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# REGIONAL ACTION PLAN OF CROATIA - FROM HERITAGE PRESERVATION TO ITS SUSTAINABLE USE!



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## GENERAL INFORMATION

|                       |  |
|-----------------------|--|
| Project:              | <b>Authentic tourism based on local cultural flavours<br/>(Local Flavours)</b> |
| Partner organisation: | <b>Institute for Tourism, Croatia</b>  |
| Country:              | <b>Croatia</b>   |
| NUTS 2 region:        | <b>n/a</b>   |
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## INTRODUCTION TO LOCAL FLAVOURS PROJECT

The Local Flavours project is funded by the European program Interreg Europe, a key instrument of the European Union for cross-border cooperation. The project began in 2019 and is led by the Institute for Advanced Studies Kőszeg, Hungary. The main focus of the project are the cities and regions rich in cultural heritage that often remain in the shadow of larger and more prominent cities in their vicinity or are simply located in an unattractive geographical area. The project helps partners to meet the challenge of identifying the most effective ways to support unique local sites with an innovative analysis toolkit, extensive knowledge sharing, and assisted interaction with local public and private stakeholders. To date, in this way, the specific local and regional potentials and bottlenecks were explored and used to elaborate the appropriate policy frameworks to improve and position new authentic destinations in order to boost regional development through growth of visitor economy.

The project involves eight European Union countries: Hungary, Italy, Netherlands, Latvia, Finland, Italy, Croatia, and Ireland. The partners come from differently developed European regions with variations in their tourism and cultural image. However, they are united by a common interest in cooperating with each other to improve their public policy instruments.

By the January of 2023, this project aims to increase the visibility of smaller cities and regions of eight European countries and to strengthen their tourism offer. This goal is to be achieved through the valorisation of local cultural assets with an emphasis on authentic tourism, and through the implementation of measurable strategies that are based on up-to-date analysis of regional development and cultural assets and focused on capitalising on tangible and intangible culture.

The Local Flavours project follows new economic and social trends according to which sustainable development becomes the focus of all activities. As part of these changes in tourism, an increased interest in less crowded destinations can be noticed, which show greater care for the environment and responsible management and brings smaller and sometimes undiscovered places into focus. Small and medium-sized towns potentially offer a different tourist experience with an emphasis on the human dimension but also natural beauty, even though such places are rarely covered by targeted strategies. The COVID-19 pandemic has brought this issue to the fore in all partner countries.

In spite of the pandemic, the Croatian tourism sector is thriving. Its Adriatic region is one of the three best tourism performers in Europe <sup>1</sup>, even more so in this time of the pandemic, when the successful management of the epidemic ensured that Croatia remained open, welcoming, and safe for tourists. Nevertheless, its tourism is summer-focused and concentrated in a narrow coastal strip.

Croatian tourism strategies based on tangible and intangible local assets have been, for almost two decades, one of the preferred strategies for addressing these two weaknesses of national tourism - extreme seasonality and uneven territorial development. The aims and objectives of the Local Flavours project are thus well placed within the broad national tourism development context.

In the Local Flavours project partnership, our main aim was to influence a national-level policy. Our original intention at the time of the proposal submission was to influence the Operational programme Competitiveness and Cohesion 2014 - 2020 (OPCC), measure 6c1 – Increasing employment and tourist expenditure through enhancing cultural heritage. By the time the project entered its second year of implementation, the measure 6c1 funding was completed and it was obvious that the policy instrument should be changed. The policy instrument change was timely, given that the development of this Action plan coincided with the development of the next round of tourism planning. The background analysis and *research that we have conducted and all the learning* and good practices that we have benefited

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<sup>1</sup> In 2019, with Adriatic Croatia recording 80.5 million tourist overnights, it was topped up by only two NUTS 2 regions – Canaries with 83.8 and Antalya/Isparta/Burdur with 82.6 million arrivals. (Eurostat: Nights spent at tourist accommodation establishments by NUTS 2 regions at <https://ec.EURpa.eu/EURstat/databrowser/view/tgs00111/default/table?lang=en>)





from by our participation in the Local Flavours project are, therefore, to be used to influence a) the new Sustainable tourism development strategy 2030, b) National sustainable tourism development plan 2021-2027 and c) recommendations for culture and tourism intersection actions. Therefore, our Action plan focuses on steps that need to be taken to influence these new policy documents.

The Institute for Tourism, as a public research institute with a mission, inter alia, to assist Croatian tourism policymakers and stakeholders in building sustainable and resilient tourism, has a long history of developing and/or influencing national policies since its foundation in the 1950s. In relevance to the Local Flavours project, the Institute for Tourism has drafted the first national cultural tourism strategy, adopted by the Croatian Parliament in 2004. Its staff were then engaged in its implementation while serving on a national Cultural Tourism Council, set up to oversee its implementation. The Institute for Tourism was also in charge of developing the National tourism strategy to 2020 and ensuing Cultural tourism Action plan, retaining its influence on implementation by serving in the Working group set up by the Ministry of Tourism to oversee its implementation. The Institute's staff has participated in the Tourism and creative industries working group for the National development strategy 2030, managing to include cultural tourism development as one of the national priorities. It has also retained influence on the process of development of the Sustainable tourism development strategy 2030 and National sustainable tourism development plan 2021-2027 via its membership in the Strategy's working group.

In our work, we are committed to a participatory planning approach and work closely with a broad range of stakeholders. We have applied the same principles in this project. A Local Stakeholder Group was set up for the Local Flavours project, consisting of three main stakeholders' representatives: the Ministry of Regional Development and European Union Funds, the Ministry of Tourism and Sport, and the Ministry of Culture and Media, the main national policymakers in relation to culture, tourism, and regional development. We will continue with the stakeholder engagement in the implementation of this Action plan by widening their regional scope and diversity in order to create awareness and generate support for the proposed actions, as explained in the Chapter 5 Details of the Actions.

Local stakeholder group has been updated regularly on project's activities and asked for suggestions that could benefit the project from both, cultural and tourism, perspectives. We have engaged them in the project through regular bi-annual meetings and, even more importantly, bilateral meetings to tap into their specific experiences, expertise, and interests in the project. We have also conducted a research with beneficiaries of the OPCC, measure 6c1 via in-depth interviews to ascertain their aspirations when applying for funding, experience in implementing the projects and future activities to make the restored heritage socially and economically sustainable. With the restoration of heritage sites funded through the OPCC, especially in land-locked parts of Croatia recording low tourist demand coinciding with the onset of the COVID-19 pandemic, a top of the low level of resident participation in cultural activities, the main concern of beneficiaries was the meeting of the projected number of visitors. The issue of visitor demand for cultural heritage attractions span, therefore, beyond the OPCC measure 6c1 beneficiaries to entire country where supply-driven tourism strategies based on local culture, heritage and traditions are employed to drive demand to ensure more even territorial development through tourism. We have also conducted a detailed status-quo analysis using the KRAFT method – a complex system of indicators developed by the lead partner IASK, as an analytical tool suitable to demonstrate regional development tendencies regarding specific development areas. The status quo analysis is the foundation of this plan.

Therefore, this Action plan is focused on the measures to ensure greater visibility of cultural heritage and boost visitor demand. In particular, it is inspired by the good practice of our Finnish partners who have presented an initiative of the Finnish Museum Associations to bundle together the country's museums in an annual membership card, to boost the number of visitors, increase museum revenues, develop a loyal audience, and broaden visitor destination experience, and by a number of other good practices rooted in well planned and functional partnership network as described in Chapter 4.



## POLICY CONTEXT

The policy instrument(s) addressed by the Action plan include **Sustainable tourism development strategy 2030 (STDS 2030)**, the accompanying **National sustainable tourism development plan 2021-2027 (NSTDP)** and the **Recommendations for STDS 2030 and NSTDP funding from OPs 2021 - 2027**, owned by the Ministry of Tourism and Sport.

The reason for selecting these three policy instruments lies in their compatibility and interconnectivity (Figure 1). Their synergy increases the long-term prosperity and sustainability of cultural heritage tourism valorisation. While the Sustainable tourism development strategy 2030 defines general and broad objectives, National sustainable tourism development plan presents the operational and implementational platform of the Strategy by defining the specific interventions. Lastly the Recommendations for funding from OPs provide an opportunity to allocate the funds for implementation of the specific programmes and actions proposed by the Strategy and National plan.

**Figure 1 Interconnectivity of the selected policy instruments**



When the Local Flavours project application was first submitted to the Interreg Europe programme call in 2018, the Institute for Tourism planned to influence the Operational programme Competitiveness and cohesion 2014 - 2020, Measure 6c1 - Increasing employment and tourist expenditure through enhancing cultural heritage, owned by the Ministry of Regional Development and EU funds. As the Local Flavours project progressed to Phase 2, it was apparent that the policy instrument needs to change, given that the Operational programme expired in 2020, and the new one is currently in the programming phase and not likely to be operational during the lifetime of the Local Flavours project.

Similar was the case with the National tourism strategy which expired in 2020. With tourism being the backbone of the Croatian economy, the new Sustainable tourism development strategy 2030, together with the National sustainable tourism development plan 2021-2027 is currently drafted, with a projected completion at the beginning of 2022. The process is managed by the Ministry of Tourism and Sport. This is giving us the potential to ensure that the good practices and learning that we have benefited from the participation in the Local Flavours project be used to influence these new policy documents.

There are several sound reasons for selecting these three policy instruments. The Sustainable tourism development strategy 2030 and its accompanying National plan for sustainable tourism development 2021-2027 provide a framework to which the Local Flavours project aims, and outcomes are highly compatible - development of tourism based on cultural heritage to leverage the underdeveloped, peripheral regions. Then, these tourism planning documents should follow direction set up by the National Development Strategy 2030, with sustainable, innovative, and resilient



tourism identified as a priority area of the strategic aim 1. Competitive and innovative economy. Development of cultural tourism and visitor centres and museums are to be one of the priorities. The Sustainable tourism development strategy

2030 will address the problem of uneven territorial development and inclusion of local residents in development processes. Equally important, the strategy will also be accompanied by a set of recommendations to ensure funds from the OPs are available for its implementation.

Namely, the achievement of the results and objectives set up by these policy instruments is highly dependent on the allocation of the resources and funding for the successful implementation of the identified priorities and measures. For that purpose, this Action plan will impact the Recommendations for funding STDS 2030 and NSTDP from OPs by prioritising interconnections of culture and tourism through sustainable use of cultural heritage. Equally important, through this policy intervention, we will align the Action plan, as close as possible, to our initial aspirations articulated in the project proposal.

The Recommendation will potentially tackle OPCC 2021-2027 while it is still in the development phase. In the first draft version of the new OPCC 2021 - 2027, the importance of cultural tourism is recognised within the Priority 6. Improving health care, promotion of social inclusion, education and life-long learning, specific aim 4(vi) Strengthening the role of culture and sustainable tourism in economic development, social inclusion and social innovations aiming to contribute to economic and social sustainability, financial sustainability of cultural infrastructure, balanced tourism growth and even territorial development, enhance access of the culture sites for the visitors and local consumption, and support involvement of local communities in the tourism development. The OPCC 2021 - 2027 prioritises the needs of less developed areas whose development is supported by the allocation of 40 mil. EUR from the European Regional Development Fund (ERDF).

The Institute for Tourism is in a position to influence the STDS 2030, NSTDP and Recommendations for STDS 2030 and NSTDP funding from OPs through membership in the working group. In this capacity, we will engage in disseminating the results of the Local Flavours project to support sustainable development by fostering actions that will ensure geographically more even tourism demand through culture / heritage. Our engagement in development and implementation of the national cultural tourism policy since 2004, puts us in a position of a trustworthy stakeholder in the process.

This Action plan is also in line with the key strategic documents in Croatia, above all the **National Development Strategy of the Republic of Croatia** as a national strategic plan for the period 2018 to 2030. The National Strategy outlines four strategic development areas: Sustainable economy and society, Strengthening resilience to crises, Green and digital transition, and Balanced regional development. Tourism continues to be an important economic activity in the next planning period. Development of sustainable, innovative, and resistant tourism and strengthening the development of culture and media are defined as priority areas of policies within the strategic objective 1: Competitive and innovative economy of the National development strategy 2030. Consequently, the strategy also prioritises the preservation and presentation of cultural heritage and its better use through tourism.

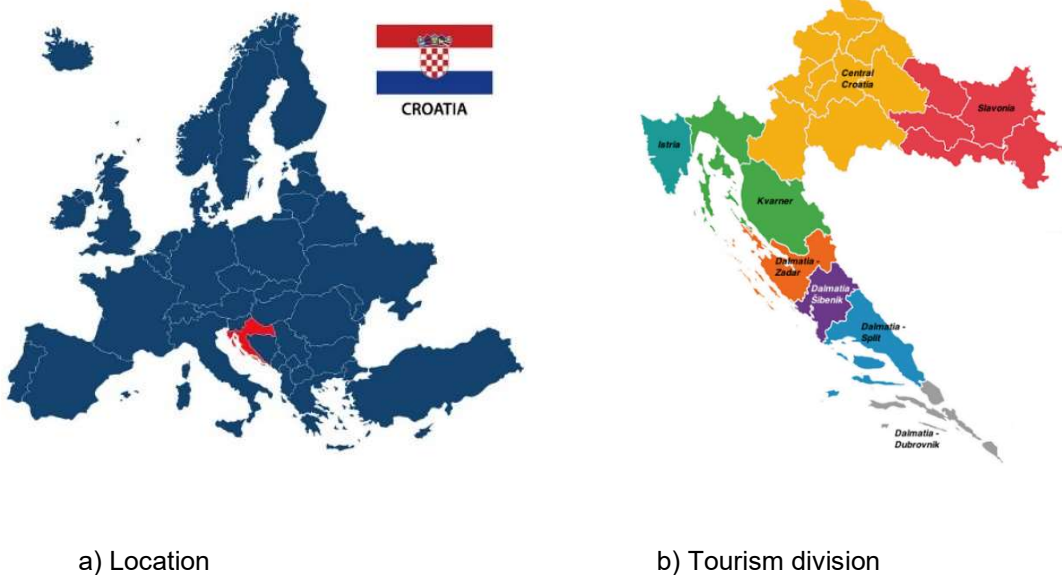
Furthermore, the Action plan is in line with the **National Tourism Strategy 2020** where cultural tourism was positioned among ten most important tourism products, especially in the context of the more even regional development. The strategic recommendation was followed up by the Cultural Tourism Action Plan 2020 that puts emphasis on market readiness of the main national cultural attractions and development of the national and regional product portfolio.

The reasons behind this Action plan are also well supported by the general strategic development objectives in the EU.

## BACKGROUND OF THE ACTION PLAN

Croatia is located at the crossroads of Central and Southeast Europe on the Adriatic Sea, covering 56.5 thousand square kilometres. It shares land borders with Slovenia, Hungary, Serbia, Bosnia and Herzegovina and Montenegro, and a maritime border with Italy (Figure 2a). It has a population of 4.07 million, of which in its capital and largest city, Zagreb, lives about one million. Croatia is administratively divided into the City of Zagreb and 20 counties, further subdivided into 127 towns/cities and 428 municipalities. For the purpose of tourism development and marketing, it is divided in eight regions (Figure 2b). The Central Croatia and Slavonia are usually referred to as Continental Croatia, as opposed to the Coastal Croatia encompassing regions along the sea. We will retain this terminology throughout this Action plan.

**Figure 2 Croatia – location in Europe and Croatian tourism regions**



a) Location

b) Tourism division

Croatia is classified by the World Bank as a high-income economy and ranks very high on the Human Development Index. Its GDP per capita in 2019 was 13.276 EUR. Croatia's living standard in 2019 was 65 per cent of that of the European Union. Similar to the EU countries, it has an aging population, but also a depopulation due to a declining birth rate and out-migration of young people.

There are high regional disparities in economic development. As Figure 3a clearly shows, the continental parts of the county, in the focus of the Local Flavours project, are facing the highest risk of poverty and these are parts of the country that have lost up to 20 per cent of residents from 2001 to 2019. In fact, all policy documents over the last two decades have singled out a more balanced territorial development as an objective, from the national development strategies right through to the sectorial, such as tourism and culture.

Tourism is an important economic activity for Croatia, contributing about 25 per cent to the national GDP. Hospitality sector employs about 8 per cent to total workforce, while about a quarter of all jobs are induced by tourism. In 2019, Croatia recorded 19.6 million tourist arrivals and 91.2 million overnights, with an average stay of 4.7 nights. This was an increase that was continuous since 1995 and stole only with the pandemic in 2020, from which it has bounced up quickly. By the mid-August of 2021, Croatia recorded 80 per cent of arrivals realised in 2019.

This success of the Croatian tourism is built on the:



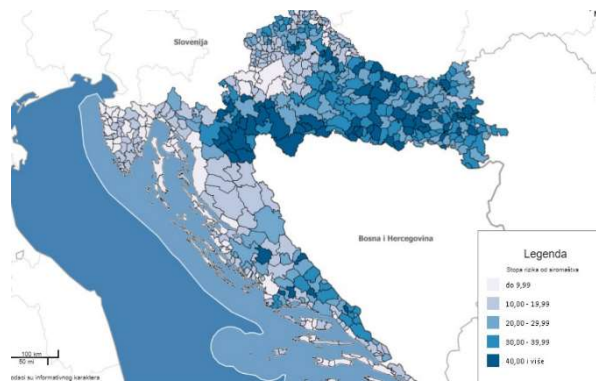
- attractiveness of the coastline - 95 per cent of total overnights and 87 per cent of arrivals was realised in a narrow coastal strip in 2019,
- summer season - 73 per cent of all overnights in 2019 was recorded in June, July, and August,
- international demand - a vast majority of Croatian tourists are foreigners - 92.2 per cent of all tourist arrivals in 2019.

As Figure 3 illustrates, the extent of regional disparities in terms of tourism development (Figure 3a) reflects that of the economic development, using the risk of poverty index as a proxy (Figure 3b). According to the index of tourism development in 2019, of the 556 municipalities, highly developed (category 1 and 2) were those along the coast, capital of Zagreb, and area around Plitvice lakes – a national park protected by UNESCO. The regions north of Zagreb and to the east are all tourism underperformers, even though relatively close to large population centres and a pool of potential Austrian, Slovenian, and Hungarian visitors, traditionally loyal segments of the Croatian tourism.

**Figure 3 Territorial development, 2019**



| Kategorija    | Broj JLS   |
|---------------|------------|
| I             | 57         |
| II            | 96         |
| III           | 155        |
| IV            | 192        |
| 0             | 56         |
| <b>Ukupno</b> | <b>556</b> |



a) Tourism development index, 2019

Source: Institute for Tourism

b) Risk of poverty index

Source: Croatian Bureau of Employment (2021) Geostat.

Cultural / heritage tourism has been promoted as a key driver for geographical and temporal dispersion of tourists and regional tourism development since 2004, when the first national cultural tourism strategy was adopted by the Croatian Parliament. Since then, both, tourism and cultural policies single out heritage / cultural tourism as a priority area. Cultural heritage and cultural activities are recognised by the tourism industry for their potential to attract tourists through the supply-driven tourism development strategies adopted by much of the continental parts of Croatia, and for its ability to offset seasonality and attract those with higher purchasing power. The cultural and heritage sector also recognise their importance for tourism and economic development in general. The Strategy of Conservation, Protection and Sustainable Economic Use of Croatian Cultural Heritage 2011 - 2015 aimed to encourage and strengthen the economic use of culture and heritage and foster cultural entrepreneurship, among else, through cultural tourism and as a basis for regional and economic development.

Up to recently, in spite of the cultural (heritage) tourism prominence in national tourism and heritage policies, little progress has been made in terms of its contribution to development of continental tourism, as there was a lack of market-ready heritage attractions with the appropriate visitor facilities. This was even more of an issue for intangible cultural heritage – while receiving a status of a national cultural goods, and Croatia topping the list of UNESCO's protected intangible cultural goods (Figure 4), the intangible heritage lacked interpretation / presentation facilities.

Figure 4 Examples of UNESCO intangible heritage of Croatia



Lacemaking of Lepoglava



Procession of Queens, Gorjani



Wooden toys of Zagorje



Gingerbread craft

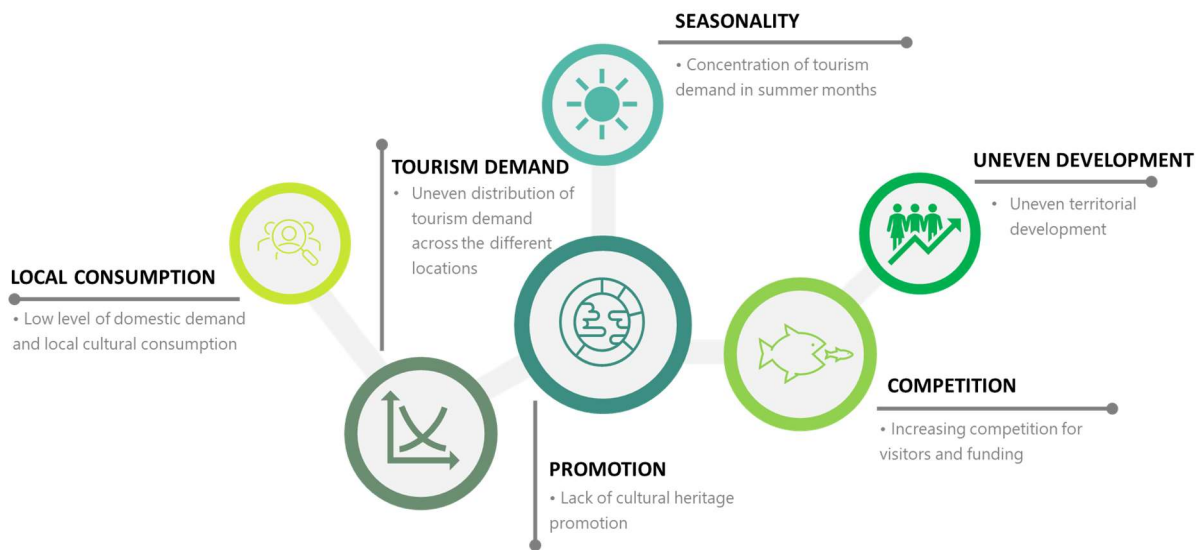
The situation started to change slowly when the Ministry of Tourism included funding for the interpretation and visitor centres for tangible and intangible cultural heritage in its Program for development of public tourism infrastructure, launched in 2010. Development of visitor facilities has accelerated with the funding from the Operational programme of Competitiveness and Cohesion 2014 – 2020. The measure 6c1 was specifically designed to boost the use of cultural heritage through tourism and, subsequently, thirty heritage sites were equipped with visitor facilities. In addition, for about a hundred heritage sites documentation and permits have been prepared, awaiting the next round of calls. Apart from their tangible benefits, all these measures have increased the awareness of the heritage/culture development potential, and the progress has been even more noticeable in continental destinations at the centre of Local Flavours projects.

Therefore, a planned approach to cultural tourism development, coupled with the more recent investment, resulted in creation of a critical mass of visitor ready cultural heritage attractions, especially important in the continental part of the country yet to realise its visitor/tourism potential. A foreseen investment in cultural heritage revitalisation from the Operational programme Competitiveness and Cohesion 2021 – 2027 (still in preparation) will ensure that this trend continues, especially given that there is a pipeline of projects ready for submission once the new call opens.

With a critical mass of visitor ready heritage/cultural attractions, attracting visitor demand is the next important step. These new heritage / cultural attractions, as well as existing museums and other cultural institutions, are mostly owned by local governments. Already lagging behind economically, the small and cash stripped local authorities now need to bear operational costs of newly founded institutions set up to manage these sites. They will seek to operate them with a minimal cost for staffing, promotion, and maintenance. Supposedly, these sites should be able to generate income from visitors to cover, at least, part of the operating expenses. However, there are few barriers to overcome – staff inexperienced in promoting and running visitor attractions coupled with low level of visitor demand (Figure 5). Low level of visitor demand is due to small number of, both, domestic and international tourists, and low level of participation in culture by residents.

The continental parts of the country record a humble proportion of the overall tourist arrivals – only about one million in 2019, excluding the capital of Zagreb with surroundings. While in many countries of Europe, it is domestic demand that drives tourism, especially in rural areas, in Croatia domestic tourism demand is weak in general – only 6 per cent of tourist overnights is realised by Croatian residents. Continental destinations are, thus, double disadvantaged – they do not have a pull to attract foreign tourists while demand by Croatian residents is meagre and also averted to the coastal areas.

Figure 5 Key challenges of cultural tourism



Nevertheless, recognising the economic potential of tourism (especially job creation and reversing out migration), tourism development in less developed regions is prioritised by national, regional, and local governments. In contrast to the coastal areas where tourism is demand-driven, continental parts rely on supply-driven strategies – developing attractions and services hoping to attract tourists. Without major attractions to which tourists are naturally driven, such as sea, lakes or unique landscapes, continental destinations resorted to tourism built on heritage, culture and traditional way of life celebrated through local festivals and events. A vast area with a myriad of small, tertiary attractions needs a well-defined, jointly developed and executed communication strategy to create tourist awareness and desire to visit. Without experience in visitor economy and with humble promotional budget, uncoordinated, on-off promotional campaigns fail to achieve the overall aim of improving visitor demand.

The cultural sector has also recognised the issue of low level of citizens' participation in culture. In spite of the fact that the entire country has a well-developed network of cultural institutions, citizens' interest in cultural activities is low. In 2019, its 162 museums recorded 5.5 million paid visitors, of which 70 per cent in 22 museums. The remaining attracted 11.6 thousand on average. The most visited ones are in the most popular tourist destinations along the coast – Archaeological Museum of Istria in Pula, known for its Roman amphitheatre, the Museum of Split and Dubrovnik, towns inscribed on the UNESCO heritage list, and the latter the most popular destination on the Adriatic. In the continental part, as expected, museums in the city of Zagreb top the list – with only one gallery staging blockbuster exhibitions (Klovičevi dvori) attracting over 350 thousand. Outside the capital, a significant number of visits recorded the Museums of Croatian Hinterland (a combination of a gallery, history museum, natural history museum, open-air museum, and a castle), a historical castle of Trakošćan, a Memorial to the Homeland war in Vukovar. In addition to museums, about 2.7 million visits are recorded to the performing arts, with plays delivered by 180 theatres. Furthermore, about 67.7 thousand amateurs are engaged in cultural activities (Figure 6).



Figure 6 Performing arts, libraries, cultural amateurism, and music concerts<sup>2</sup>



180 theatres, of which 95 are professional and 51 amateurs. performed about 12.6 thousand plays, attended by 2.27 million visitors, with an average attendance per play of 206.

40 professional orchestras, performing more than 700 concerts attended by 266 thousand visitors (CBS, 2020a).

1800 libraries, of which 308 public; 570 thousand active members. In 2019 organised 70 thousand events attended by 1.6 million visitors and 27 thousand workshops attracting half a million visitors (CBS, 2020b).

965 associations of cultural amateurism (mostly folk dances, orchestras and vocal groups or choirs) with 67.7 thousand members, producing more than 13 thousand performances (CBS, 2011).

The issue of cultural attendance/consumption is well recognised in the cultural sector. Most of the museums and other cultural venues outside the capital Zagreb and main coastal towns during summer, struggle to attract and retain visitors, in spite of a rich and varied programmes offered by cultural institutions. According to data on participation in culture collected by Eurostat in 2019<sup>3</sup>, 36.6 per cent of the population 16+ years of age participated in some form of cultural activities:

- 24.9 per cent visited the cinema,
- 26.3 per cent attended life performance,
- 19.3 per cent visited cultural sites,
- 5 per cent attend workshops or seminars related to culture,
- 14 per cent practice some form of artistic activities.

The reasons for such a low level of participation were, in order of importance, lack of interest, lack of money, and proximity.

A need to boost resident participation in culture is well documented. A cultural policies analysis conducted by Primorac, Obuljen-Koržinek and Uzelac (2017)<sup>4</sup> reveal a lack of explicit policies on access to culture, noting that the focus is still on the supply side – infrastructure, production, and distribution of culture. Where programs for fostering access to culture exists, they are mostly developed for children and youths by initiatives of institutions, rather than a reflection of a policy. In the similar vein, cultural participation is not monitored nor systematically promoted, with both delegated to institutional level<sup>5</sup>. The OPCC measure 6c1, with the investment focused on renovation and reconstruction of built cultural heritage is a clear reflection of the ‘supply’ focused cultural heritage policies.

The new round of strategic planning and programming has opened up opportunities to spur social and economic development of less developed areas in continental Croatia through culture, heritage, and tourism, proposing the Action plan built to address, at the same time, some of the key cultural / heritage tourism bottlenecks:

<sup>2</sup> Eurostat: Culture statistics – cultural participation. [https://ec.EURpa.eu/EURstat/statistics-explained/index.php?title=Culture\\_statistics\\_-\\_cultural\\_participation](https://ec.EURpa.eu/EURstat/statistics-explained/index.php?title=Culture_statistics_-_cultural_participation)

<sup>3</sup> Eurostat: Culture statistics – cultural participation. [https://ec.EURpa.eu/EURstat/statistics-explained/index.php?title=Culture\\_statistics\\_-\\_cultural\\_participation](https://ec.EURpa.eu/EURstat/statistics-explained/index.php?title=Culture_statistics_-_cultural_participation)

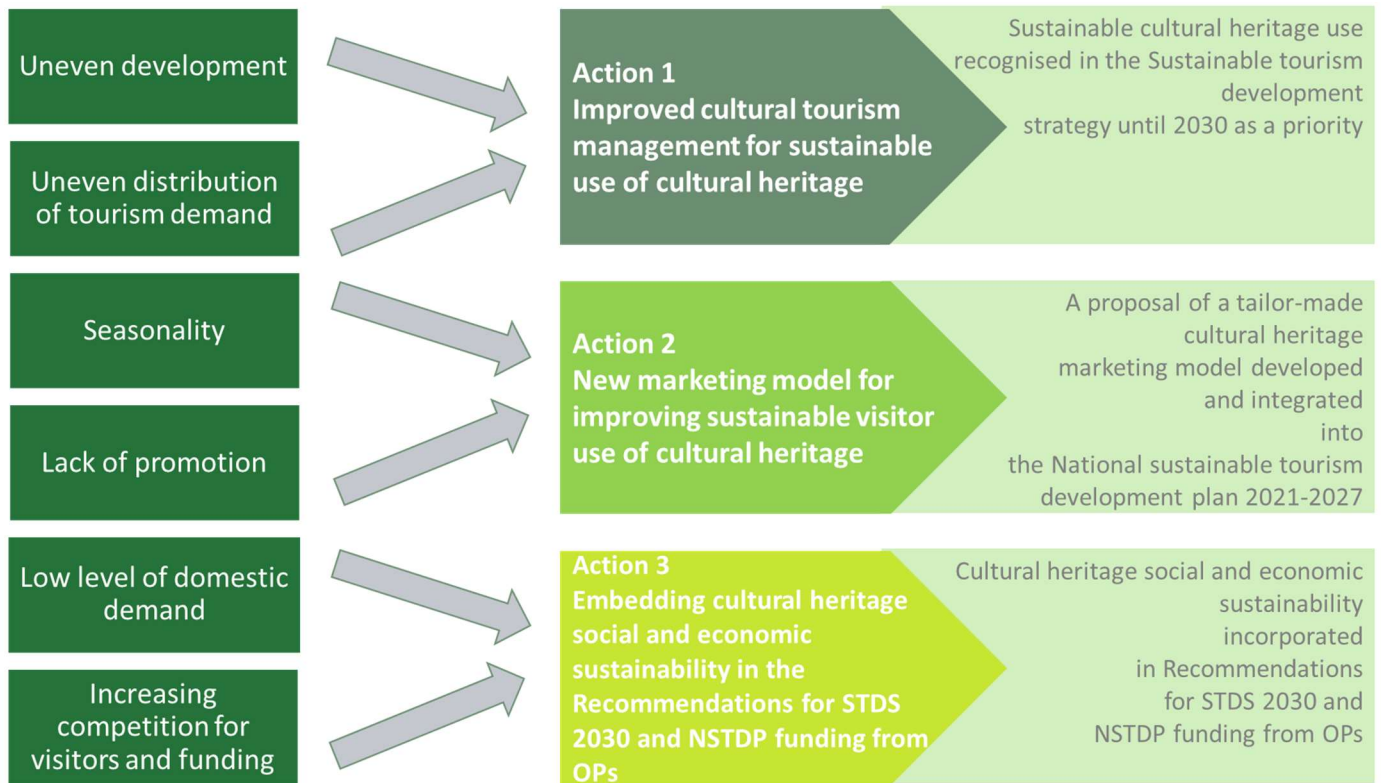
<sup>4</sup> Jaka Primorac, Nina Obuljen Koržinek & Aleksandra Uzelac (2017) Access to culture in Croatian cultural policy: moving towards explicit policies, *International Journal of Cultural Policy*, 23:5, 562-580,

<sup>5</sup> Association of the Compendium of Cultural Policies and Trends, "Compendium of Cultural Policies and Trends," 20th edition 2020. Available under: <<https://www.culturalpolicies.net>>>

- Low level of domestic demand / Low level of cultural consumption
- Uneven distribution of tourism demand,
- Increasing competition for visitors and funding,
- Lack of promotional/communication skills in cultural institutions and regional/local government
- Seasonality
- Uneven development.

The identified bottlenecks are well addressed by all three Actions as shown in Figure 7.

**Figure 7 The relationship between the bottlenecks and the Actions**



The participation in the Local Flavours project was, therefore, timely and fruitful in a sense that we have learned about a mechanism to address the bottlenecks, as the project was focused on regions that share some similarities in terms of geographical locations and aspiring to tourism development to boost social cohesion and economic development.

The list of Local Flavours' good practice examples and potentials for knowledge transfer is presented in Table 1.

**Table 1 Good practise knowledge transfer**

| Good practise example  | Knowledge transfer<br>What was helpful?   | Actions influenced |          |          |
|------------------------|---|--------------------|----------|----------|
|                        |   | Action 1           | Action 2 | Action 3 |
| Museum Card of Finland | The concept for increasing tourism demand, an effective cooperation platform for raising awareness and promoting services |                    | ✓        |          |





|  |  |   |   |   |
|--|--|---|---|---|
| <b>Fair of Saint Ursula's Day for traditional cultural handcraft in Kőszeg</b>                       | The potential for the integrity of local producers, local consumers matching point and provides opportunity for the establishment of local supply chains in the territory. |   |   | ✓ |
| <b>Cultural heritage management and placemaking by storytelling of Talking Houses in Kőszeg town</b> | Interesting cultural heritage management model that focuses on micro-history and city brand development using the placemaking methodology                                  | ✓ |   |   |
| <b>Participatory approach Spoorzone</b>  | Participatory creation of a development plan   | ✓ | ✓ | ✓ |
| <b>Lake Saimaa tourism destination cooperation</b>   | Joint tourism promotion and branding   |   | ✓ |   |
| <b>Savonlinna Cultural Routes</b>  | Cultural Routes that can increase visibility of cultural heritage in distant/less developed regions  | ✓ |   |   |

In particular, the set of actions proposed by this plan was inspired by the good practice of our Finnish partners – the Museum Card scheme (Figure 8).

**Figure 8 Finnish Museum Card – an inspiration for Action plan**



Finnish Museum Association consisting of 400 museums and 207 cultural institutions has set up a scheme to increase the profile and visibility of museums and the whole museum field and to increase revenue and also the sales of other products in the museum, create loyal museum audience and improve visitor experience. Apart from ticket sales, the Museum Card portal and an app is a place for one-stop information on special events and temporary exhibitions, joined marketing as it is advertised in all museums, on national radios and TV stations as well as in bigger cities on public transport and bus stop. It also collects information on visitor profiles. Since its launch in 2015, 400.000 cards were sold, a museum income from ticket sales increased by 100 per cent and the number of visits by 40 per cent.

After presentation of the main results of the status quo analysis to the Local Stakeholder Group, and in the light of good practices presented by our partners, at the Group's meeting in July of 2021, the joint and well-orchestrated marketing and promotion, inspired by the Finnish Museum Card, was recognised as a strategic priority to ensure the long term economic and social sustainability of culture / heritage by address the resident participation in cultural activities and encourage, both, domestic and foreign, visitor demand to ensure a steady income for culture/heritage institutions and sites and the spill-over benefits to local communities, especially for those that were beneficiaries of the measure 6c1.

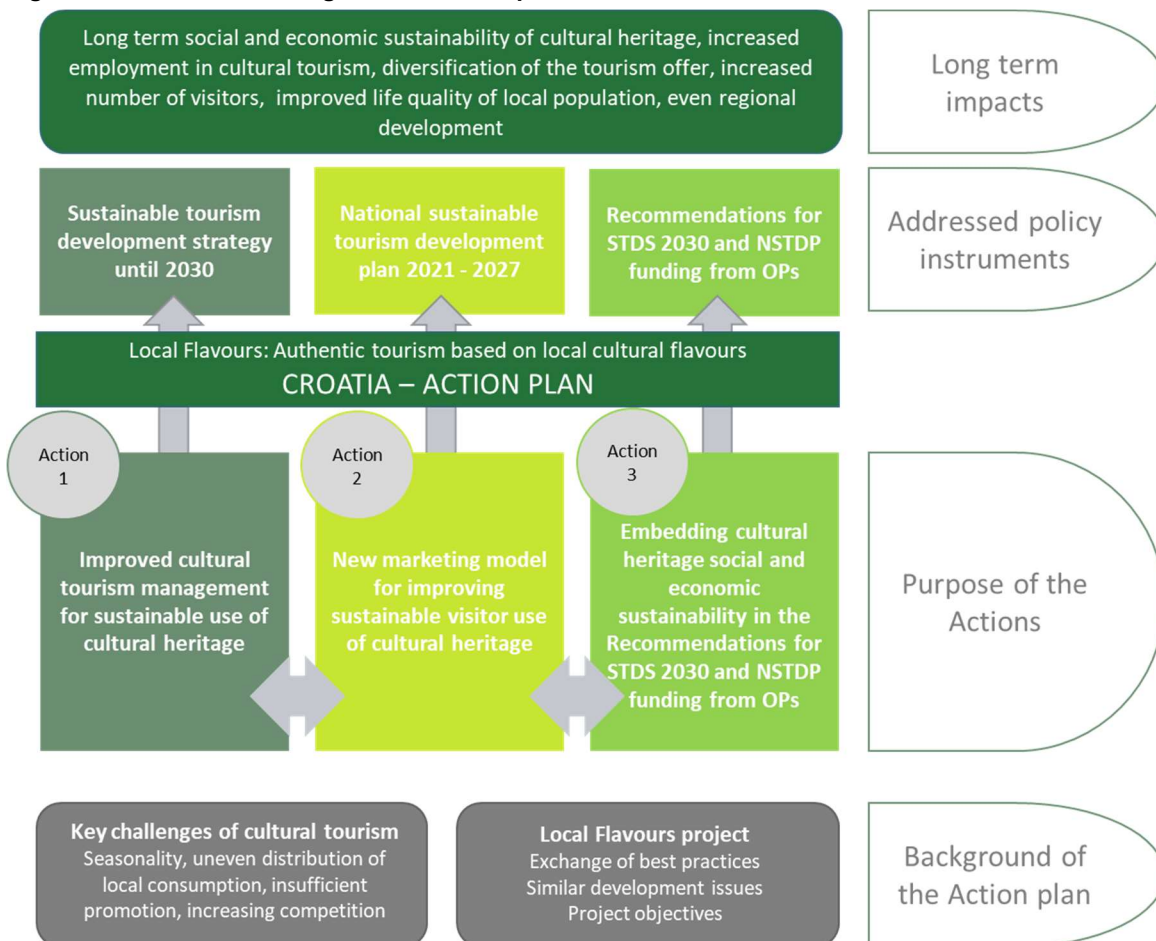
## DETAILS OF THE ACTIONS ENVISAGED

The Action plan was built with a view to develop foundation and instruments for more coordinated national approach to marketing and promotion of culture / heritage to residential, domestic, and international visitor market. It strives to influence three strategic policy documents currently in the drafting stage and the actions are hierarchically organised following the logic of strategic planning currently in the process aimed at:

1. **Improved cultural tourism management for sustainable use of cultural heritage** to be clearly prioritised in the Sustainable tourism development strategy 2030
2. **New marketing model for improving sustainable visitor use of cultural heritage** to be proposed for inclusion in the National sustainable tourism development plan 2021 - 2027
3. **Embedding cultural heritage social and economic sustainability** in the Recommendations for STDS 2030 and NSTDP funding from OPs

The Action plan was developed based on findings of a status quo analysis through which we have identified developmental challenges common to other project partners. The actions proposed are relevant to, both, the specific problems and needs of cultural heritage sustainability relating to the policy instruments and to the Local Flavours project. The intervention logic of the Action plan is presented in the Figure 9.

**Figure 9 The intervention logic of the Action plan**



The proposed actions are based on the principles of the participatory approach including the involvement of large number of relevant stakeholders from the cultural and tourism sectors. It is expected that the implementation of the actions will raise the awareness of the policymakers about the specific cultural heritage needs and potentials leading to the incorporation of the specific cultural heritage topics as priorities of the policy instruments addressed. Each of the actions consists of several types of activities:

- Stakeholders' identification and engagement – this activity involves mapping and gathering relevant stakeholders, introducing them to the proposed actions, and raising their motivation for active participation,
- Analysis of specific cultural heritage related topics – the activity aims to broaden the finding of status quo analysis for the specific topics such as the analysis of existing joint cultural heritage marketing models,
- Advocacy activities – this set of activities encompasses preparation of advocacy plan, organisation of the presentations and meetings with policymakers aiming to raise awareness of the importance of cultural heritage economic and social sustainability, and evaluation of advocacy process wrapping up the experiences and lessons learnt to be exchanged with the Local Flavours project partners,
- Reporting – during the closure phase of each action a final report will be drafted including the overview of the activities, achieved results and reflection on risks and problems that occurred during the implementation.

The Implementation period of the Action plan is twelve months. The overview of all three actions is presented in Table 2.

**Table 2 Summary Matrix of the actions**

| Name of the Action   | Timeframe     |              | Coordinator           | Stakeholders   | Cost (EUR) | Result indicator(s)   |
|--|---------------|--------------|-----------------------|--|------------|---|
|  | Start date    | End date     |                       |  |            |   |
| <b>Action 1</b><br><b>Improved cultural tourism management for sustainable use of cultural heritage</b>  | February 2022 | January 2023 | Institute for Tourism | Identified stakeholders in tourism and culture<br>Representatives of the Local Flavours project<br>Faculty of Tourism and Hospitality Management, University of Rijeka<br>Ministry of Tourism and Sport<br>Ministry of Culture and Media | 13,440.00  | <ul style="list-style-type: none"> <li>Sustainable cultural heritage use recognised in the Sustainable tourism development strategy 2030 as a priority</li> </ul>   |
| <b>Action 2</b><br><b>New marketing model for improving sustainable visitor use of cultural heritage</b>   | February 2022 | January 2023 | Institute for Tourism | Heritage interpretation providers<br>Representatives of the Local Flavours project<br>Faculty of Tourism and Hospitality Management, University of Rijeka<br>Ministry of Tourism and Sport<br>Ministry of Culture and Media              | 13,840.00  | <ul style="list-style-type: none"> <li>A proposal of a tailor-made cultural heritage marketing model developed</li> <li>A new marketing model integrated into the National sustainable tourism development plan 2021 - 2027</li> </ul>        |
| <b>Action 3</b><br><b>Embedding cultural heritage social and economic sustainability in Recommendations for STDS 2030 and NSTDP funding from OPs 2021-2027</b> | February 2022 | January 2023 | Institute for Tourism | Cultural heritage institutions<br>Representatives of the Local flavours project<br>Ministry of regional development and EU funds<br>Ministry of Tourism and Sport<br>Ministry of Culture and Media                                       | 13,440.00  | <ul style="list-style-type: none"> <li>The Guidelines for cultural heritage sustainable use</li> <li>Cultural heritage social and economic sustainability incorporated in Recommendations for STDS 2030 and NSTDP funding from OPs</li> </ul> |

## ACTION 1

### IMPROVED CULTURAL TOURISM MANAGEMENT FOR SUSTAINABLE USE OF CULTURAL HERITAGE

#### Relevance of the Action

Cultural tourism is well recognised as a generator of long-term and sustainable development for many under-developed parts of Croatia as it brings the wide array of benefits including generation of jobs and income, acceleration of economic growth and competitiveness, increasing the living standard and decreasing depopulation.

Despite high level of awareness of the value of cultural assets in Croatia, and its development potential, development of cultural tourism, especially in the less developed continental parts of the country, has lagged behind. For that reason, the improvements of cultural tourism management are crucial for the long-term sustainability of cultural / heritage tourism.

The developmental benefits of cultural tourism can only be achieved if the sustainability of cultural heritage is recognised as a long-term national strategic development focus. Therefore, this action was designed to influence the development process of the **Sustainable tourism development strategy 2030** by advocating importance of cultural tourism management for sustainable use of cultural heritage and its integration into the Strategy. It is expected that this action will result in recognising and defining the cultural tourism management for sustainable use of cultural heritage as one of the strategic priorities to be achieved by 2030. The Institute for Tourism, as one of the members of the Strategy development working group, will regularly and actively articulate the opinions and information gained from the stakeholders during the implementation of the Local Flavours project to the policymaking authorities. This approach will ensure that the objectives and measures of the strategy optimally match the specific needs and challenges recognised and confirmed by the most relevant stakeholders.

The action is inspired by the objective of the Local Flavours project to improve policies supporting places unable to fully exploit their cultural legacies due to their less advantaged locations. Since sustainable use of cultural heritage presents one of the development challenges in the next period it would be beneficial to raise awareness of the policymakers at the highest level. Therefore, we decided that this action should influence the Sustainable tourism development strategy 2030 as an umbrella tourism strategy and a long-term framework for tourism development. This Strategy is in line with the government's programme and the Competitive and Innovative Economy strategic goal in the National development strategy until 2030.

The Action is directly in line with the Local Flavours' project objective as it

- contributes the improvement of cultural tourism management
- emphasizes the specific needs of less developed cultural heritage locations to exploit their cultural tourism development potentials fully and sustainably
- promotes networking and participatory approach in policy making process
- raises awareness of the policymakers on sustainable use of cultural heritage
- advocates the integrate cultural tourism management for sustainable use of cultural heritage to be incorporated in the main national tourism strategy
- is founded on the lessons learnt and interregional experience exchange of the Local Flavours project partners.

#### Nature of the action

The purpose of Action 1 *Improved cultural tourism management for sustainable use of cultural heritage* is to enhance the positioning of cultural tourism based on sustainable cultural heritage use as one of the priorities within the Sustainable tourism development strategy 2030. The implementation of the action will be based on participatory planning, networking and knowledge exchange and integrative approach to cultural tourism development.





The Action envisages four hierarchically organised activities that will be implemented during twelve months of the implementation of the action as shown in the following table.

|   |   |                                      |
|---|---|--------------------------------------|
| <b>A.1.1. Identification of key sectoral and policymaking stakeholders (in less developed cultural heritage locations)</b>  |   |                                      |
| <p><i>Description:</i><br/>This activity presents the starting point for the implementation of the action. The identification of the key stakeholders will be conducted by using the desk research and will be, where appropriate, followed by the interviews with the representatives of local government.</p> <p>The identification phase will encompass stakeholders from both sectors, culture, and tourism, on the national level but also on the regional and local levels with the emphasis on the less developed cultural heritage locations where cultural heritage has been restored and visitor facilities developed from the OPCC measure 6c1 as these stakeholders have the in-depth understanding of the specific challenges of the cultural heritage use.</p> <p>The identified stakeholders will be listed and analysed. In the next step the basic stakeholder analysis using the AIIM matrix will be used (alignment interest and influence matrix) in the context of the development process of the Sustainable tourism development strategy 2030.</p>                       |   |                                      |
| <p>Key deliverables:</p> <ul style="list-style-type: none"> <li>▪ A list of identified stakeholders</li> <li>▪ AIIM matrix of the identified stakeholders</li> </ul>  | <p>Responsibility:</p> <p>Institute for Tourism</p> | <p>Duration:</p> <p>Months 1 - 3</p> |
| <b>A.1.2. Connecting and networking key sectoral and policymaking stakeholders</b>  |   |                                      |
| <p><i>Description:</i><br/>The identified stakeholders will be contacted and invited for the joint online meeting.<br/>The purpose of the initial stakeholders' meeting is to stimulate motivation and engagement of the stakeholders in the advocacy process of prioritisation of cultural tourism management within the Sustainable tourism development strategy 2030.</p> <p>The active engagement of relevant stakeholders is a key for the Strategy to set up priorities precisely tailored to the specific needs of cultural tourism, based on the expertise of both sectors, tourism and culture.</p> <p>Therefore, we expect at least 10 stakeholders to sign a support letter and continue to provide support by participating in the expertise exchange process within the formed network. Apart from the stakeholders from Croatia, the relevant stakeholders from the Local Flavours project partner countries will be invited to join the network with the purpose of exchanging the best practices and lessons learned in the field of cultural tourism strategic management.</p> |   |                                      |
| <p>Key deliverables:</p> <ul style="list-style-type: none"> <li>▪ Support letter signed</li> </ul>  | <p>Responsibility:</p> <p>Institute for Tourism</p> | <p>Duration:</p> <p>Months 3 - 7</p> |
| <b>A.1.3. Advocating the importance of positioning of sustainable cultural heritage use in the National strategy as a priority</b>  |   |                                      |
| <p><i>Description:</i><br/>The purpose of advocacy activities is to raise awareness of the relevant policymakers about the importance of positioning of sustainable cultural heritage use in the National strategy as a priority. The final aim is to influence the policymakers' actions resulting in defining sustainable cultural heritage use as one of the priorities of the Sustainable tourism development strategy 2030.</p> <p>In order to achieve the set goals and maximise the effects of advocacy activities, the first step will be to set up an Advocacy plan with the support of the stakeholders' network. The Advocacy plan will include background overview, vision of change, objectives, key advocacy messages and communication channels, identification of targeted policymakers, activities and outputs, roles and responsibilities, resources, timetable and monitoring and evaluation.</p>  |   |                                      |



As one of the advocacy activities, we plan to organise at least two meetings with relevant policymakers in order to present key issues and proposal of priority measures (previously agreed with the stakeholders' network) to be built in the Sustainable tourism development strategy 2030.

A short evaluation report will be drafted upon the completion of the advocacy activities with the purpose to assess the results and reflect on the lessons learned. The Evaluation report will be communicated with stakeholders' network.

|   |  |                             |
|---|--|-----------------------------|
| Key deliverables: <ul style="list-style-type: none"> <li>Advocacy plan</li> <li>At least two meetings with relevant policymakers</li> <li>Advocacy evaluation report</li> </ul> | Responsibility:<br>Institute for Tourism | Duration:<br>Months: 6 - 11 |
|---|--|-----------------------------|

#### A.1.4. Drafting the final report of the Action

*Description:*

The final report as an assessment tool will be drafted during the closure phase of the action. It provides an overview of how the action is performed including the general information of the action, an overview of the planned and implemented activities, achieved results and risks and problems that occurred during the implementation.

|   |  |                              |
|---|--|------------------------------|
| Key deliverables: <ul style="list-style-type: none"> <li>Final report for the Action 1</li> </ul> | Responsibility:<br>Institute for Tourism | Duration:<br>Months: 11 - 12 |
|---|--|------------------------------|

#### Stakeholders involved

| Stakeholder   | Role in the Action implementation   |
|---|---|
| Institute for Tourism   | Coordinates the implementation of the action, it takes responsibility for drafting of the deliverables, quality control, and achievement of the results of the action   |
| Identified stakeholders in tourism sector                           | Providing expertise in the field of specific tourism topics with the emphasis on the less developed regions, exchanging knowledge and ideas on cultural tourism improvement solutions   |
| Identified stakeholders in culture                                  | Providing expertise in the field of culture with the emphasis on the less developed regions, exchanging knowledge and ideas on cultural tourism improvement solutions   |
| Representatives of the Local Flavours project                       | Consultations and exchange of specific experience and best practices in cultural tourism as needed  |
| Faculty of Tourism and Hospitality Management, University of Rijeka | As contracted service provider for the development of the Strategy it will be responsible for integration of the priorities approved by the Ministry of Tourism and Sport in the Sustainable tourism development strategy 2030  |
| Ministry of Tourism and Sport                                       | As a line Ministry responsible for the development of the Sustainable tourism development strategy 2030 it will be targeted by the advocacy activities. The Ministry will be participating in the meetings with policymakers and is responsible for approval of the proposed strategy priorities. |
| Ministry of Culture and Media                                       | As a line Ministry responsible for the sector of culture it will provide necessary expertise on culture and information regarding the legal framework, participation in the meetings with policy makers working group.  |

#### Timeframe

| Activity/Month  | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
|---|---|---|---|---|---|---|---|---|---|----|----|----|
| A1.1 Identification of key sectoral and policy making stakeholders in less developed cultural heritage locations              |   |   |   |   |   |   |   |   |   |    |    |    |
| A1.2 Connecting and networking key sectoral and policy making stakeholders in less developed cultural heritage sites          |   |   |   |   |   |   |   |   |   |    |    |    |
| A.1.3 Advocating the importance of systematic, integrated and community-based approach to the development of cultural tourism |   |   |   |   |   |   |   |   |   |    |    |    |
| A.1.4 Drafting the final report of the action   |   |   |   |   |   |   |   |   |   |    |    |    |



| Type of expenditure              | Description   | Total cost (EUR)  | Sources of funding  |
|----------------------------------|---|-------------------|---|
| <b>Human resources</b>           | The cost relates to the engagement of the Institute for tourism staff over the 12 months period in the coordination and implementation of the activities envisaged by the Action 1. | 12.000,00         | Institute for Tourism<br>In kind contribution of the staff working at the Institute for tourism |
| <b>Travel costs</b>              | Travel costs include travel to the meeting locations in Zagreb and to the key stakeholders in other parts of Croatia (in case of face-to-face meetings).                            | 600,00            | Institute for Tourism, own resources, in kind contribution to the project                       |
| <b>Project office cost</b>       | The cost relates to the use of project office, administrative costs, use of office equipment and supplies.  | 840,00            | Institute for Tourism, own resources, in kind contribution to the project                       |
| <b>Total budget per Action 1</b> |   | <b>13.440 Eur</b> |   |

## ACTION 2

### NEW MARKETING MODEL FOR IMPROVING SUSTAINABLE VISITOR USE OF CULTURAL HERITAGE

#### Relevance to the project

Although Croatia has rich and diverse cultural heritage, it still has not reached balanced and sustainable level of cultural tourism valorisation. Some of the reasons lie in uneven distribution of tourist demand, location of cultural heritage in less attractive geographical areas, insufficient networking and coherency of the cultural tourism offer, lack of knowledge and marketing funds. One of the solutions to overcome these challenges is to tie the cultural heritage attractions into joint cultural tourism products contributing to the social and economic sustainability of cultural heritage use. Joint promotion is a powerful tool that can boost the long-term prosperity of cultural heritage sites. Thus, promotion of cultural heritage to boost visitor numbers is a driver for generating new jobs and better social inclusion within the local community.

The action is directly linked to the National sustainable tourism development plan 2021-2027, as it formulates a very specific project idea to be integrated into the National plan as one of the priority projects. The National plan provides an operational framework for the achievement of the goals set by the Sustainable tourism development strategy 2030.

The idea for this action arose from the good practice of Finnish project partners who have presented an initiative of the Finnish Museum Associations. The Action is in line with the Local Flavours project as it:

- Develops and promotes the new marketing model of cultural tourism,
- Promotes cultural tourism of the less developed cultural heritage locations to exploit their cultural tourism development potentials fully and sustainably,
- Facilitates extensive knowledge sharing,
- Enhances partnership approach in policy making process, and
- Is founded on the exchange of best practise examples in project partner countries.

#### Nature of the action

This action directly influences the National sustainable tourism development plan 2021-2027 as it proposes a concrete measure to be built as one of the projects of the plan. The National plan presents an operationalisation instrument of a Sustainable Tourism Development Strategy 2030, making the general objectives and long-term impacts set by the Strategy achievable and measurable.

The aim of the action is to enhance cultural heritage promotion by designing the marketing model for a joint cultural heritage promotion. The model bundles various cultural heritage locations making the ones in less developed regions more visible and thus more visited. The umbrella marketing approach brings benefits to both cultural tourism providers and visitors. The benefits for the supply side reflect in improved visibility of cultural heritage, increased sales, decreased marketing costs, more balanced distribution of tourist demand, knowledge exchange etc. The advantages of

such model for visitors involve more affordable access to cultural heritage sites, easier access to information on cultural tourism offer and diversification of tourist products.

The implementation of the action is based on participation of diverse stakeholders whose engagement will be coordinated and facilitated by the Institute for Tourism. In order to implement the action successfully the following activities will be conducted:

### A.2.1 Mapping and analysis of the existing joint cultural heritage marketing models

*Description:*

The first step in the development of a new model of joint cultural heritage promotion is the identification and analysis of the existing cultural heritage bundling models primarily in the Local Flavours project partner countries (apart from the models that we already learned about during the consultations with the Local Flavours project partners).

The analysis will cover at least three different joint cultural heritage marketing models and will be implemented by using desk research and follow-up research. The purpose of the analysis is to learn about:

- development process of the model
- structure of a model
- visitor services and products offered through the model
- organisation and management
- marketing and promotion of a model
- integration of complementary services
- financial framework of the development and operational phase

The main results and conclusions will be drafted in the analysis report.

Key deliverables:

- A report on the analysis of the existing models

Responsibility:

Institute for Tourism

Duration:

Months 1 - 3

### A.2.2 Promoting the cultural heritage marketing model to decision-makers and key stakeholders

*Description:*

The purpose of this activity is two folded - it aims to raise awareness and knowledge of National plan developers and decision-makers about the benefits of cultural heritage marketing models and on the other hand to gain expertise from the key stakeholders for the purpose of developing the tailor-made model applied to the Croatian cultural heritage.

Therefore, the Activity involves two sub activities:

- Organisation of a key stakeholder's panel – The panel is planned to gather key stakeholders from both sectors, culture and tourism, to discuss the potentials of introducing a joint cultural heritage marketing model in Croatia, specific needs to be addressed and possible risks. The key stakeholders present an advisory board whose role is to identify issues, provide advice and expertise on developing strategies and projects, and give feedback on performance.
- Meetings with the National plan decision-makers – The purpose of the meetings is to present and promote key features of the joint cultural heritage marketing model aiming to raise the awareness and knowledge of the National plan decision-makers. This activity involves at least two meetings with the National plan decision-makers.

Key deliverables:

- 2 meetings with decision-makers
- 1 key stakeholder panel

Responsibility:

Institute for Tourism

Duration:

Months 3 - 6

### A.2.3 Setting up a working group to formulate a proposal for a tailor- made marketing model

*Description:*

The identified cultural heritage stakeholders will be invited to form a working group with a task to develop and formulate a tailor-made joint cultural heritage marketing model for Croatia. The working group will consist of about five cultural heritage representatives whose work will be facilitated by the Institute for Tourism. The proposal for a tailor-made marketing model will include a description of the model and its alignment to the relevant strategies, key objectives, benefits, and estimation of the costs.

Key deliverables:

Responsibility:

Duration:



|  |   |   |
|--|---|---|
| <ul style="list-style-type: none"> <li>A proposal for Croatian joint cultural heritage marketing model</li> </ul>  | Institute for Tourism                               | Months: 5 - 7                           |
| <b>A.2.4. Advocating inclusion of the cultural heritage marketing model as a priority project through presentation to the National plan working group</b>  |   |   |
| <p><i>Description:</i><br/>A newly developed proposal for a tailor-made joint cultural heritage marketing model will be presented to the National plan decision-makers with an aim to include this initiative as one of the priority projects in the National plan.</p>  |   |   |
| <p>Key deliverables:</p> <ul style="list-style-type: none"> <li>A presentation of a new model organised for the policy-makers</li> </ul>   | <p>Responsibility:</p> <p>Institute for Tourism</p> | <p>Duration:</p> <p>Months: 7 - 11</p>  |
| <b>A.2.5. Drafting the final report of the Action 2</b>  |   |   |
| <p><i>Description:</i><br/>The final report as an assessment tool will be drafted during the closure phase of the action. It provides an overview of how the action is performed including the general information of the action, an overview of the planned and implemented activities, achieved results, and risks and problems that occurred during the implementation.</p> |   |   |
| <p>Key deliverables:</p> <ul style="list-style-type: none"> <li>Final report for the action</li> </ul>   | <p>Responsibility:</p> <p>Institute for Tourism</p> | <p>Duration:</p> <p>Months: 11 - 12</p> |

#### Stakeholders involved

| Stakeholder   | Role in the Action implementation   |
|---|---|
| Institute for Tourism   | Coordinates the implementation of the action, responsibility for drafting of the deliverables, quality control, and achievement of the results of the action  |
| Heritage interpretation providers                                   | Participate in the marketing model design process, provide expertise on specific cultural heritage issues,  |
| Representatives of the Local Flavours project                       | Consultations and exchange of experience and knowledge about joint marketing models, presentation of best practices   |
| Faculty of Tourism and Hospitality Management, University of Rijeka | As the contracted service provider for the development of the national sustainable tourism development plan 2021-2017, it will be responsible for the integration of the priorities approved by the Ministry of Tourism and Sport in the Plan   |
| Ministry of Tourism and Sport                                       | As a line Ministry responsible for the development of the National sustainable tourism development plan 2021 – 2027, it will be targeted by the advocacy activities. The Ministry will participate in the meetings and is responsible for approval of the proposed Strategy priorities. |
| Ministry of Culture and Media                                       | As a line Ministry responsible for the sector of culture it will provide necessary expertise on culture and information regarding the legal framework, participation in the meetings with policy makers working group   |

#### Timeframe

| Activity/Month   | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
|--|---|---|---|---|---|---|---|---|---|----|----|----|
| A.2.1 Mapping and analysis of the existing joint cultural heritage marketing models (bundling) |   |   |   |   |   |   |   |   |   |    |    |    |
| A.2.2 Promoting the cultural heritage marketing model to decision-makers and key stakeholders  |   |   |   |   |   |   |   |   |   |    |    |    |
| A.2.3 Setting up a working group to formulate a proposal for a tailor-made marketing model     |   |   |   |   |   |   |   |   |   |    |    |    |





## ACTION 3

### EMBEDDING CULTURAL HERITAGE SOCIAL AND ECONOMIC SUSTAINABILITY IN RECOMMENDATIONS FOR STDS 2030 AND NSTDP FUNDING FROM OPs 2021 - 2027

#### Relevance of the Action

A decade ago, poor maintenance of the cultural heritage infrastructure was recognised as one of the main obstacles to the use of cultural heritage. The significant funds for its restoration and development of visitor facilities were provided from the OPCC 2014 -2020, leading to a more productive integration of cultural heritage and visitor economy. With a critical mass of market-ready heritage sites, it is of crucial importance to ensure investment in promotion and visibility of the heritage sites and their communities / destinations, knowledge and skills of the staff, innovative cultural heritage-based products, involvement of the local community as drivers for social and economic sustainability. Therefore, it will be vital to identify a set of priorities and measures to be embedded in funding programs of various scope. These include an array of different national, EU and international donor programs, such as Ministries' programs in culture and tourism, OPCC 2021-2027, EU interregional cooperation programs etc. enabling different cultural heritage beneficiaries to find funding solutions for all types of culture and tourism intersectional operations.

The Action idea was inspired by the best practice examples exchanged between Local Flavours project partners confirming how important cultural heritage promotion is for its long-term economic and social sustainability. The action is in line with the objectives of the Local Flavours project as it:

- Supports the exchange of knowledge and experiences,
- Identifies the solutions for overcoming the cultural heritage bottlenecks,
- Supports partnership and networking, and
- Facilitates connection of national strategies with EU funding opportunities.

#### Nature of the action

Following the Actions 1 and 2, and the analysis of the stage of the culture heritage marketing and promotion, this Action is aimed in incorporating the cultural heritage demand side into the Recommendations for STDS 2030 and NSTDP funding from OPs 2021 – 2027, as one of the policy documents supporting the Sustainable tourism development strategy 2030 and its accompanying National sustainable tourism development plan 2021 – 2027.

The action aims to provide a roadmap for drafting specific financing instruments for joint promotion of cultural heritage. It bridges the cultural heritage sustainability gaps by designing feasible priority measures based on the best practise examples of similar project ideas.

In order to implement the Action successfully the following activities will be conducted:

#### A.3.1 Guidelines for embedding cultural heritage sustainable use in policy instruments

##### *Description:*

The Guidelines document presents the framework for planning and implementation of policy measures and projects aimed at improving and promoting cultural heritage sustainable use. As a proposal of key policy measures, it serves as a useful tool for policy makers in the process of drafting financing instruments and allocating the funds.

Each policy measure will additionally specify:

- Target groups of the measures (public administration bodies, private partners, cultural institutions etc.)
- Potential activities
- Timing (deadlines) for the implementation of measures
- Indicators that can be measured over time
- Resource allocation for the implementation of individual measures/tools

The guidelines will be drafted by implementing the participatory planning approach involving the relevant stakeholders. The identified policy measures will be discussed and agreed within the project working group and the final



guidelines document will be delivered to the relevant policy makers in the sector of tourism and culture at the national level.

**Key deliverables:**

- The Guidelines document

**Responsibility:**

Institute for Tourism

**Duration:**

Months 1-10

**A.3.2 Drafting the final report of the Action**

**Description:**

The final report as an assessment tool will be drafted during the closure phase of the Action. It provides an overview of how the Action is performed including the general information of the Action, overview of the planned and implemented activities, achieved results and risks, and problems that occurred during the implementation.

**Key deliverables:**

- Final report for the Action

**Responsibility:**

Institute for Tourism

**Duration:**

Months: 11-12

**Stakeholders involved**

| Stakeholder                                   | Role in the Action implementation   |
|---|---|
| Institute for Tourism                         | Coordinates the implementation of the action, responsible for the drafting of the deliverables, quality control, and achievement of the results of the action |
| Cultural heritage institutions                | Provide necessary information and consultation in the process of drafting policy measure recommendations  |
| Representatives of the Local Flavours project | Participate in the proposal of the best practise examples, knowledge exchange and consultations during the embedding process                                  |
| Ministry of Regional Development and EU funds | Provides information on the 2021-2027 EU programming process  |
| Ministry of Tourism and Sport                 | Provides information and quality control of the priority measures   |
| Ministry of Culture and Media                 | As a line Ministry responsible for the sector of culture it will provide necessary expertise on culture and information regarding the legal framework.        |
| National Tourist Board                        | Provide information on cultural tourism status, networking with local tourist boards if needed  |

**Timeframe**

| Activity/Month   | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
|--|---|---|---|---|---|---|---|---|---|----|----|----|
| A.3.1 Guidelines for the embedding cultural heritage sustainable use |   |   |   |   |   |   |   |   |   |    |    |    |
| A.3.2 Drafting the final report of the Action 3                      |   |   |   |   |   |   |   |   |   |    |    |    |

**Costs**

| Type of expenditure              | Description  | Total cost (EUR)  | Sources of funding  |
|----------------------------------|--|-------------------|---|
| <b>Human resources</b>           | The cost relates to the engagement of the Institute for tourism staff over the 12 months period in the coordination and implementation of the activities envisaged by the Action 3 | 12.000,00         | Institute for Tourism<br>In kind contribution of the staff working at the Institute for tourism |
| <b>Travel costs</b>              | Travel costs include travel to the meeting locations in Zagreb and to the key stakeholders in other parts of Croatia (in case of physical meetings)                                | 600,00            | Institute for Tourism, own resources, in kind contribution to the project                       |
| <b>Project office cost</b>       | The cost relates to the use of project office, administrative costs, use of office equipment and supplies  | 840,00            | Institute for Tourism, own resources, in kind contribution to the project                       |
| <b>Total budget per Action 3</b> |  | <b>13.440 EUR</b> |   |

## Result Indicators

The success of the Action plan to fulfil the set objectives will be measured by the specific and relevant indicators. The indicators are defined at 3 levels:

- policy instrument indicators,
- Action plan result indicators and
- indicators of the activities within the actions.

While the result indicators and activities' indicators related to the specific objectives of the Action plan are planned to be fully achieved by the end of the Action plan implementation, the indicators defined on the policy level are long-term and generic and can only be contributed to.

Due to the specific timing of the preparation and implementation of the Action plan, the contribution of the Action plan to the achievement of the policy instruments' indicators is defined in relation to the existing policy instruments and the policy instruments in preparation. The last ones are of great importance as they relate to the three policy instruments the Action plan impacts. As these documents are in the development phase, there are no specific indicators defined yet. But, on the other hand, this situation enables us to impact the indicators defining process assuring that the set indicators are specific, measurable, realistic and relevant to the proposed development priorities. The list of indicators is presented in Table 3.

**Table 3 Action plan indicators**

| Contribution of the actions to the policy instruments  |  |          |          |          |
|--|--|----------|----------|----------|
| Policy instrument/Strategy/Planning document   | Name of the Indicator  | Action 1 | Action 2 | Action 3 |
| National Development Strategy of the Republic of Croatia 2030                                  | Strategic objective 1 Competitive and innovative economy, Priority 4 Development of sustainable, innovative and resilient tourism<br>Indicators <ul style="list-style-type: none"> <li>▪ Global competitiveness index (GCI)</li> <li>▪ Increase of share of export of services and goods in GDP</li> </ul> | ✓        | ✓        | ✓        |
| Implementation program of the Ministry of Culture 2021-2024                                    | <ul style="list-style-type: none"> <li>▪ Number of integrated development programmes based on the cultural heritage</li> </ul>   |          |          | ✓        |
| Strategic plan of Ministry of tourism 2020 -2022   | Specific objective 1.1. Improved quality and content of tourist products <ul style="list-style-type: none"> <li>▪ Increased number of tourist arrivals</li> </ul>  | ✓        | ✓        |          |
| List of indicators of the Actions  |  |          |          |          |
| <b>Action 1: Improved cultural tourism management for sustainable use of cultural heritage</b> |  |          |          |          |

| Specific objective of the Action   | Indicator name   | Achievement month                   | Sources of verification                                    |
|--|--|-------------------------------------|--|
| To improve cultural tourism management for sustainable use of cultural heritage  | <ul style="list-style-type: none"> <li>Sustainable cultural heritage use recognised in the Sustainable tourism development strategy 2030 as a priority</li> </ul>  | Month 12                            | Sustainable tourism development strategy 2030              |
| Activity   | Indicator name   | Achievement month                   | Sources of verification                                    |
| A.1.1 Identification of key sectoral and policy making stakeholders (in less developed cultural heritage locations)  | <ul style="list-style-type: none"> <li>At least 15 stakeholders identified</li> </ul>  | Month 3                             | The list of stakeholders                                   |
| A.1.2 Connecting and networking key sectoral and policy making stakeholders  | <ul style="list-style-type: none"> <li>At least 10 stakeholders support the proposed action</li> </ul>   | Month 7                             | Signed support letter                                      |
| A.1.3 Advocating the importance of positioning of sustainable cultural heritage use in the National strategy as a priority   | <ul style="list-style-type: none"> <li>At least 2 meetings organised with relevant policymakers</li> </ul>   | By the end of the Action (Month 12) | Meeting minutes  |
| A.1.4 Drafting the final report of the Action  | <ul style="list-style-type: none"> <li>Final report on Action 1</li> </ul>   | By the end of the Action (Month 12) | Final report   |
| <b>Action 2: New marketing model for improving sustainable visitor use of cultural heritage</b>  |  |                                     |  |
| Specific objective of the Action   | Indicator name   | Achievement month                   | Sources of verification                                    |
| To enhance sustainable visitors' use of cultural heritage by developing and integrating new marketing model into National sustainable tourism development plan 2021-2027 | <ul style="list-style-type: none"> <li>A proposal of a tailor-made cultural heritage marketing model developed</li> <li>A new marketing model recognised by the relevant policymakers and integrated into the National sustainable tourism development plan 2021-2027</li> </ul> | Month 12                            | National sustainable tourism development plan 2021 - 2027  |
| Activity   | Indicator name   | Achievement month                   | Sources of verification                                    |
| A.2.1 Mapping and analysis of the existing joint cultural heritage marketing models (bundling)   | <ul style="list-style-type: none"> <li>An analysis of at least 3 different models of a joint cultural heritage models</li> </ul>   | Month 3                             | A report on the analysis of the existing models            |
| A.2.2 Promoting the cultural heritage marketing model to decision-makers and key stakeholders  | <ul style="list-style-type: none"> <li>2 meetings with decision-makers, 1 stakeholder panel organised</li> </ul>   | Month 6                             | Meeting minutes, list of participants, photo documentation |



|   |   |                                     |  |
|---|---|-------------------------------------|--|
| A.2.3 Setting up a working group to formulate a proposal for a tailor-made marketing model  | <ul style="list-style-type: none"> <li>1 working group of 5 representatives of cultural heritage areas</li> </ul>   | Month 7                             | List of the working group members  |
| A.2.4 Advocating inclusion of the cultural heritage marketing model as a priority project through presentation to the National plan working group     | <ul style="list-style-type: none"> <li>1 presentation organised</li> </ul>  | By the end of the Action (Month 12) | List of participants, photo documentation (screen shots), presentation materials |
| A.2.5 Drafting the final report of the Action 2   | <ul style="list-style-type: none"> <li>Final report on Action 2</li> </ul>  | By the end of the Action (Month 12) | Final report   |
| <b>Action 3: Embedding cultural heritage social and economic sustainability in Recommendations for STDS 2030 and NSTDP funding from OPs 2021-2027</b> |   |                                     |  |
| Specific objective of the Action  | Indicator name  | Achievement month                   | Sources of verification  |
| To enhance intersection of culture and tourism through the guidelines for policy makers   | <ul style="list-style-type: none"> <li>The Guidelines for cultural heritage sustainable use</li> <li>Cultural heritage social and economic sustainability incorporated in Recommendations for STDS 2030 and NSTDP funding from OPs 2021 - 2027</li> </ul> | Month 12                            | Recommendations for STDS 2030 and NSTDP funding from OPs 2021 - 2027             |
| Activity  | Indicator name  | Achievement month                   | Sources of verification  |
| A.3.1 Guidelines for the embedding cultural heritage sustainable use policy instruments   | <ul style="list-style-type: none"> <li>The Guidelines document</li> </ul>   | Month 12                            | The Guidelines for cultural heritage sustainable use                             |
| A.3.2 Drafting the final report of the Action   | <ul style="list-style-type: none"> <li>Final report on Action 3</li> </ul>  | By the end of the Action (Month 12) | Final report   |

## Risk Assessment

The purpose of risk assessment is minimizing the negative effects of potential uncertain events or conditions. It involves identification and classification of the risks, evaluation of probability and severity and defining mitigation measures. Our general contingency plan approach is to be responsive, flexible and adaptive in our thinking and actions related to the risk management. The risk assessment for the Action plan is provided in the Table 4.

**Table 4 Risk assessment**

| # | Risk Classification    | Risk Description   | Impact Severity (1-5) | Risk Probability (1-5) | Risk Score (Impact x Probability) | Contingency Plan  | Responsible  |
|---|------------------------|--|-----------------------|------------------------|-----------------------------------|---|--|
| 1 | External Risk          | Political changes at relevant Ministries in Croatia causing delays or change of policy direction                               | 3                     | 2                      | 6                                 | Continuous communication with relevant Ministries and in case of changes intensification of the advocacy activities.  | Institute for Tourism as the coordinator of the Action plan implementation |
| 2 | External Risk          | Changes in the tourist behaviour, decreasing interest of tourists for cultural tourism   | 3                     | 2                      | 6                                 | Analysis of the reasons for the change in tourists' behaviour and adapting of the cultural heritage priority measures.  | Institute for Tourism as the coordinator of the Action plan implementation |
| 3 | External Risk          | Continuous COVID-19 pandemic limiting cultural tourism sector  | 2                     | 3                      | 6                                 | When preparing and planning the activities of the Actions, special attention will be paid to the COVID-19 pandemic and similar situations, incorporate resilience measures in defined policy priorities | Institute for Tourism as the coordinator of the Action plan implementation |
| 4 | Project Execution Risk | Inability of project team members to participate in the implementation of the Actions (due to the sick leave or change of job) | 2                     | 2                      | 4                                 | Involvement of more staff in the implementation of the Action plan so that the replacements can be easily and timely organised.   | Institute for Tourism as the coordinator of the Action plan implementation |
| 5 | Stakeholder Risk       | Insufficient cooperation between stakeholders from different sectors, potential conflicts of stakeholders                      | 2                     | 2                      | 4                                 | Institute for Tourism as well experienced in participatory planning will engage additional effort to facilitate   | Institute for Tourism as the coordinator of the Action plan implementation |



|   |                        |   |   |   |   |   |  |
|---|------------------------|---|---|---|---|---|--|
|   |                        | from sectors of culture and tourism,<br>Low level of motivation of stakeholders to participate in the implementation of the Actions   |   |   |   | the cooperation and communication between the stakeholders.<br>Inviting more than a minimum number of stakeholders in the Actions' implementation, efficient selection of stakeholders  |  |
| 6 | <b>Regulatory Risk</b> | Changes in legal framework related to the cultural heritage protection, causing difficulties to its use in cultural tourism<br>Changes in the legal framework at EU level, causing delays or decreasing funds for cultural heritage | 3 | 2 | 6 | Efficient progress monitoring plan and timely intensification of advocacy activities, continuous communication with Ministry of Culture and Media<br>Continuous monitoring of the EU legal framework and programming process 2021-2027, and in case of changes timely adapting to the changes to minimize the negative effects on the results of the Action plan. | Institute for Tourism as the coordinator of the Action plan implementation |



## Impacts

The impacts as long-term effects produced by the Action plan influencing long-term social, environmental, and economic sustainability are listed in the table below.

**Table 5 Action plan impacts**

| # | Name of the Action   | Policy Instrument   | Self-defined performance (result) indicator   | Impact (on society and/or policy)  |
|---|--|---|---|--|
| 1 | <b>Action 1</b><br><b>Improved cultural tourism management for sustainable use of cultural heritage</b>  | Sustainable tourism development strategy 2030             | Sustainable cultural heritage use recognised in the National strategy as a priority   | <ul style="list-style-type: none"> <li>▪ Increasing employment in cultural tourism and complementary activities</li> <li>▪ Reducing depopulation of the less developed regions in Croatia</li> <li>▪ Contribution to the more even regional development</li> <li>▪ Improved life quality of local population</li> <li>▪ Improved social inclusion</li> <li>▪ Long term social and economic sustainability of cultural heritage</li> </ul>  |
| 2 | <b>Action 2</b><br><b>New marketing model for improving sustainable visitor use of cultural heritage</b> | National sustainable tourism development plan 2021 - 2027 | <p>A proposal of a tailor-made cultural heritage marketing model developed</p> <p>A new marketing model recognised by the relevant policymakers and integrated into the National plan</p> | <ul style="list-style-type: none"> <li>▪ Increasing the profile and visibility of cultural attractions</li> <li>▪ Increasing revenue and sales of related products</li> <li>▪ Diversification of the tourism offer</li> <li>▪ Encouraged repeat visits</li> <li>▪ Increasing the number of visitors (with emphasis on domestic visitors) and broaden visitor experience</li> <li>▪ Increase in the number of tourist arrivals in Central and Eastern Croatian destinations participating or included in the project</li> </ul> |

|   |  |  |   |   |
|---|--|--|---|---|
| 3 | <b>Action 3</b><br><br><b>Embedding cultural heritage social and economic sustainability in Recommendations for STDS 2030 and NSTDP funding from Ops 2021-2027</b> | Recommendations for STDS 2030 and NSTDP funding from OPs 2021 - 2027 | Cultural heritage social and economic sustainability incorporated in Recommendations for STDS 2030 and NSTDP funding from OPs 2021 - 2027 | <ul style="list-style-type: none"> <li>▪ Increase of cultural heritage locations sustainably valorised in cultural tourism</li> <li>▪ Expansion of the tourist season</li> <li>▪ Decrease the disparities between different regions in Croatia</li> <li>▪ Increase the number of tourists visits and stays</li> </ul> |
|---|--|--|---|---|





## MONITORING AND EVALUATION OF THE ACTION PLAN

The purpose of monitoring and evaluation is to track implementation progress and assess the results of the Actions. It enables to:

- Respond fully to the project requirements and achieve all expected outcomes
- Practically respond to key issues identified
- Anticipate potential risks to achieving the expected outcomes
- Provide the included stakeholders with a proven and tested methodology for implementation.

This is an important element of the process that should be planned already in the development phase in order to know if the Action plan really contributes to the achievement of the desired objectives. Evaluation, on the other hand, will give an overall assessment of the relevance, efficiency, effectiveness, impact, and sustainability of the Action plan implementation.

Monitoring activities are aligned with the Local Flavours project and include:

- Internal meetings of Institute's project team,
- Local Flavours project team meetings,
- Reporting through Local Flavour project reports.

While the monitoring of the Actions is carried out throughout the implementation period of the Action plan, the evaluation will be conducted at the end of the implementation of the Action plan providing the lessons learnt as valuable inputs for the new programming cycle.

Date: \_\_\_\_\_

Signature: \_\_\_\_\_

Stamp of the organisation (if available): \_\_\_\_\_