



COLLABORATIVE GOVERNANCE IN THE MANAGEMENT OF CULTURAL SITE

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Abstract

Purpose. The paper aims to demonstrate the importance of multistakeholder systems in the management of “minor” cultural sites. Starting from an analysis of the literature on collaborative governance, it aims to understand the criteria for the applicability of different management models and the possible spin-offs in view of the peculiarities of each site and the relationship between external factors and the applicability of management practices.

Design/methodology/approach. Multiple case study was used through the tool of semi-structured interview with cultural site managers.

Findings. The correlation between stakeholder-related factors, including their role, motivation and purpose, and the choice of management model was demonstrated.

Research Limitations. This research does not contain guidance on measuring the performance of the case studies.

Originality of the study. Building on studies conducted on large cultural attractors, directions are given for systematizing networks even in smaller sites, implementing good management systems and fostering participatory governance. Compared to what has been presented previously, 4 case studies are examined.

1. Theoretical background

1.1 Collaborative governance

A survey of the literature reveals that the definition of “collaborative governance” is marked by a different approach. While some scholars attempt to understand its goals, qualities and general principles, it appears unfeasible to adopt a single definition. Instead, the focus is on describing the procedures and elements that determine collaborative governance (Gash, 2022). Despite the different approaches, scholars agree that some basic elements must be present to talk about collaborative governance. Firstly, collaborative governance regimes exist at multiple levels of government (both public and private) to solve multiple policy responses that differ from traditional approaches (Davies and White, 2012; Emerson et al., 2012). At these different levels, communities need to be encouraged to participate, particularly as they provide solutions to problems that they know in detail (Plummer and Fitzgibbon, 2004; Davies and White, 2012). The presence of facilitators who manage relationships (Martini, 2013), enable dialogue (Bidwell and Ryan, 2006) and promote joint decision-making (Hicks et al., 2008; Ansell and Gash, 2008) is essential for this to happen. Collaborative governance is characterised by the generation of synergies through shared decision-making processes, where “stakeholders invent new ways of seeing and responding to social issues” (Hicks et al., 2008, 456). The concept is not predicated on imported participation or political endorsement, but rather on mutual comprehension and consensus (Mitchell and Shortell, 2000; Gerlak and Heikkla, 2005; Hicks et al., 2008). The efficacy of collaborative governance is contingent on the strength of the relationship between each partner (Gash, 2022).

The purpose of this study is not to provide a definition of collaborative governance or to analyse its deficiencies and failings. Instead, the study seeks to understand how stakeholders can participate in a local governance system responsible for cultural heritage management. It is, therefore, imperative to undertake a thorough stakeholder identification process. According to stakeholder theory (Freeman and Reed, 1983), the success or failure of a strategy is dependent on the favourable or hostile behaviour of the stakeholders, emphasising the necessity of considering stakeholder interests from the outset of the management process. This approach facilitates the comprehension of stakeholders’ views and behaviours, and, where possible, secures their support by optimising their involvement and aligning their interests with the project (Freeman, 2023). The identification of stakeholders may involve techniques such as interviews and brainstorming, while stakeholder mapping is typically employed to facilitate the understanding of interrelationships. The resulting network of stake-

holders can then be managed in a manner that differs from an organisational, communicative and managerial perspective, as will be discussed in the following section. In order to ensure the continued viability of stakeholder interests and the balancing of organisational, communicative and managerial considerations, it is essential to consider some elements: the role (funder, facilitator, service manager, etc.), expectations and objectives, and the likelihood of achieving them. In addition, the attitude towards the project (proactive, cautious, etc.) of the whole group and the manager must be considered, as well as any external factors that may influence attitude and expectations (Freeman, 2020).

In the domain of governance of local cultural heritage (and, indeed, common heritage in general), it is of the utmost importance to engage the citizenry as an intrinsic part of the territory among the stakeholders. The question of how participation should be conducted in the field of cultural heritage remains unanswered. It is acknowledged that, in certain instances, citizens engage in cultural initiatives as co-designers (Ciolfi et al., 2008) and co-implementers (Voorberg et al., 2015). The implementation of participation in governance processes through innovative tools has been a focal point of scholarly research (Sokka et al., 2021), as has the impact of such cultural initiatives on the social and economic fabric (Biondi et al., 2020). In order to pursue common goods (such as cultural heritage), participatory forms of governance require the involvement of networks comprising a significant number of actors in the processes of policymaking, the enhancement of public goods and the management of related issues (Aureli and Del Baldo, 2023). While the community is the foundation for government action, it is also inherently linked to the territory. This necessitates the management of a system in which the direct involvement of users, citizens and communities in the planning and delivery of services from which they themselves benefit is prioritised (Parks et al., 1981). It is therefore necessary to identify the balance between governance and participation, an approach that allows for the prevention of potential conflicts and the nurturing of creative solutions (Biondi et al., 2020). It is therefore essential to grasp the fundamental role that governance plays within the network system. The ability to analyse stakeholders, as will be demonstrated in the case studies, is therefore fundamental to governance management.

1.2 Network Governance Management Models

In order to achieve equilibrium between the interests of the various stakeholders, it is vital to gain an understanding of the role that governance plays within the network system. Some studies (Provan and Kenis, 2008) posit that two elements warrant consideration: the potential involve-

ment of a mediation body and the background of the mediator, which may be internal or external to the group.

A further study (Mastrodascio, 2022) has developed, evaluated and implemented three models of network governance management in the context of UNESCO cultural sites. The following section will present the three models and examine the conditions under which they can be applied to local cultural sites.

Self-governance network (Fig. 1): In this model, all actors engage in both formal and informal governance actions, with decision-making processes guided by the principles of trust and reciprocity. The distribution of power among members is egalitarian, regardless of any potential influencing factors (e.g., size, resources, expertise, etc.). Consequently, no actor occupies a dominant position over the others, whether at the organizational or decision-making level. Although scholars have identified this model as particularly suitable for networks comprising small, geographically proximate entities (Kenis and Provan, 2009), no case studies were identified that employ this model for the management of local cultural sites. While the egalitarian involvement and commitment of all members is a key strength, the current situation requires the coordination of a leader who can maintain the balance and ensure the flexibility to respond to the needs of all stakeholders. Limit of this model does not find applicability in private sites.

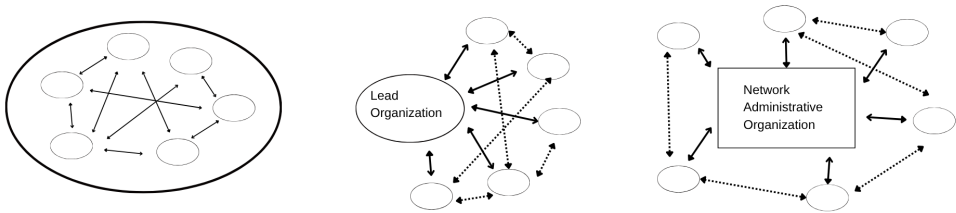
Lead organizations: In this model, the leader bears responsibility for the management of the network and serves as the coordinator (Provan and Milward, 1995) through a centralized system wherein a single actor oversees the relationships and practices of the network. One potential drawback is that some members may perceive the leader's actions as driven by self-interest, which could lead to reduced stakeholder cooperation. More specifically, in lead organization governance, all major network-level activities and key decisions are coordinated through and by a single participating member, acting as a lead organization (Provan and Kenis, 2008).

Network administrative organizations (Fig.3): This model is one of the most prevalent cultural heritage management systems, employed at sites of both national and local significance. The model is distinguished by the presence of an external administrative entity, constituted for the express purpose of governing the network (Provan and Kenis, 2008). It is therefore incumbent upon the external entity to act as a facilitator, limiting its role to that of coordinating and supporting the network, without intervening in the political and decision-making dynamics. The greater the number of stakeholders in the network, the greater the formal structure of the external entity must be. (Evan and Olk, 1990; Provan et al., 2005). A further step that can be taken through this type of model extends beyond the network that governs a single cultural site. The implementation of this strategy at the local level necessitates a shift in perspective, whereby management is

viewed as the networking of the entire territory. In instances where an external entity is responsible for coordinating stakeholders with strong geographic ties to a specific area, the exclusive focus on the management of a single site is no longer a viable approach. It is essential to establish a network of connections between the site and other assets in the surrounding area, with the aim of enhancing its overall value. This will require the development of a tool that can act as a catalyst for the smaller sites in the region. It is therefore necessary to introduce an additional level of relationality that will enable all cultural institutions and sites in the area to interact at Level II, without the constraints imposed by institutional rigidity (Donato and Gilli, 2011).

The analysis of such models enables scholars to comprehend the establishment of management networks for cultural heritage, as will be demonstrated in the following chapter. The models mentioned will be presented with specific attention to their applicability at the local level, through the medium of case studies, thus rationalising the management model of the sites under consideration. At present, these sites operate according to stakeholder management criteria but lack a clear articulation of their system. A rationalisation of this kind is critical in providing the necessary guidance to site managers, who might otherwise lack the knowledge to connect stakeholders. The rationalisation should be based on existing schemes at higher levels, such as UNESCO sites.

Fig. 1, 2, 3. Network Governance Management Models



Source: Mastrodascio et. al (2022).

Tab.1 Network Management Models

Type	Self	Lead Organization	Network Administrative
Strengths	Trust between actors, formal and informal actions	Accession between coordination and decision-making power	Differentiation of adherent subjects, possibility of more subjects
Weaknesses	Implementation difficulty Non-inclusiveness profit subjects	Possible distrust of partners	Difficulty finding disinterested mediator
Features	Shared power	Centralized Systems	Third-party mediated power

2. Case study

2. *Methodology*

In order to analyse the four case studies, four interviews were conducted with contact person from the managing entity. The interviewees included the president of the cooperative for the Hermitage of Santo Spirito, the director of the Campi Flegrei Archaeological Park, the communication officer of the Catacombs, and a consultant from the mediating body Italia Nostra for Bagni di Petriolo. The interviews were recorded and transcribed, and lasted a total of 4.17 hours and were conducted between September 2023 and March 2024. The study also drew on sources such as relevant articles, manuals and textbook chapters regarding the history and management of the four case studies.

In addition, site visits were conducted by the authors to observe the characteristics of the sites (however, for the Campi Flegrei Archaeological Park, only the two sites in the experimental phase were visited).

The selection of four case studies was guided by the authors' research objectives, which included the examination of minor sites, the role of informally initiated management in facilitating the opening of previously chisui sites, the presence of at least three stakeholders of diverse natures, the existence of social distress in the sites, and the impact of the new management on fostering community cohesion. The rationale behind this selection is elucidated below. The following characteristics were considered: sites with minor sites, sites with previously chisui sites opening due to informal management, sites with at least three stakeholders of different natures, sites in social distress, and sites where the new management has created affection in the community. Nine sites were found, four of which were chosen for stakeholder type to show different applications. Features and differential elements that can be used to determine the most appropriate management model were considered. The four sites under examination are distinguished by the co-presence of stakeholders and a participatory governance process, albeit at varying levels. The objective of the case studies was to ascertain whether network complexity affects the choice of management model. The four case studies adopted a management system that facilitated the usability of previously inaccessible or partially accessible assets. It is possible to ascertain the extent of progress achieved by management, although this is not among the objectives of the present study. This, therefore, serves as a foundation for the establishment of optimal practices for the administration of minor cultural sites. Moreover, sites were deliberately chosen that, despite their historical and identity value, received limited community engagement, yet achieved and maintained commendable involvement levels. This study offers insights into the extent to which

co-design and participatory processes influence management choices and, further, provides a foundation for developing optimal practices for the administration of minor cultural sites. In selecting the case studies, the following criteria were employed: two sites belonging to public entities (one to a local authority, the other to the Ministry of Culture), one to a multinational corporation, and one to the Church. This allowed for an analysis of the behaviour of the property in accordance with its nature. It is evident that the role and form of network actors vary in complexity across the four sites, influencing the organisational and governance choices made. The selection of these four cases was driven by the observation that, despite their apparent progression or initiation, they all grapple with a common challenge: the lack of awareness regarding the formalisation of management processes, which then unfolds unconsciously. The exception is the Phlegraean Fields Archaeological Park, which is addressing this challenge through a post-experimentation approach (the site was analysed during the experimental phase). This analysis is crucial for the systematic development of a model that considers the strengths to be maintained, the weaknesses to be emphasised, and the effective assets to facilitate maintaining the balance.

2.1 Hermitage of Santo Spirito a Majella (SSM)

2.1.1 History and governance of site

The current management structure is as follows: the owner is responsible for carrying out extraordinary restoration work, typically funded by public resources from the regional government. On the other hand, maintenance, guided tours and ordinary services, accommodation and hospitality are the responsibility of the cooperative, which is the sole entity managing the site. Professionals specialized in certain services, such as theatre companies and musical ensembles for concerts, are employed to enhance the site. In fact, the primary goal of the current manager, as stated in the interview, is to “[...] broaden the outreach, involving a wider range of stakeholders, including tour operators, to facilitate the creation of visitation programs and to fit into a broader circuit that allows connections with other cultural sites in the region”.

The problem that is highlighted is the lack of a pathway that has not worked so far was the isolation and lack of connections in pathways. To make up for this lack in more recent times (2024) to respond to that problem, the cooperative was absorbed by Majambiente, thus creating a single entity that creates routes over the entire territory.

Another assimilable solution could be convention with tour operators or organizing entities.

2.1.2 Management Model

Building on the existing literature on networks, an analysis of the management of this site in the context of the previously proposed theoretical models reveals a clear shift in the management model over time. Initially, a network administrative organization type of management was established, with Italia Nostra specifically selected to lead the management and connect the other two actors. In this model, the ordering party is the owner, namely the municipality, while the coordinating party is Majambiente. Majambiente not only oversees the management of the site and associated services but also serves as the lead organization for all activities pertaining to the property. The managing entity is the sole organizational actor to assume responsibility for collaboration, thereby assuming a leadership role. It is his responsibility to ensure that the interests of all stakeholders are maintained in order to guarantee the continued existence of the network. Additionally, the managing entity is responsible for decision-making regarding site selection, commencing with the necessity of establishing connections with neighbouring hermitages. The management, decision-making, and coordination of the network are all the responsibilities of the managing entity, which serves as the leader of the network.

The organization in Lead is also evident from the relationship between manager and ownership: for example, proceeds are not donated based on a percentage of ticket receipts. Instead, an annual total is set to be donated regardless of revenues. Thus, it can be seen that the current management body shows strong leadership and that there is a well-structured relationship of trust among the different members of the network. This allows for a balance of the network and the achievement of goals and results for the site. The reposed trust is also evident by referring to the words of the manager who states that the municipal administration that owns the asset expects to see an increase in results over the next five years.

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2.2 Bagni di Petriolo

2.2.1 History and governance of the site

Bagni di Petriolo thermal site is located within the Farma nature reserve. The site is located in the municipality of Monticiano (SI), on the border with the neighbouring municipality of Civitella Paganico (GR). The area outside the walls includes an inn with an adjoining restaurant and the so-called “new baths”, a site built in the 2000s. Ownership of the Bagni di Petriolo and the two neighbouring buildings are owned by Unipolsai, which has acquired the “bagni nuovi” site in recent years. As far as conservation and protection are concerned, the site is currently undergoing advanced but not yet complete restoration, while as far as valorization is concerned, according to Raniero Maggini, Italia Nostra consultant, “some actors are laying the foundations for a collaboration”. In 2015, Italia Nostra contacted the owner, Unipol, the entity responsible for the construction of the road, and local administrations in order to reduce the impact of the construction project and take action to safeguard the asset. This process, which began with an examination of the site, culminated in the formulation of restoration and enhancement projects. Free access to the pools, on the one hand, it attracted a clientele of spa tourists, while on the other, it provided access to a heterogeneous public, including a community of the disrespectful. This led to the removal of those who had come for spa tourism and the local population, which in turn led to the deterioration of the entire site. The inn, therefore, ceased operations, reopening only at the end of 2022. This led to a significant decrease in maintenance, which had previously been ensured. In addition, the construction of a road cutting the site in two had a negative impact on the surrounding area. The account of the current manager revealed the full list of stakeholders associated with the site. In addition to the Unipolsai company, which owns the site and provides significant financial backing, the site also receives funding from a public grant awarded by the Ministry of Culture. This grant was obtained by the municipality of Monticiano, which oversees the site. The municipality will utilize the aforementioned funding to enhance part of the area and to cover the costs of ancillary services to the site, such as parking. The proprietor has engaged the services of a third party to oversee the accommodation facilities, including reception and spa management. Another entity operating within the third sector, currently considered to be managing, serves as a liaison between the property and the municipality and is responsible for forming a citizens’ group for the future management of the cultural site.

2.2.2 Management model

The model applied is the Network Administrative Organization, the leader of which is currently represented by Italia Nostra. Although this project is still being defined as the current approach, the number and complexity of stakeholders and the interactions woven so far seem to reflect a type of organizational model in which a common line of direction is complemented by the needs of individuals. All stakeholders are interested in the enhancement of the Bagni di Petriolo site, but at the same time, each is pursuing, in conjunction with the others, its own interests. The interests at stake are attributable to a large number of stakeholders, and autonomous management would risk reaching a very large level of complexity that poorly managed can lead to the breakdown of the network. Finally, it is possible to speculate that the Lead Organization model may find a place at the moment when the current lead partner, Italia Nostra, pulls out of the process as is its wont. From that moment on, organizational management could be in the hands of one of the actors within the network, provided that it succeeds in gaining a good degree of trust from the other stakeholders, an essential element for the success of such a governmental system.

2.2.3 Management implications

In the case of the Bagni di Petriolo site, a highly integrated management structure is emerging in which property interests are represented by an external coordinating body and interact with interested institutions and citizens. The creation of such a complex network can also lead to the management of several cult sites and thus to a holistic interprovincial territorial approach.

2.3 Campi Flegrei Archaeological Park

2.3.1 History and site management

The autonomous entity was established in January 2016, subsequent to the reform of autonomous archaeological parks and museums in 2014. The strategies and financial support allocated to each strategy are determined by the advisory bodies (board of directors, board of auditors, scientific committee), which assess their implementation and budgetary performance. The responsibility for personnel management is assigned to the Ministry, which oversees it in accordance with its intended purpose.

The park encompasses 25 sites distributed across four municipalities in the province of Naples (Pozzuoli, Bacoli, Giugliano in Campania and

Monte di Procida), a vast area lacking a clearly defined perimeter that has influenced the identity formation of the site. Moreover, at the time of its designation as an autonomous entity, the park comprised merely four operational sites. This prompted the necessity, as articulated by director Fabio Pagano, of “ [...] devising a strategy that was not merely relational but also one that would pioneer novel models for the stewardship and promotion of the extensive heritage in question”. Consequently, while “on the one hand efforts were made to engage the local community through the implementation of loyalty strategies, on the other hand, there was a focus on promoting well-preserved sites to a national and international audience”. According to director, the public-private collaboration was prompted by the necessity to enhance the standard of several sites through the implementation of innovative and community-oriented systems. This project aimed to contribute to the creation of a new opportunity for the area, particularly in relation to two sites that were considered particularly attractive. Consequently, a two-year experimental phase was initiated, during which the local authorities assumed responsibility for the opening and utilization of the Piscina Mirabilis and the Marcellum Theatre. The management approach was characterized by a continuous co-design process, involving the regular negotiation of objectives, the use of performance indicators to monitor results, and a capacity for adaptive action in response to identified shortcomings. The experimentation has now resulted in the issuance of a public notice, which invites interested parties to submit proposals for the management of the entity for a period of two years. Although the experiment was positive, in the new call for tenders to regularise this governance system, it is requested that the managing body also take care of the catering. This request entails a greater risk for the entity taking charge, which must also invest in the opening of the on-site facility. The notice states that future users are required to enhance the site and to assume responsibility for the management and maintenance of the site, with the intention of also sharing the back-office work.

In these two experimental sites, participants will engage in management through partnership tables, where annual and event planning, pricing policies, and communication plans are developed. Furthermore, the Archaeological Park will retain responsibility for the protection of the property and the control of service quality. However, the management team has already achieved notable results and aims to implement a sustainable model for the park, with the objective of becoming a model of energy generated through visitors and partnership relations, as well as an ongoing investment in the planned care of the heritage.

2.3.2 Management model

Considering only the sites under experimentation, a brief overview of the actors present at the two sites is provided. The Ministry of Culture, the owner of the sites, is responsible for providing the necessary financial resources for the extraordinary maintenance of the sites. The Archaeological Park is an autonomous body that oversees the protection of the experimental sites and participates in the governance processes through quarterly participatory tables on enhancement activities. Third sector entity: local entities responsible for the enhancement, site opening and guided tours three times a week during the experimental period. In the following three-year period, the contractor will also be responsible for the provision of canteen services, additional services, the opening of an additional site and the maintenance of the green areas. A lead system is applied with a strong participation of the third party, but still assuming a secondary role at the decision-making level.

2.3.3 Management implications

The placement of the site in the Lead model serves to emphasize the role of ownership, whereby the ministry is observed to exert minimal influence at the management level. This is due to the fact that the park is autonomous in its management and budgetary processes. In this context, the Ministry can be considered to fulfil the role of a financier.

The Park Director's objective is to achieve autonomy for the various sites by delegating site development activities to an external entity. This approach generates revenue and allows for cooperation while maintaining management autonomy. However, it requires the establishment of a control mechanism to supervise the private party responsible for the management of the sites. In the context of the two experimental sites, the park has the role of leader, taking responsibility for coordinating the activities proposed by a third party engaged in enhancement activities. Although the two entities are on an equal footing, there is a financial superstructure that dictates generic guidelines.

2.4 The Catacombs of Naples

2.4.1 History and governance of the site

This site is owned by the Pontifical Commission for Sacred Archaeology and was brought to light by the Cooperativa La Paranza, which was

founded in 2006 in the Sanità district of Naples. The cooperative was established by a parish priest of Santa Maria della Sanità with the objective of providing the young people of the district with a future and hope. The area is geographically isolated and has been neglected by institutions that could otherwise provide support, resulting in significant economic and social challenges. By enhancing the artistic and cultural appeal of the area, an effort was made to provide employment opportunities for the unemployed youth, thereby restoring cultural value to the Neapolitan suburbs. The valorization of cultural heritage serves as the instrument utilized to achieve the social mission, which represents the primary objective of the cooperative. In 2008, the association L'altra Napoli Onlus initiated a call for tenders and crowdfunding project, which provided the necessary resources to commence the project to secure and enhance the Catacombs of San Gennaro. This involved entering into a concession agreement with the Diocese of Naples and, subsequently, with the Pontifical Commission for Sacred Archaeology. In most cases, the management of the Catacombs is delegated to third parties, who are required to pay a percentage of ticket revenue to the Pontifical Commission for Sacred Archaeology. From the information provided in the interview, it can be inferred that this taxation is only applied in cases where the Catacombs receive a considerable number of visitors. In such instances, the agreement, which was signed in 2024, stipulates a five-year agreement with a percentage on revenue of 15% for the first two years, 20% for the subsequent two years, and 25% for the fifth year. The management process is conducted primarily by the Cooperative, which employs its own personnel at all managed locations on a rotating basis, with the exception of teams operating within administrative offices and refreshment areas. As stated by the communication manager, this form of management entails collaboration with external entities to provide certain services. One such example is the partnership with the social co-op Iron Angels to develop a route for blind and visually impaired visitors. Furthermore, the cooperative has elected to collaborate with local enterprises with regard to the lighting system. The objective of the management choices is to benefit local stakeholders, which represents the founding value of the entire project. The remaining services are the responsibility of the cooperative, which also oversees staff training, allocating a greater degree of attention to this during the low season.

The project was also made possible thanks to the availability of professionals who made their skills available right from the outset and have yielded positive outcomes.

2.4.2 Management model

In the present case study, management is built around a single actor.

The other actors surrounding the site play a marginal role. Although the PCAS is de facto the owner, it plays an irrelevant role in terms of decision-making and organizational processes. Its only responsibility is the extraordinary maintenance of the site. Although it exerts minimal influence at the management level, its presence is significant because, as owner, it plays an economically central role at this and other sites. This implies that, although it exerts minimal influence on decision-making processes, ownership has a pronounced interest in the financial system.

The other actors involved in the management of the site are minor entities in the area, providing occasional services at the request of the cooperative. The only entity that provides continuous collaboration is the maintenance cooperative. However, it cannot be considered a stakeholder as it lacks interest and decision-making/organizational power. Therefore, the community plays a key role as a stakeholder. In view of the aforementioned considerations, it seems plausible that the model to be applied in this instance is that of the Lead. In this model, the Cooperative assumes the role of the leader, representing the interests of the property, the territory, and the collaborating entities. Model works for ability to attract communities, but there remains the problem of seasonal adjustment.

2.4.3 Management implications

The consequences of these articulations are most evident at the territorial level, manifesting not only as a redeveloped neighbourhood but also as a cohort of individuals who are integral to the management process. The reopening of the catacombs with young people from a disadvantaged neighbourhood has had a positive impact on the community, restoring confidence and providing employment opportunities for many young people in the area. In terms of organisation and management, this necessitates a constant process of participatory planning.

This has resulted in the expansion of the project and the activation of other cultural sites (the catacombs and other types of assets), which in some cases are integrated into thematic trails.

3. Analysis of results

All of the surveyed sites started the restoration process, which also included enhancement and public accessibility. This was done through the mediation of a single association. However, the governance model evolved heterogeneously. In the Hermitage of Santo Spirito and the Catacombs of Naples, management is unified under a single figure, who acts as leader of the system. In the Bagni di Petriolo site, a highly integrated management

structure is emerging, in which the interests of the property are represented through an external coordinating body and interact with the institutions and citizens concerned. In the Archaeological Park, a form of co-management has been established for the experimental sites. The specific type of ownership is not the main factor influencing the choice of the management model; rather, it is the composition and role of the actors that are most important. It is evident that the number of actors involved introduces a greater degree of complexity in the balancing of interests in the network. Consequently, in such circumstances, the appointment of an external administrator is more likely.

This analysis shows that the governance model does not depend on the number and nature of the actors involved, but rather on the role each actor assumes within the network and the contribution they make according to their respective interests. The three sites that have adopted the lead organisation model are distinguished by an ownership that has limited decision-making authority, an entity that oversees the direct management of the site, and other entities that act as proponents. Thus, the leader in these cases is never represented by the owner. Considering that the Lead Organisation model is the more centralised one, it is easy to understand how ownership has even less management power in sites adopting the other two models. In fact, as seen in the theory, the Self-Governance Network is based on the equal sharing of management and decision-making power, while the NAO delegates the coordination and management functions externally. The Bagni di Petriolo case study shows that in the NAO, the balance of power is managed by the third party, which allows for collaboration between stakeholders. In the different models, the relationship between the different may be standardised in terms of operational management but the characterisation of the institutions participating in that networking process determines their role.

Tab. 2: The role of stakeholders in the case studies

Name of site	N. of stakeholders	Type of stakeholders	Role of stakeholders	Model
Hermitage of Santo Spirito a Majella	3	1 Municipality 1 Cooperative 1 Tour Operator/other proponents	Municipality = ownership Cooperative = management T.O = trail organisation, networking with other neighbouring sites	Lead organization
Bagni di Petriolo	6	1 Municipality 2 Private companies 1 Third sector association 1 Community 1 Local authority	Private company= owner, financier Private company= operator of catering and accommodation services Municipality= site area, financing some services Association= coordination Community: involved from the start of the project + community group living on the site Local authority= future manager of some services (e.g. guided tours, parking etc.)	Network organization
Parco archeologico dei Campi Flegrei	3	1 Ministry of Cultural Heritage 2 Autonomous Archaeological Park 3 Territorial authority	1 Ministry= owner - funder 2 Autonomous archaeological park= manager 4 sites + coordinator 2 experimental sites Local authority= manager of experimental sites	Lead organization
Catacombe Napoli	4	1 Pontificia Archeologica Sacra (Picas) 2 Diocese of Naples 3 Cooperativa la Paranza 4 Maintenance Cooperative	1 Pontificia Archeologica Sacra= owner 2 Diocese of Naples= entrusted manager who in turn entrusts to 3 3 Cooperativa la Paranza= actual manager 4 Maintenance cooperative= entrusted maintenance services	Lead Organization

4. Conclusions

The present study was initiated in response to the necessity to comprehend the management of local cultural sites, which are characterised by the interests of diverse stakeholders who are responsible for their care. The theme of collaborative governance was therefore investigated, characterised by the presence of different stakeholders who must achieve a balance in terms of organisation and decision-making. The study, therefore, briefly focused on the needs of stakeholders and identified some models that have been utilised in the field of heritage management, in order to facilitate a more profound understanding of how to articulate networks of stakeholders.

The four case studies analysed revealed a range of management situations, characterised by a diversity of stakeholders with a range of interests. The heterogeneity of the sites in question has given rise to a number of useful considerations for local site managers, indicating best practice for the management of sites by involving all stakeholders, including the community. The findings indicate that the interests pursued by each entity are determined at both the entity level and the network level as a whole. Indeed, each stakeholder, in addition to pursuing an individual goal, contributes to achieving a common goal. As previously stated in the literature, if the interest in the common goal is lacking, the stakeholder withdraws from the network. These interests are contingent upon and vary according to the objective of each actor, as well as the intrinsic nature of that objective. For further insight, one might consider the case of the Bagni di Petriolo site, which is owned by a private entity but has nonetheless demonstrated a keen interest in becoming involved in the network's organisational and decision-making processes. This case demonstrates the potential for private property owners to play an influential role within the network, and the entity's interests are of a particularly high order, with its objective oriented towards achieving results. In this particular instance, Unipol is driven by a robust social inclination that serves to enhance its motivation. In contrast, the public ownership of the Hermitage assumes a less decisive role, as its interests, although existing, are oriented towards the public use of the property. It is evident that the administrations do not seek to generate a return on investment from a public asset; instead, their objective is to ensure the long-term sustainability of the asset in question. This rationale can also be applied to the Campi Flegrei Archaeological Park. This suggests that the nature of the entities may influence their interests and objectives, and thus the role they intend to play within the network. However, it is evident that this is not the only element that determines the interests of the entity. This

is demonstrated in the case study of the Catacombs, where the property, although it obtains income from management, does not play an active role. It is imperative that governance models are determined with consideration of the composition of the network, the characteristics of the site and environmental issues. It is not sufficient to replicate a governance model; rather, it must be adapted according to the exogenous factors of the site, with consideration of which long-term performance outcomes and results are contingent.

The role that each actor assumes within the network is contingent upon a number of factors, including the nature and competencies of the actor, its own and common objectives, and the nature and role of the other actors. These elements collectively inform the choices that a stakeholder makes and, in turn, shape the composition of the network. The sites studied represent best practices, and the suggestions provided may be useful for managers of small cultural sites who wish to initiate a management process and are applicable to very different sites. The experiences of the four cases suggest considerations that refer to a larger number of small cultural sites. In the Italian situation, the Hermitage situation is the most common. The formation of a cooperative that occupies the role of a leader in the management of cultural sites is recommended if there is strong motivation and if the management arises with a strong agreement with the owner entity, especially public. It is necessary to network and create pathways with other sites in order not to remain isolated. Bagni di Petriolo underscores the intricacy of the network, emphasising the necessity of incorporating an impartial stakeholder with facilitative capabilities to assume a coordinating role based on the decisions of other stakeholders. While few cases exhibit such intricacy, it is crucial to recognise that the third sector stakeholder in this context must embody a *superpartes* perspective and potentially transcend territorial boundaries. In the event of territorial involvement, the Lead model can be readily adopted, as evidenced by the Hermitage example. The Catacombs case study offers insights into the capacity to attract the area through job creation, while concurrently necessitating the differentiation of the target audience to address the influx during high season. The PACF case study underscores the importance of maintaining stakeholder motivation, emphasising that when engaging with a private entity, the potential benefits of investing in a service should not be overlooked.

It can therefore be stated that, although unintentionally, the sites under examination have adopted the models presented to them without being aware of the rules and implications associated with them. The objective of the study is to disseminate the models in order to enhance the performance of the case studies and enable other cultural site managers to identify with these models by capitalising on their strengths and addressing their weaknesses (e.g. trust in the lead, necessity for third sector entities in the Net-

work Administrative etc.). It is imperative to note that small cultural sites, which often emulate effective practices by adapting them to their unique circumstances, are particularly in need of awareness.

A notable limitation of this research is its restriction to the Italian context, making it challenging to extrapolate its findings to other regions or comparable scenarios. Future research endeavours should focus on the evaluation of performance to enhance our understanding of the efficacy of governance systems. This paper's shortcoming is due to an experimental phase of the management system in two of the four sites analysed.

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