

ACTORS *Italia*

ATTRATTORI CULTURALI PER IL TURISMO E L'OCCUPAZIONE NELLE REGIONI DEL SUD *ITALIA*

Rapporto sulla provincia di Trapani

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EXECUTIVE SUMMARY

The project ACTORS Italia (Cultural Attractors for Tourism and Employment in Southern Italian Regions) is developed by the OECD LEED Trento Centre for Local Development in cooperation with the Italian Ministry of Culture, Heritage and Tourism (MiBACT). In accordance with the interventions outlined in the Cohesion Action Plan, the project aims at strengthening institutional capacities and at enhancing the attractiveness of cultural heritage (including landscape, traditions and creative initiatives) of Southern Italian regions in order to encourage their development and their competitiveness. The study and the support of local development processes is a priority of OECD LEED.

The main beneficiaries of this work are the Italian Ministry of Culture and Tourism and local authorities, but it is also addressed to those actors operating in the cultural and tourism sectors. The purpose is to guide a capacity development process in view of an autonomous development of territories according to their needs, peculiarities and assets. Cultural heritage is an important resource for the Southern regions, but so far it has not been exploited in strategic way.

Given the difficulties¹ encountered in the implementation of the measures planned within the previous EU Programming period 2007-2013 and considering the opportunities available in the current National Operational Programme “Culture and Development” (2014-2020), this territorial analysis enables the evaluation of the preconditions to launch cultural-led local development initiatives in the areas selected by MiBACT.

During the 2007-2013 Programming cycle, Sicily presented several weaknesses², already encountered in the previous programming period. They represent the high fragmentation of interventions: the squandering of resources for minor projects, which is scarcely effective for an overall development of the island. The shortcomings in the monitoring system as well as the fragmentation of the competencies have lead towards a non-liability attitude. The lack of a large-scale program and the sprinkling distribution of a large part of the resources made the monitoring operations on expenditure³ and projects' quality check more difficult. In addition it restricted the programs' innovative potential and their effectiveness in terms of structural effects on the socio-economic fabric.

¹ In order to avoid the automatic decommitment of the EU resources, in 2011 the Cohesion Action Plan was approved in agreement with the European Commission. It defined a specific action program for the Convergence Objective Regions.

² In 2012 the EU Commission decided to suspend the payment of 600 million Euros to Sicily because of severe shortcomings and irregularities detected in the monitoring systems. Again, this occurred in 2013 because of significant delays in the implementation of the Regional Operational Programs financed by the ERDF and the ESF for the period 2007-2013.

³ In 2011 the Section for EU Affairs of the Corte dei Conti (Court of Auditors) observed that the percentage of the "ongoing" verified expenditure in Sicily was one of the most reasonable among several regional programs funded by the ERDF (barely 11%). Severe delays in monitoring were also pointed out,

For this reason, it is important to place the analysis and the working hypotheses in the context of the Cohesion Policies for the programming period 2014-2020. They are the framework in which the most urgent strategies and actions will be implemented.

The research took place in a period of crucial transformations of the Italian cultural policy framework, including in particular: a) the transition from the Inter-regional Operational Programme (POIn – Attrattori 2007-2013) to the current National Operational Programme on Culture and Development (2014-2020). Now, the Ministry plays back its leading role by shortening the decision-making and the management processes compared to the previous planning period. Moreover, it introduced in the current Program specific measures concerning cultural and creative activities; b) the reform of MIBACT in 2014, a year after the allocation of the responsibilities for Tourism. Among the actions envisaged for the reorganisation of the Ministry, some received a considerable level attention among the media. They are the coordination of the planning of direct and indirect EU funding; the implementation and monitoring of rules on tax benefits (ArtBonus); the establishment of an Italian system of museum, which confers to 20 museums of overriding national interest the role of executive offices ruled by managers selected through a public selection at international level; the creation of 17 regional centres (responsible for the other non-autonomous museums).

The regional reviews are part of a wider collaboration between the MIBACT and the OECD Trento Centre, whose scope is not limited to Southern Italian regions. In fact, in order to make the cultural field a strategic pillar of the country's development, the big challenge in managing the Italian cultural heritage includes several priorities, such as: the development of governance capacities; the creation of cultural and creative centres for a better enhancement of cultural goods; the promotion of territories as a whole, instead of single cultural attractors in a fruitful balance between the respect of the environment and the promotion of tourism; the creation of employment based on local cultural assets, including also the intangible heritage⁴.

The OECD method of the peer review promotes discussion among international experts and experience sharing based on analysis of territories and good practices. This method enables a fruitful connection of the analysis, the discussion and the proposition phases in order to elaborate policy directions based on the evidences gathered during the field work as well as on processes and experiences of other regions.

In each selected area the analysis covers three thematic fields: a) the management of cultural attractors; b) the innovation and growth potential for the local entrepreneurial system (in the culture, creativity, tourism, typical products environment); c) territorial reorganisation processes starting from attractors, infrastructural context and local institution.

mostly concentrated at the end of the planning period, which limited de facto the possibility to intervene in due time.

⁴ Even if in a different way, both UNESCO and ISTAT (Italian National Institute of Statistics) have recently focused on the intangible cultural heritage. UNESCO recognised an agricultural practise in the intangible heritage of humanity: the cultivation of the bush vines of the Mediterranean island of Pantelleria. This shows that agriculture and rural heritage related values are an integral part of the wider cultural heritage. In its last annual report, ISTAT related the territories' development potential to the cultural endowment by crossing two variables: the cultural goods endowment and the intangible heritage, seen as vocation of a territory to produce goods and services with a high cultural content.

The area of the review

The regional reviews focus on cultural attraction areas, target of specific projects within the National Operational Programme on Culture (PON) for 2014-2020. Regarding Sicily, the focus is on the Province of Trapani, a territory rich in cultural resources with a high potential, but not yet enhanced. The cultural attractors analysed in this work are the Archaeological Parks of Segesta and Selinunte, the Island of Mothia and the Tonnara Florio in the island of Favignana. However, the territory has also an important intangible cultural heritage, including excellences in the wine production, agrifood chains and related initiatives such as the Wine Routes, which propose a very interesting and articulate touristic offer.

The Museum and Natural Network in the Belice Valley is a very interesting institution, an integrated system at territorial level dealing with the history of the places of the Belice Valley. This network is an interesting form of management and enhancement of the scattered heritage, which includes important museums and archaeological parks. It is also an opportunity to develop collaborations and create an integrated cultural offer.

The Belice Valley is also characterised by a well-preserved rural landscape and agricultural traditions which have been recently renovated thanks to the initiative of a cooperatives run by young people cultivating the confiscated lands formerly owned by mafia organizations. For these reasons, in 2013 the Belice Valley was presented by the Italian Ministry of Culture, Heritage and Tourism as a candidate for the Landscape Award of the Council of Europe.

Figure 1. Belicina Museum Network



Source: <http://www.retemusealebelicina.it/la-rete-museale-naturale-belicina/>

The diversity and the geographical diffusion of Trapani's cultural heritage raises, here more than elsewhere, the need of territorial systems and enhancement industries integrating culture, history, nature, landscape and typical products. Even if, the high cultural and natural value resources of the Trapani area are taken singularly, they remain niches, which prevents them from being competitive compared to the immense Sicilian heritage. It also stops them to modify the touristic flows and does not help to contribute significantly to the local economy regeneration.

Therefore, in this part of Sicily, rather than talking about "cultural attractors", it is necessary to think in terms of "landscapes and cultural systems". Sometime, it might generate "local economic systems" with greater impacts on the competitiveness of the territories.

The Trapani territory: levels of government and integrated management tools

The Trapani area is scarcely populated and it consists of a very large number of small municipalities ranging from a minimum of 1490 inhabitants in Poggioreale to a maximum of 83068 inhabitants in Marsala. This is not irrelevant: precious sites like Selinunte and Segesta counts on very small municipal administrations with weak political power and limited financial resources.

In this context, it would be essential to create a coordination beyond the municipal level in order to guarantee planning, programming and monitoring on a whole set of crucial functions at territorial level, such as environment, transports, economic development, culture and tourism. Nor the Province, nor the free consortium of municipalities succeeded in providing an adequate solution to the need of coordination and integration of the territory at an intermediate level (in the so-called Provincial area). Such a gap has been overcome only partially by means of European tools, such as the LAGs (Local Action Groups), the Coastal Action Groups⁵ and the Tourist Districts, generating severe overlaps.

A priority is to define optimal programming fields and governance models capable of assuring the interaction and strategic coherence between the different initiatives. If it is true that culture, landscapes and typical products, such as wine and food, are essential resources for the economic regeneration, then the institutional organisation and the governance models must be arranged accordingly to facilitate their enhancement. That is why the first step is a deep analysis of the identity values and resources of the territory and their relationships in order to identify coherent homogenous territorial programming fields.

In some of the analysed areas, initiatives aiming at creating an interaction between cultural assets and territories have been implemented. Among these it is worth mentioning the participation of the archaeological parks of Segesta and Selinunte to the Belicina Museum and Natural Network (with whom they share information but not services), the partnership protocol signed in 2015 between the archaeological park of Selinunte and the organizing Committee Expo-Selinunte in order to contribute to the creation of a steady and long-lasting network among Institutions, agri-food and agricultural companies, tourist accommodation facilities, economic and cultural associations.

These initiatives are headed in the right direction, but they need to be rationalised and reinforced to become steady models of strategic and operational governance, without territorial and thematic overlaps or incongruities.

⁵ The LAGs and the Coastal Action Groups are recognised associations made up of public and private actors aiming at encouraging the local development of a rural or coastal area. They are planning tools intended to manage the EU funds (such as the European Agricultural Guarantee Fund (EAGF) and the European Fisheries Fund (EFF)).

Tourism, creativity and local development

The Trapani Province has a high potential for cultural tourism thanks to its heritage, not yet adequately known and enhanced. New and forthcoming tours in addition to itineraries enable tourists to make more active and engaging cultural experiences, avoiding the mass tourism (which has not demonstrated to be a valuable solution elsewhere, both at social, natural and economic perspective). Trapani has a great advantage to frame its tourism offer for a more conscious and sophisticated target: not having completely exploited its touristic potential and the possibility to learn from other regions' experiences. This is a strategic choice which would permit to develop tourism as an economic resource of the territory, without compromising the harmony and the sustainability of landscapes and local activities (it must be recalled that the Trapani area includes several nature reserves like the marine protected area of the Aegadian Islands and the salt pan of Mothia).

Since 2006 arrivals in Trapani have increased: thanks to the low cost flights operated by Ryanair, which is the main airline company in Trapani and thanks to the visibility acquired through international events such as the Louis Vuitton Cup in 2007 and the Cous Cous Fest in San Vito Lo Capo.

However, the agreement with Ryanair is a burden for Birgi Airport. Indeed, it is rather costly for municipalities in the Trapani. Moreover, tourists, especially from abroad, choose Trapani just for its affordability and then they move to other parts of Sicily without relevant spillovers for the territory. In other words, this opportunity to attract new visitors has not been developed within a wider strategy of territory promotion.

Tackling the relaunch of tourism involves an important aspect, namely the culture of hospitality. Some of the strongest limits of the Sicilian tourist reception are: the weak knowledge of foreign languages, low technological innovation, the low inclination towards lifelong learning and a definition of the targets still quite unclear.

Also, a small company unlikely can become a benchmark for great international tour operators; it has difficulties in bearing the fixed costs for the introduction of new technologies and in conforming to the needs of new customers coming from countries highly different in terms of culture and language. Hence the importance of districts, company's networks and cluster initiatives aiming at exploring other forms of tourist offer beyond the traditional means suggested by the operators.

In the Trapani Province there are several ongoing projects which reveal an increasing interest for the development of cultural and creative industries around museums and cultural sites. A pioneering example is the Orestiad Foundation, which has wide areas to host artists in residencies.

Until now this kind of experiences has focused almost exclusively on the artistic aspects without adopting a coherent entrepreneurial perspective. Nonetheless, the artist residencies of the Orestiad Foundation and the Museum of the former Tonnara Florio in the island of Favignana could be extended to other projects in collaboration with artisans and young entrepreneurs in the cultural and creative sector from different Mediterranean countries. Despite the historical, artistic, wine and food heritage, the weak presence of a cultural and creative sector depends on several factors related to the weak level of innovation of Trapani:

- the attitude of practitioners and most innovative companies to concentrate in the biggest Sicilian cities or even to prefer other workplaces in more lively cities in Italy or abroad

- the low levels of research and development: lack of an innovation ecosystem (research centres, trade associations, company networks, business incubators and technological parks)
- few company investments in innovation
- university offer limited to a small satellite campus of the University of Palermo

The registered companies of the cultural and creative industry are less than 27000, equal to 6% at national level and less than 23% of the whole Southern Regions amount. In Sicily, the cultural sector creates less employment than nationwide or in other Southern Regions. At provincial level Palermo, Catania and, a little bit further away, Messina are the first three provinces in terms of number of companies. Trapani is the 90th Italian province in terms of incidence of added value of the Cultural Productive System on the total economy, with a percentage of 3,5%, and the 61st Italian province in terms of impact on employment with a percentage of 4,8% (Symbola, 2015).

In the Province of Trapani, and more broadly in Southern Italy, the gap between the potential of the local resources and the social and economic crisis seem much more important. This situation was highlighted in the ISTAT Annual Report (2015). Most of the territories belonging to the Trapani province is part of the group of local systems characterised by "heritage potentialities", in which the immense cultural, artistic and landscape heritage is not combined with a large number of activities, nor related to advanced training or cultural production. More than half of the local systems belonging to this group is located in the Southern Regions: a quarter is situated in Sicily and Puglia alone (respectively 15,9 and 10,1 %).⁶

Management of the cultural sites

Many criticalities in the management and enhancement of the heritage are due to far-reaching phenomena which do not concern, in most of cases, the management of a single site. That is why the policy proposals reflect a territorial perspective. Indeed, even the level of efficiency and effectiveness of the single cultural institutions are affected by local system as a whole. Accordingly, in order to provide an adequate response to the needs of development and enhancement of the territory in cultural terms, it is necessary to intervene on issues concerning the institutional asset, the governance and the autonomy at central and peripheral levels.

Despite other Italian regions, Sicily, being an autonomous Region, holds the property and the legislative power of the Regional assets, so it takes on all the competencies with regard to the protection, management and enhancement of the cultural heritage. Therefore, the Regional Department for Culture and Sicilian Identity is responsible for all the competencies attributed to the Ministry for Culture and Tourism nationwide (with the exclusion of those on tourism, which compete to the Regional Department for Tourism, Sport and Entertainment). So the Region is completely autonomous from the State administration as far as heritage is concerned.

The current organisation of the Department for Culture and Sicilian Identity dating back to 2013 is articulated in central intermediate structures and peripheral intermediate structures including nine superintendences, two regional centres (for inventory and cataloguing, planning and restoration), five archaeological parks (Valle dei Templi di Agrigento, Naxos, Segesta, Selinunte and Himera, – of which only the first three are currently active), 28 among museums, galleries and regional libraries. Compared with the previous situation, this organisation seems to be less verticalised, with a series of

⁶ ISTAT Annual Report 2015, chapter 5.3 "Patrimonio, paesaggio, tradizione e creatività: il valore culturale del territorio" ("Heritage, landscape, tradition and creativity: the cultural value of the territory").

bodies, previously under the responsibility of the Superintendences, which acquire more autonomy and new objectives. Nonetheless, the central level still affect the leeway of the single administrations, leaving a very limited autonomy to Superintendences, archaeological parks and regional cultural bodies.

A very innovative element in relation to the national context is the definition of the sphere of responsibility of the superintendences, which are now identified according to territorial fields instead of thematic area: each superintendence now manages the whole cultural heritage in the territory within its remit. The thematic distinction applies in the internal framework of superintendences, which are organised in scientific and technical sections.

The current management system of the Sicilian heritage is defined by two main laws: the Regional Law 10/2000 which reforms the regional leadership (not only in the cultural field) and the Regional Law 20/2000, which establishes the archaeological and landscape Park of the Valle dei Templi and the regional system of archaeological parks. They both are an explicit attempt to give the regional public system a managerial imprint by regulating the assignment of competencies between the political and administrative authorities and the level of autonomy (scientific, financial, administrative and accounting) of the peripheral administrations responsible for the cultural heritage.

The Regional Law 10/2000 introduces a new accountability rationale introducing:

- the separation of responsibilities between political and administrative bodies by means of a process of negotiation of objectives according to the funding agreements of Anglo-Saxon origins,
- the managerial responsibility for the outcomes achieved according to a management control system measuring the performance in terms of accountability.

Until now, however, there are no significant achievements, first of all because of a lack in the definition and negotiation of objectives between the political and the administrative bodies and of the scarce freedom of decision of the leadership on the use of resources (human and financial) and by reason of the lack of informational tools as well.

- the introduction of spoil system logic for the managers appointment in order to ensure the continuity between political guidance and administrative action: within three months from the assignment of the executive branch, the top managers are directly appointed by the political bodies on the basis of a trustee parameter.
- the abolishment of the special technical role in cultural heritages (enshrined in the Regional Law 116/80) and the introduction of a unique leadership role (art.6).

This last feature of the law had prime effects on the cultural policy area with a number of operational units managed by a staff non-specialized in their functions.

The Regional Law 20/2000 introduces key innovations in terms of management of the main Sicilian archaeological sites. Along with the Archaeological and Landscape Park of the Valle dei Templi in Agrigento, it establishes the “regional archaeological parks system” according to three guidelines:

1. new autonomy for the bodies in charge of managing the archaeological heritage (the archaeological parks);

2. networking dimension to create a regional system of parks and improve the offer region wide;
3. new enhancement perspective relating the park with the territory and its social and economic components.

Financially speaking, there are two fundamental innovations: a) tickets revenues and auto-generated resources directly flow into the balance of the Park, b) resources are not limited to specific expenditure headings.

Power and responsibilities decentralization to the peripheral administration certainly produced good results for the Valle dei Templi case, but the lack of autonomy in managing the staff prevents the cultural body from having a fundamental management power and creates *de facto* a lame autonomy.

This situation is worsened by the lack of negotiation resources-objectives between the political authority (the department) and the administrative body (the Park), with the financial resources assignment essentially separated from the outcomes evaluation.

The limits and criticalities of the autonomy envisaged for Agrigento recur even more severe in the parks system envisaged by Title II of the Law 20/2000. Even if these bodies formally have scientific, research, organisational, administrative and financial autonomy, their level of autonomy is very weak compared with Agrigento.

It is only in 2010 that the Archaeological Park of Segesta and the Archaeological Park of Selinunte and Cave di Cusa systems were established directly under the responsibility of the Department thus unbundling from the Superintendence. Because of the late reception of the innovations introduced by Regional Law l.r. 20/2000, in 2013 the body Archaeological Park and Cave di Cusa is established, whose operating rules (necessary for the beginning of the autonomy) were published only in July 2015. Indeed, Segesta and Selinunte are not yet autonomous structures because they are strongly subject both to the Department (in terms of resources and strategy) and to the Trapani Superintendence (in terms of technical and scientific decisions and for legal procedures of structural intervention).

As the Superintendence still has a central role and the supervision of all the excavations carried out in the Trapani area by Universities or Italian and foreign research centres, the presence of just two archaeologists in the whole staff is rather critical. The management of financial resources is equally problematic because of the lack of budgetary autonomy. Indeed, the Superintendence, as well as all the offices and services depending on the department for culture (except the Archaeological Park of Selinunte), does not have its own balance. It draws directly from the budget of the Department for Culture and Sicilian Identity. That means there is a single balance of the Department also for the authorised expenditures regarding the nine superintendences and the 28 regional cultural sites. This situation implies:

- the impossibility to have an activity plan (expenditure forecast) with important effects on the capacity of the department to define priorities and to control the overall expenditure;
- the lack of accountability: the lack of an expense sheet does not allow the Department and the superintendence to be aware of the expenses done during the year;

- the marginality of the protection and maintenance activities, which are possible only thanks to extraordinary interventions or European funds, due to the lack of financial assignment for ordinary intervention in protection and preservation

The four cultural attractors of the Trapani Province

The main cultural sites of the Trapani Province, in terms of importance and number of visitors are regional (meaning the Region owns them). They are: the Archaeological Park of Segesta, the Archaeological Park of Selinunte and Cave di Cusa, the former Stabilimento Florio, the Archaeological Museum Baglio Anselmi, the Museo del Satiro in Mazzara del Vallo, the Museo Conte Agostino Pepoli and the Grifeos Castle in Partanna.

The two archaeological areas, Segesta and Selinunte, attract 76% of the visitors of the eight Trapani's sites and cover the 84% of the Province's revenues in 2014. This means that Trapani is a province with a rich cultural heritage, but its tourist attractiveness is strongly centralised just on two sites. In particular, Segesta is the most visited site, with more than 300000 visitors per year generating more than a million Euros from tickets revenues per year.

The historical trend shows a general increase in the number of visitors between 2013 and 2014 (about 26.000 more), and in the revenues (about 300.000 Euros). Another positive figure concern the former Tonnara Florio (Tuna factory) which becomes shortly the third most visited sites of the Trapani area with 58227 visitors in 2014 (8% of the total, more than twice that of the previous year) compared with 22610 visitors in 2013 (5% of the total). It is important to underline that in all the eight sites the percentage of free entries is high (42% in 2013 and 37% in 2014). This is a warning especially in relation to the ongoing process of institutional change for the two archaeological parks (Segeste and Selinunte - Cave di Cusa), which will soon count just on auto-generated resources.

The Trapani Province with its eight cultural sites (12% of the Sicilian heritage) is the forth province in terms of number of visitors and number of museums and Region-owned archaeological sites, after Palermo (15), Siracusa (11) and Messina (9). Siracusa, Agrigento and Trapani have the same potential to attract visitors for cultural purposes.

There are pronounced differences among Provinces in terms of number of visitors and revenues. Messina and Agrigento can generate about 4.200.000 Euros of revenues (each of them 22% of the total revenues, against 18% and 22% of visitors), followed by Siracusa with 3.843.666 Euros (20% of the total revenues against 18% of visitors). Trapani gains instead only 13% of the revenues (2.443.261 Euros) despite its 18% of total visitors. This figure confirms that Trapani has a high potential not fully exploited in terms of capacity to generate resources to finance interventions of protection and enhancement.

The Archaeological Park of Segesta

The Archaeological Park of Segesta is part of the Elymians and Greek culture archaeology, which left important traces in this area. Its favourable position, halfway between Trapani and Palermo, can attract both the tourist flows of the “Great Tour of Sicily” and the day trips of visitors in the Trapani area.

The archaeological area of the Park and its most interesting and attractive elements can be entirely visited by tourists, except some areas occupied by excavations carried out in the North Acropolis by the Scuola Normale Superiore of Pisa.

Despite the law 20/2000, the creation of the Park began in 2010 by decree of the Regional assessor for Culture, Environment and Education. Until then, the Trapani Superintendence run the archaeological site of Segesta without a steady presence. The administrative autonomy of the park does not include the autonomy in managing the staff or the financial resources and this causes the delays and problems presented below.

Enhancement and strengthening initiatives regard mainly the archaeological activity in the strict sense (excavation or study) or the organisation of seminars about the outcomes of the archaeological studies carried out by the Scuola Normale Superiore of Pisa. A recent proposal was to host in the Park a comedy program making this site a cultural alternative to the Greek tragedy program hosted in the Syracuse theatre, which made it famous all over the world.

The weak cultural proposal depends on the lack of funds and specialized staff, but also on the lack of spaces capable to host groups of visitors and to preserve and enhance the archaeological finds. There is currently no deposit with preservation and security systems nor with a dedicated museum offer exhibiting the evidences found in the archaeological area of Segesta. The project of the National Operational Plan on Culture for the restoration and rescue of the Case Barbaro moves in this direction.

Generally the visit in the archaeological site is compromised by:

- presence of stray dogs at the entrance
- lack of shady places with benches for visitors and guided groups breaks
- impossibility to buy an integrated ticket bus + entry in the same place (even worsened in the rush period)
- food court and area near the ticket office not very cosy and insufficient to host a large number of visitors
- lack of information material and staff for welcoming visitors
- obsolete signage and information system along the itinerary
- lack of permanent guides, which implies that the guided tour is available only if reserved in advance
- complete absence of modern technologies or Wi-Fi

Some positive elements of the new management are the agreement with the keepers and the Municipality of Calatafimi to extend the opening times and to allow the visits on public holidays, which is not possible in Selinunte. Moreover, the administration of the Park subscribed to the Belicina Museum and Natural Network and it has been willing to create a network and exploit the intrinsic opportunities of the territory. With a view to achieving this, it would be interesting to collaborate with the Orestyadi Foundation of Gibellina for the yearly theatre festival. These significant activities are still minimal compared with what would be necessary for managing and enhancing a cultural site hosting more than 300000 visitors per year that could potentially be one of the great attractors of the Province or even of the whole Region.

The "Park System" management is a temporary solution trying to fix the delays for the establishment of the Archaeological Park of Segesta foreseen by the law 20/2000. The complete

implementation of the administrative and financial autonomy, that the Archaeological Park of Segesta Service has been waiting for since the promulgation of the Regional Law 20/2000, is an essential step for the relaunch and development of the Segesta site.

The Archaeological Park of Selinunte

The archaeological Park of Selinunte stretches over 270 hectares (more 46 hectares in the area of the Cave di Cusa) and it includes the ruins of the city of Selinunte, founded by the Megara population around the VII century B.C. Although Selinunte is one of the great historical and artistic interest thanks to a high and uncommon number of temples, it has an average of 250 thousands visits per year, far below the Segesta Park. These results have to do with the great extent of the site, which is the reason why it is not very attractive for tour operators preferring a shorter visit in Segesta. Furthermore, the regular opening of the archaeological area to the public has been compromised by the impossibility to organise openings in the evening or during public holidays, and unexpected closings without informing visitors or tour operators, creating many inconveniences.

Also Selinunte is affected by the maintenance and the level of services offered to the public. The organisation of events is limited by the lack of a steady and long-lasting scheduling. The only event which had a certain continuity is the festival "Teatri di Pietra" (Stone Theatres).

More broadly, the Park needs an enhancement plan, that should be conveniently extended to the near sites of Segesta, Mithia and Marsala in order to create an integrated circuit and a network system to share and manage communication activities and other services. Besides, compared with Segesta, Selinunte is closer to the sea and should better exploit this already existing tourist component. In this perspective a suggestion is to strengthen:

- *the relationships with companies and other local realities of the third sector:* the administration seems to be currently rather closed to proposals or collaborations with the local productive fabric;
- *the collaboration with institutions carrying out excavations in the Park:* it would be important, even in terms of attractiveness, to develop a structured activity of dissemination of the research results, for example by envisaging a dedicated area in the Baglio Florio Museum for presenting past and ongoing projects;
- *expert staff:* there is a lack of competencies in the legislative field and in the management field (an accounting office for the accounting and financial management or an operational unit for the security and the civil protection), in addition to the lack of archaeologists able to evaluate, authorise and supervise the excavation and research activities.

Like Segesta, the Trapani Superintendence Selinunte has been running the site since 2010, when the Park Service was created and important restoration and infrastructures adaptation works began. These works had a cost of 9 million Euros (European funds). Differently from Segesta, the Park of Selinunte and Cave di Cusa was established and its perimeter was defined by a decree in 2013. In spite of the recent recognition of the administrative and economic autonomy, the Park of Selinunte does not have an approved balance and it cannot manage the staff, which is still under responsibility of the Region. The Park revenues continue to flow into the Region balance which, in turn, allocates 30% to the Municipalities with the restriction of spending such resources for the park maintenance works. This process contributes to the fragmentation of the management and limits the autonomy to a formal aspect rather than to a substantial one.

De facto, the governance of the park is shared by different institutional actors:

- the Region which keeps the administrative and contractual management of the staff and the tickets revenues until the accounting autonomy of the Park;
- the Municipalities where the parks are located which receive 30% of the revenues for interventions in the park; the Superintendence in charge of the preservation and the scientific research;
- the Park, which will handle the remaining functions once the long establishment procedure is over.

Stabilimento Former Tonnara Florio

The Tuna factory complex located in Favignana is an important element of the social and economic history, not only of the Egadi Islands, but also of the whole Sicily for its high quality production and the training for employment of entire generations of specialized workers.

From 2003 to 2009 the entire area of the Region-owned Tonnara has been subject to an important restoration work funded within the Regional Operational Plan (POR) 2000-2006. The site - currently jointly run by the Trapani Superintendence for Culture and the Favignana town hall by means of a convention - is a positive sign in the framework of the Sicilian cultural heritage both for its modern design as well as for the management solutions adopted and services to public.

Despite the seasonality of the visits, the figures show a progressive ability to distribute the tourist flows beyond the summer for about three months. Besides, within 3 years from the introduction of payment entrance, the Tonnara has doubled the tickets.

The Tonnara is an innovative model for the management of the regional heritage. Indeed, even if it is under the direct responsibility of the Trapani Superintendence for Culture and Environment, in 2012 the Superintendence signed a Convention with the Favignana town hall to activate jointly integrated services. In this framework, redefined and perfected in June 2015, the Superintendence keeps a scientific competence, a protection and preservation task, as well as the direction of the museum, while the Favignana town hall is responsible for the ordinary management of the museum activity.

The Convention is the result of a good collaboration between the superintendence and the mayor of Favignana. It is an effective solution that guarantees an unprecedented economic autonomy to a body otherwise exposed to the operating rules of the regional museum with the impossibility to reinvest the resources generated by its activity.

Furthermore, the agreement with the Municipality enabled to overcome the lack of staff to be seconded to the site management, thus creating at the same time employment opportunities. According to the Convention the Municipality undertakes the role of employer of the operators involved in the spaces' security, safekeeping, fruition and enhancement activities. The economic agreement states that the superintendence grants to the municipal administration 90% of the annual tickets revenues (in the previous Convention of 2012 the amount was 70%) to be reinvested in the site.

The municipal administration takes on part of the business risk: if the results are inferior to those expected in terms of visitors, the Favignana municipality is in charge of bridging the gap. This mechanism stimulates a good management of the heritage.

Basic additional services, such as bookshops and cafés, are currently absent. This is due to the stalemate caused by the regional suspension of tenders for services, as well as to the transitional phase for the management of the Stabilimento Florio. There are wide margins for improvement, especially considering the available spaces in the Tonnara complex and the increasing number of visitors. In particular, the conventions and summer schools sector has a great growth potential. It could be an important source of additional resources for the management of the Tonnara, a satellite activity for the whole island that may contribute to deseasonalise visitors flows.

The Tonnara and the island are part of the Marine Protected Area of the Egadi Islands, itself run by the Favignana municipality on behalf of the Ministry for Environment. It is the biggest marine protected area of the Mediterranean sea (about 54000 hectares) and it is very important in terms of biodiversity, fishing and underwater tourism.

In order to enhance the archipelago of the Egadi islands and the resources of the island, several forms of governance are being carefully examined, among these a Foundation for the territorial promotion and the management of municipal assets, or the creation of a consortium to link near territories willing to invest in their tourist attractiveness (Favignana, Marsala, San Vito lo Capo and Trapani). They are interesting initiatives tending to a greater professionalism of the territorial offer and to a collaboration between different actors (public/private and public/public).

Mozia and Whitaker Foundation

The Mothia island is in the middle of the salt ponds and of the Stagnone natural reserve, located just south of Trapani, near Marsala. Thanks to its particular features the regional reserve, created in 1984, allowed the development of a fruitful salt production activity. In the same period of its establishment, the project for recovering the salt pond's productive systems for touristic and commercial purposes was completed after long environmentalists and citizens battles. In addition to the natural value of the Stagnone natural reserve and to the historical and industrial value of the salt ponds, it is worth mentioning the archaeological, historical and artistic value of Mothia, an ancient Phoenician-Punic city in San Pantaleo Island, in the middle of the Stagnone lagoon.

Contrary to other Region-owned sites, Mothia was bought in 1902 by Joseph Whitaker and it still is a private property. Nonetheless, cultural heritage is, by law, a public property. In order to find a convenient solution the Giuseppe Whitaker Foundation was created in 1975 at the suggestion of the archaeologist Vincenzo Tusa under the patronage of National Lincean Academy. The Foundation is funded by the tickets revenues as well as by Sicily Region contributions, but this is not enough to guarantee an efficient management and enhancement of the site.

The most famous discovery, which made the whole island famous is the finding in 1979 of a marble statue, the Giovinetto of Mothia, dating back to the V century B.C. This archaic Greek art masterpiece was exhibited in the British Museum in London and in the Getty Museum in Los Angeles. The statue, in a recently renovated setting, is currently located in the new section of the Mothia museum including the archaeological findings of the excavations in the island and the ancient section curated by Whitaker himself.

As for the archaeological parks, the visit to Mothia is affected by a weak cultural and educational offer and by the lack of information materials. Even the transport service does not help the visitor: in fact, tourists have to buy two different tickets (one for the ferry and the other one for the island).

Since 2013 all the sites have shared the suspension of regional invitations to tender for the assignment of additional services after a scandal about lacking payment to the Region by the society managing the additional services in the biggest and most important Sicilian cultural sites.

In the past, the candidacy of Mothia and the salt ponds as UNESCO sites had been repeatedly proposed. The first time was in 1973. The candidacy was addressed to the General Direction of Unesco for an institutional intervention aiming at preserving the Mothia island and the Stagnone from illegal construction degradation.

Sicily already has eight UNESCO sites, the last one is the Norman-Arabian itinerary in Palermo, Monreale and Cefalù. Being part of the UNESCO heritage is a prestigious recognition and an important occasion for territorial enhancement and promotion as well. This implies a constant care for the preservation of the good and of the surrounding territory as well as an adequate cultural proposal. Sicily currently risks losing the recognition of a few sites, like Siracusa and Agrigento, because of their scarce protection and enhancement.

Policy directions

A first recommendation is to reframe the organizational structure in order to achieve a clearest strategic vision for a cultural enhancement. This will also enable an integrated public/private planning in homogeneous territorial fields in line with the assets, the criteria and the timing of the UE 2020 funds programming.

For this purpose it is crucial to think in terms of:

- capabilities of local bodies and public actors;
- thematic and territorial fields;
- collaboration forms between public and private actors for a more responsible planning

A second recommendation regards the current internal organisation of the regional administration which should be reconsidered by encouraging a greater strategic and operational permeability by means of the creation of a number of permanent cross-sector and interdisciplinary teams. The aim is to develop an integrated program between the Regional Departments dealing with natural and cultural goods, tourism, teaching and more generally local economic development and innovation.

More broadly, it would be helpful to draft a single regional planning document ruling at the same time cultural and landscape preservation and the territorial governance.

Operationally speaking, the strategic and the integrated planning needs:

- definition of optimal territorial fields;
- planning and integrated management in homogeneous territorial fields by defining the management modalities in the planning phase in order to identify from the outset the most viable and integrated solutions (MIBACT decree in collaboration with the national association of Municipalities – ANCI) for supporting the predisposition of preservation, fruition and enhancement integrated projects, even for tourist purposes);
- inclusion of local communities: public and private actors, third sector;

- development of the “business culture” in the public management;
- incentives to develop networks between cultural sites and integrated management systems with the local productive systems;
- tools for an effective project implementation: binding official documents, focused partnerships (ITI; CLLD, PPP); monitoring systems to measure and evaluate these processes not only in terms of expenditure but also according to qualitative parameters;

With regard to the cultural heritage, it is important not to limit the autonomy to the management of the single park or museum in order to create territorial enhancement systems. The autonomy has to allow the interaction with the territory and the institutional actors, the cultural associations, the economic operators and the local communities. The cultural structures managements, adequately developed, have to be appointed for this role and they have to evaluate the outcomes achieved thanks to an operational autonomy.

Many cultural operators (parks and museums managers, overseers, researchers, etc.) agree that the affinities between the archaeological parks and museums of the Trapani area are the preconditions for a single cultural itinerary among the legacy of the great civilizations (Phoenician-Punic, Greek and Roman) stratified over the centuries in the West Sicily. Accordingly, a very strong coordination would be desirable between the actors dealing with scientific research, management and historical and cultural heritage promotion.

Priorities of the enhancement of the cultural heritage:

- achieving the complete autonomy of the Parks for a more efficient heritage management
- restoring clear rules for the assignment of additional services in order to develop long-lasting synergies and collaborations with local companies and associations
- elaborating and setting-up thematic itineraries encouraging the knowledge and the visit of the territory and not only of single cultural sites

Cultural and Creative Industries

The contribution of the cultural and creative industries (ICC) to social and economic development can be reinforced by encouraging, with focused policies, forms of **collaboration** (partnerships, network of companies, etc.) **between traditional cultural industries and technological creative industries**. On the one hand the creative industries can stimulate a renovation process in the traditional cultural sector, on the other the traditional industries can be an important opportunity for ICC to develop innovative projects.

A necessary condition for the development of cultural and creative industries in the Trapani province is the improvement of the **regulatory framework** in order to ease their access to regional, national and European projects. It is strategic to reinforce measures supporting the entrepreneurship with training, consulting, and access to credit and innovation for SMEs and start-ups activities.

In order to launch the ICC sector in Trapani, it is crucial to develop initiatives establishing closer links between art, creativity and entrepreneurship. For this reason even the role of the regional government will be important in terms of tenders, calls for ideas and dedicated spaces to foster connexions between creative talents and between those and the traditional companies.

It is important to encourage the development of creative activities **tooted in the territory key sectors** in order to create the conditions for a significant impact at territorial level, not only in economic terms, but also in terms of reactivation of local resources and emerging potentialities non-exploited yet. To this end it is useful to compare this context to other Southern Regions, like Campania and Puglia, which are particularly active in encouraging the rejuvenation of entrepreneurial sector and the development of a cultural and creative field. Also the neighbouring of Palermo is a good example with its incubator dedicated to cultural and creative industries.

This does not mean that the Trapani province should aim at creating its own research centres and incubators. In order to overcome the difficulties due to the small dimension and to the peripheral position of Trapani, it is fundamental **to strengthen the relationship with the near Palermo and the wider Sicilian regional innovation system** and to reach Italian and international partners. For example, a "virtual" incubator for the Trapani province could benefit from the Palermo experience involving local actors, like the campus of the University of Palermo in Trapani, the Trapani Chamber of Commerce and other local associations, like the Wine Roads or the West Sicily Tourist District. The general strategy should be to attract the actors operating in the Palermo area, to encourage them extending their scope to Trapani by activating the local associative and entrepreneurial fabric.

The **collaboration with the research group on tourism of the University of Palermo should be reinforced** too. It developed new study systems to analyse the tourist flows and the visit periodicity. Indeed one of the primary sectors in which developing innovation, research and development projects is tourism, particularly focusing on new technologies in order to improve and facilitate the access to cultural sites and the visibility of the territory by means of modern communication systems.

Summarizing, to support the development of a cultural and creative industries sector, it is wise considering:

- to encourage forms of collaboration (partnerships, network of companies, etc.) between traditional cultural industries and technology-related creative industries by means of focused policies;
- to improve the regulatory framework and the measures supporting the enterprises in order to facilitate their access to regional, national and European programs;
- to strengthen the links with Palermo and the wider Sicilian regional innovation system;
- to attract the actors operating in the Palermo area by activating the local associative and entrepreneurial fabric.

SWOT ANALYSIS OF THE TERRITORY

STRENGTHS	WEAKNESSES
• Three of the ten most visited cultural places in the Region are located in Trapani: the archaeological sites of Segesta and Selinunte and the former Stabilimento Florio in Favignana. • Presence of natural reserves increasing the tourist offer towards a higher level tourism segment, more respectful for the environment. Opportunities to deseasonalise the tourism flows • Recognised cultural itineraries enriching the cultural offer and the seaside tourism: Phoenician's Route (European cultural route), Wine Roads, Belicina Museum and Natural Network. • Excellent geographic position and connexion to the sites: to reach Agrigento from Palermo through the Belice Valleys it takes about two hours. • Presence in the Trapani province of the motorway A29 which allows to reach rapidly several localities.	• Imbalance between the central and local administrations (small municipalities); presence of a plurality of intermediate actors and overlapping roles in the governance and programming. • Sector division and fragmentation of the administrative competences: this is the main obstacle to an integrated planning and to the creation of efficient local systems enhancing the resources. • Political instability: the incessant succession of different assessors does not assure the necessary long-lasting outlook to coordinate the European program 2014-2020 and the institutions in charge of heritage preserving and enhancing. • Regional difficulty to mediate between different orientations: the attractors logic prevails at European and national levels, but the interest for territorial enhancement strategies prevails at regional level. • Weak entrepreneurial culture in the management of the public cultural heritage, which is clear in the lack of additional services. • Inadequate local entrepreneurial initiative in the CCI sector, lack of an innovation ecosystem encouraging the development of a new entrepreneurship culture and the innovation of traditional sectors.
OPPORTUNITIES	THREATS
• Cultural and natural heritage not yet exploited opportunities for launching viable enhancement strategies to attract specific tourism niches. • Connexion with the University and the incubators of Palermo to develop the CCI sector. • Process to reach the autonomy of the Parks: including staff and financial resources management, autonomy in the organisation of the cultural offer and the additional services. • Brand strategy to promote the agri-food industry and the territory → increase of the final value of the product and suggestion for visiting the production areas • Relaunch of local tourism by exploiting the arrivals of the Ryanair spot in Trapani.	• Growing unemployment rate, which increases migrations, especially of educated young people. • Lack of an innovation ecosystem (research centres, incubators, creative spaces). • Lack of a CCI sector and related measures and services supporting innovative start-ups and companies operating in the cultural and creative field. • Scarce effectiveness of public and private investments for the territorial enhancement. • Suspension of the tender notices for additional services announced by the Department for Culture. • Lack of a clear strategy for the establishment of intermediate levels between the Region and the Municipalities. • Absent integration of new competences/professionalisms in the administrative structures and in the cultural sites.

SWOT ANALYSIS OF CULTURAL ATTRACTORS

STRENGTHS	WEAKNESSES
• Density and relevance of cultural sites: presence of important cultural sites, whose distance encourages tours rather than a single attractor visit. • Artistic experimentations, research and social innovation activities (Orestadi, CRESM - Centre for Social and Economic Research in Southern Italy).	• Extraordinary important sites as Segesta and Selinunte are situated in small municipalities with a weak political power and limited financial resources. • Fragmented management: Region, Municipalities, Superintendence, Park. • Tourist attractiveness strongly concentrated on just two sites: Segesta and Selinunte. • Marked seasonality of visitors flows. • Relationship between paid and free tickets: 37% (2014). • Severe delays in the establishment of the Park authorities and in the complete implementation of their autonomy (Regional Law 20/2000). • Lack of an autonomous staff: the Regional Law 17/2004 attributes the responsibility for human resources to the Department • Lack of financial autonomy: the Selinunte Park revenues flow into the Region balance, which in turn, allocates 30% of it to Municipalities with the obligation to spend it for the Park. • Impossibility to announce tender for the management of long and medium term additional services: this affects the quality of the service and the possibility to establish a collaboration enhancing the sites and promoting local products. • Inadequate communication system (on the spot and online). • Inappropriate cultural proposal (events, exhibitions, workshop, teaching). • Weak additional services non-coordinated with the site management (i.e. tickets for the Mithia island, transfer within the Selinunte park). • Lack of adequate competences to manage the archaeological sites in terms of organisation and cultural offer. • Maintenance weaknesses (information plaques, cleaning, parking areas) affecting the safety and the enjoyment of the visit. • Lack of official figures on the satisfaction of visitors.
OPPORTUNITIES	THREATS
• Legislative power (protection and enhancement) of the Sicily Region on the cultural heritage • Process of financial and organisational autonomy of the Archaeological Parks • Opportunity to develop a diversified offer: archaeological sites, contemporary art, seaside tourism, sport tourism, wine and food itineraries, cultural roads retracing different civilizations • Belicina Museum and Natural Network: opportunities for collaborations between several cultural initiatives and for the integrated enhancement of the territory	• Inadequate use of the EU funds for the enhancement of cultural goods because of the lack of planning and management competences • Scarce attractiveness of the sites for private investments and collaborations with local companies

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| <ul style="list-style-type: none">• Former Tonnara Florio: innovative model for the management of the regional heritage. Convention between the Superintendence and the Favignana town hall to jointly activate integrated services assuring the financial autonomy• Presence of associations and networks actively involved in the creation of cultural and natural trips: opportunities for a network of sites and for a cross promotion• Development of a theatre proposal at the Segesta Park as an alternative to the Siracusa theatre• Presence of important research institutions operating in the archaeological sector with which developing part of the cultural and educational offer• Development of a cultural tourism in order to deseasonalize the tourist flows | |
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