte Cesima, Mountains of Mignano, Montelungo, Garigliano river, Vulcano of Roccamonfina, Monte Massico, Carinola Lake, Volturno-Variconi mouth, Castel Volturno Pine Forest, Patria Pine Forest, Ridge of the Partenio Mountains, Wood of San Silvestro, Tifata Mount, Catena Monte Maggiore, the southern slopes of Mutria Mount, Pine forest of the Garigliano Mouth), will be valued as subjects of integrated development between the environment, tourism, agriculture, culture, with the aim of giving importance to the role of the small municipalities in the context of the rural realities and economies, and to this end will assume great importance the Regional Parks Plans, the Regulations of the the Reserves and the Management Plans of sites of community interest. Attention is directed to the multi-functionality of the rural and open territory, to its ability to produce a flow of goods and services useful to the community, not only related to primary production, but also to recycling and the recovery of basic resources (air, water and soil), maintenance of ecosystems, biodiversity, landscape, tourism, to the opportunities for recreation and outdoor life. Given the diverse range of environmental services provided by mountain areas in support of the entire provincial economy and the quality of life of citizens, a significant portion of the provincial mountainous areas meets the definition of *disadvantaged areas* characterized by a *delayed development and demographic, social and economic decline compared to other areas of the province and region*. Within them, the provincial mountainous areas highlight the trends towards an evolution strongly polarized, with foothill bands characterized by prevailing processes of agricultural restructuring and settlement development, while the areas of the middle and high mountain are characterized by processes of population decline and abandonment of traditional agricultural and livestock activities (during the last forty years the surface of semi-natural areas, such as forests and



shrublands, has increased by more than 40%). Mountain areas represent at provincial scale a strategic resource for the economic promotion, the creation of new jobs, the revitalization of small towns, the cohesion and the harmonious development of the different portions of the province. To make this possible it is necessary to rebalance the evolutionary dynamics in place, encouraging the diversification and the integration of traditional activities related to forestry, animal husbandry, the typical quality production, soil conservation, maintenance of the rural environment and landscape; promoting sustainable activities in the tourism, hiking, and recreational sectors; strengthening the vertical chains connecting high-mountainous and mountainous areas, the foothill zones and the valley floors, also based on innovative activities. Agriculture in hilly areas represent a strong potential for the production of healthy, safe, typical and quality products, with the use of techniques compatible with the quality conservation of environmental and landscape resources (water, soil, ecosystems). A strong push to the modification of the environmental, territorial and landscape structures in hilly areas is linked to the evolution of urban systems, often linked to the dynamics of urban sprawl, with ribbon radiation of settlements along the primary road network and a strong upward trend in housing scattered. Ensuring the integrity of the countryside in hilly areas and the conservation of its multi-functionality allows the creation of a local development condition based on the diversification of agricultural activities, the increment of the typical quality production (oil, wine, livestock production, biological and integrated plantation) compared to the mass production, on the promotion of agro-energy systems, in regard to environmental and landscape balance and biodiversity aspects; on the integration of agricultural activities related with extra-agriculture ones, these latter are related to rural, hiking, wine and food and cultural tourism, to recreation and outdoor life, to sustainable production in the handcrafted, manufacturing and services sectors.

### 3. Conclusions

A resumption of the provincial tourism cannot start without a careful action of territorial government, the promotion of resources until now untapped, and the elimination of the tangible and intangible factors of inefficiency, decay, abandonment that still characterize today's image of Caserta area in relation to the potential Italian and foreign touristic demand (Fig. 4).



**Fig. 4:** Regi Felix - The landscape re-naturalization and requalification project of Regi Lagni, design studio Landscape Architecture Nature Development - LAND

For a balanced and harmonious development of tourism, the sectoral policies have to be framed in a general territory draft that organizes and coordinates more sectoral issues in a logic of systems and networks. This project finds its addresses in the PTR, territorialisation in the PTCP of Caserta province and prefigurations in a lot of urban plans and sectoral programs. Tourism does not contribute to the production of richness of the population of Caserta province in a manner appropriate to its potential, the role that the sector can play in this territory in the next years will increase through an effective coordination action of the PTCP, general planning tool whose scale of intervention allows the territorialisation of major infrastructures and equipments, and which constitutes a broad and articulated framework so that the choice of public sector policies is guided by a coordinated vision of the territory in order to fit into a more articulate and complex system of relationships able to reduce the risk of episodic interventions, often uncoordinated, such as those implemented in recent decades, that may lead to non-durable and of little significance effects.

#### **Attributions:**

Within the present contribution, which is the result of the authors' common drawing up, personal contributions can be identified as specified as below: *Research background: tourism evolution in Campania Region*, *Conceptual framework: tourism policies in Campania and Caserta Province* (Claudia de Biase), *Research background: italian planning tools*, *Conceptual framework: Planning tools in force in Campania-PTR and Caserta Province-PTCP* (Salvatore Losco), *Abstract and Conclusions* joint drawing up.

#### **Bibliographical References**

- [1] AA.VV. (edited by). *Paese Hotel: Progettare per il Mezzogiorno. La proposta di Isola di Capo Rizzuto*, Milano, ACTA, 1999.
- [2] ABIGNENTE M. et al. *Territorio e risorse in Campania. Tra marginalità e crescita*, Napoli, Guida, 1978.
- [3] BENCARDINO F., MAROTTA G. (edited by). *Nuovi turismi e politiche di gestione della destinazione. Prospettive di sviluppo per le aree rurali della Campania*, Milano, Franco Angeli, 2004.
- [4] BERTARELLI L. V. *Guida d'Italia del Touring Club Italiano. Italia Meridionale. Campania, Basilicata e Calabria*, Milano, TCI, 1928.
- [5] BOCCHINO C., GUERRIERO R. (edited by). *Il Programma di sviluppo del Mezzogiorno 2000-2006*. In EuroPass dossier 2, 2000.
- [6] CAMPANIA REGION. *Regional Territorial Plan*, Campania Region, Napoli, 2008.
- [7] CITARELLA F. *Turismo e diffusione territoriale dello sviluppo sostenibile. Ridefinizione degli interventi e politiche appropriate*, Napoli, 1997.
- [9] COMMISSIONE EUROPEA. *Libro bianco-La politica europea dei trasporti fino al 2010: il momento delle scelte*, Lussemburgo: Ufficio delle pubblicazioni ufficiali delle Comunità europee, 2001.
- [10] DE BIASE C. *Strumenti e strategie per il turismo nella conurbazione casertana*, In Ordine Architetti di Caserta. *Metè*, vol. 3, 2013.
- [11] DE BIASE C., *Turismo e resilienza: gli strumenti della programmazione turistica nella Conurbazione Casertana*. In Urbanistica Informazioni, vol. 263 s.i., Roma, 2014.
- [12] EVALUATION TEAM OF CAMPANIA REGION. *Ex-post evaluation of integrated projects in the 2000-2006 POR*, Campania Region, Napoli, 2011.
- [13] LA ROCCA R.A. *Turismo di massa: attività intrusiva o opportunità di sviluppo?* in AA. VV. *Saper vedere ... le trasformazioni urbane e territoriali*, Pubblicazioni del DI.PI.S.T., Università degli Studi di Napoli Federico II, Napoli, 1998.
- [14] LOSCO S., MACCHIA L. *Il consumo di suolo nella Conurbazione Aversana e Casertana*. In Urbanistica Informazioni, vol. 257, Roma, 2014.
- [15] LOSCO S., MACCHIA L. *Problemi di metodo nella quantificazione del consumo di suolo: La Conurbazione Aversana*. In Planum n. 1/2015, Roma-Milano, 2014.
- [16] MINISTRY OF ENVIRONMENT AND TERRITORY PROTECTION. *La rete nazionale di percorribilità ciclistica. Studio di Fattibilità e Linee Guida*. Federazione Italiana Amici della Bicicletta, Roma, 2002.
- [18] PROVINCE OF CASERTA. *Documento di sintesi della Proposta di Piano Territoriale Regionale*, DGR n. 287, Napoli, 2005.
- [19] PROVINCE OF CASERTA, *Territorial Plan for Provincial Coordination*. Province of Caserta, Caserta, Caserta, 2012.
- [20] RYSER J, FRANCHINI T. (edited by). *IMPP-International Manual of Planning Practice*, ISOCARP, The Hague, NL, 2008.
- [21] LOSCO S., COLOMBO L. *Tradizione e innovazioni possibili nella pianificazione paesistica*. In M. R. Lamacchia A. Migliaccio (a cura di). *Il progetto dell'urbanistica per il paesaggio. XII Conferenza Nazionale Società Italiana degli Urbanisti*, Adda Editore, 2009.

- [22] LOSCO S. *Evoluzione del concetto di paesaggio e degli strumenti di pianificazione nell'ultimo secolo: una lettura comparata*. In *Architettura del Paesaggio* n. 22 gennaio-giugno 2010-XIV Conferenza Nazionale Interdisciplinare: *Il Backstage del Mosaico Paesistico-Culturale: Invisibile, Inaccessibile, Inesistente*, Paysage Editore, Milano, 2010.
- [23] LOSCO S., *La città lineare casertana nella conurbazione pseudo-metropolitana partenopea*. In M. Pezzagno e S. Docchio (a cura di), *Vivere e Camminare in città. La metropoli lineare. Atti della XVII Conferenza Internazionale, Brescia, giugno 2010*, EGAF Edizioni srl, Forlì, 2011.
- [24] SAVIANO R. *Gomorra. Viaggio nell'impero economico e nel sogno di dominio della camorra*, Mondadori Editore, Milano, 2006.
- [25] STANGANELLI M. *Il concetto di comprensorio turistico e di offerta turistica integrata*. In AA. VV. *Saper vedere ... le trasformazioni urbane e territoriali*, Pubblicazioni del DI.PI.S.T., Università degli Studi di Napoli Federico II, Napoli, 1998.



UNESCO Chair on Landscape,  
Cultural Heritage and Territorial Governance  
BENECON Research Centre of Competence of  
the Campania Region for Cultural Heritage,  
Ecology and Economy, Naples, Italy



#### PATRONED BY



UNIVERSITÀ DEGLI STUDI DELLA CAMPANIA  
LUIGI VANVITELLI

**DIPARTIMENTO DI ARCHITETTURA  
E DISEGNO INDUSTRIALE**



forum UNESCO  
UNIVERSITY AND HERITAGE



UNIVERSITAT  
POLITÀCNICA  
DE VALÈNCIA



Organizzazione  
delle Nazioni Unite  
per l'Educazione,  
la Scienza e la Cultura



Commissione Nazionale  
Italiana per l'UNESCO



UNIFARCO



THE US - ITALY FULBRIGHT COMMISSION  
Linking Minds Across Cultures

DOLOMIA

LUCE, VITALITÀ, RESPIRO