

5 Policy instruments for diversification of CB tourism offer based on natural and cultural heritage

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Priority Axis: 3 Environment and cultural heritage

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Specific objective: 3.1 Make natural and cultural heritage a leverage for sustainable and

more balanced territorial development

Work Package Number: WP4

Work Package Title: Smart strategic framework for innovative adriatic tourism destination,

products & services
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Activity Title: Strategic integrated framework/methodology for diversification of

tourism offer and innovation

Partner in Charge: Public Institution RERA SD for coordination and development of Split

Dalmatia County (PP1)

Partners involved: All partners



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1. Policy instruments

Policy instruments are the tools which can be used to overcome problems and achieve objectives. Additionally, policy instruments can be described as the techniques used by the governing authorities (government or public) to promote certain policies, as well as the interventions to achieve goals signed by the authorities intending to motivate all stakeholders involved in the issue. Common and routinely used policy instruments include providing grants, guarantees, and / or other means of funding sources.

Policy instruments related to regional development and management regional policy instruments have changed considerably over time, moving from a rather narrow focus on regional investment aid and infrastructure support to a broader approach, encompassing support to the regional business environment. More recently, regional programming has become more prominent, in part reflecting the influence of Cohesion policy, but also in line with efforts to support endogenous development. In addition, the importance of sectoral initiatives to regional policy-making has been increasingly recognised. Instruments used to promote the regional development in different regions should reflect these specificities and adapt to different contexts. The implementation of the policy instruments depends on specifities of the region, e.g., number of stakeholders in charge of regional policy, government's capacity to implement regional policy, market conditions, etc.

Policy instruments are crucial for the planning and managment of local and regional development because they can ensure equal development of the region. Also, well chosen policy instruments can lead to the efficient management of the region, including the management of natural and cultural heritage, as well as the inclusion of local population to the decision making process in order to improve the quality of life and to accept the intervention made by government.

and cultural heritage according to the given methodology (D.4.2.3). Testing measures are one of the mandatory activities of a smart action plan. Based on the proposed methods, professional



support in the definition of testing measures for the proposed smart solutions is provided by e-mail, live or online.

2. Types of Policy instruments

Policy instruments can be divided into economic instruments, policies and administrative instruments, legal regulations and soft management approaches.

Economic instruments include taxation incentives, revenue management, government funding policies, use of penalties, access fees and concessions. Tax incentives are the concessions in tax codes that means a conscious loss of government budgetary revenue because they reduce either the tax base (tax allowance) or the tax due (tax credit). Concerning tax incentives for the purposes of personal income tax, they may allow adults to deduct their costs for continuing vocational training or adult learning related to their current or future occupation from their individual income tax base or tax due.

Tax incentives can have both positive and negative impacts on an economy. Among the positive benefits, if implemented and designed properly, tax incentives can attract investment to a country. Other benefits of tax incentives include increased employment, higher number of capital transfers, research, and technology development, and also improvement to less developed areas. Though it is difficult to estimate the effects of tax incentives, they can, if done properly, raise the overall economic welfare through increasing economic growth and government tax revenue (after the expiration of the tax holiday/incentive period). However, tax incentive can cause negative effects on a government's financial condition, among other negative effects, if they are not properly designed and implemented.



Revenue management is the application of disciplined analytics that predicts consumer behavior at the micro-market levels and optimizes product availability, leveraging price elasticity to maximize revenue growth and thereby, profit. The primary aim of revenue management is selling the right product to the right customer at the right time for the right price and with the right pack. The essence of this discipline is in understanding customers' perception of product value and accurately aligning product prices, placement and availability with each customer segment.

Government funding policies or government grants are financial awards given by a federal, state, or local government authority for a beneficial project. It is effectively a transfer payment. A grant does not include technical assistance or other financial assistance, such as a loan or loan guarantee, an interest rate subsidy, direct appropriation, or revenue sharing. The grantee is not expected to repay the money but is expected to use the funds from the grant for their stated purpose, which typically serves some larger good.

Use of penalties is an economic instrument that designed penalties to induce stakeholders to comply with standards and regulations. The include non-compliance fees (fines), performance bonds (payments made to regulatory authorities before a potentially non-complying activity is undertaken and then returned when the performance is proven to be acceptable) and liability assignment. Most used enforcement incentives are fines that are actually penalties for failing to meet standards in order to encourage compliance with standards and regulations.

Access fee or charge is a requited payment to a general government. That is, the payer of the charge receives something in return that is in proportion to that charge. Charges and fees can be used to control access to resources by pricing extraction.

A concession or concession agreement is a grant of rights, land or property by a government, local

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authority, corporation, individual or other legal entity. A grant of land or a property by the government may be in return for services or for a particular use, a right to undertake and profit by a specified activity, a lease for a particular purpose. A concession may include the right to use some existing infrastructure required to carry out a business, and in some cases, it may involve merely the transfer of exclusive or non-exclusive easements. In the private sector, the owner of a concession — the concessionaire — typically pays either a fixed sum or a percentage of revenue to the owner of the entity from which it operates. Depending on what the law that is related to a sector state, concession can either allow the authority to retain or keep actual ownership of the assets, turning over to the concessionaire and reverting the control and ownership back to an authority once the duration of their concession ended, or both the authority and concessionaire control and own the facilities. Concession agreement may also state that the assets and facilities that were built, designated, and acquired prior to the turnover of operations and maintenance from the authority are pre-identified as owned by the authority and to be operated and maintained by the concessionaire upon the turnover of operations and maintenance of the facilities and assets to the concessionaire.

Policies and administrative instruments include policy planning, collaborative and participatory approaches, governmental policies, co-creation, and enhanced planning process on local, regional and national level — long time perspective. Policy planning is the development framework under which decisions on planning applications are made. Policy planning is created at two different levels: national — policy planning set by the Government through the National Planning Policy Framework, and local — policy planning created by local planning authorities, parish councils and neighborhood forums.

A collaborative and participatory approach is one in which everyone who has a stake in the intervention has a voice, either in person or by representation. Staff of the organization that will run 5



it, members of the target population, community officials, interested citizens, and people from

involved agencies, schools, and other institutions all should be invited to the table. A true participatory approach is one in which everyone's perspective is considered. Everyone gets to participate in the planning process and has some role in decision-making.

A governmental policy is a rule or principle that hopefully guides better decisions, resulting in positive outcomes that enhance the community or unit. Government policies contain the reasons things are to be done in a certain way and why. Policies are not laws, but they can lead to laws.

Co-creation is defined as the collaborative development of new value (concepts, solutions, products, and services) together with experts and/or stakeholders (such as customers, suppliers etc.). Cocreation is a form of collaborative innovation: ideas are shared and improved together, rather than kept to oneself.

Planning can be viewed as an approach to problem solving. It provides a systematic way of viewing problems and developing short- and long-term solutions. It can also be viewed as a decision-making process used to help guide decisions concerning future needs. Enhancing planning processes on local, regional and national level — long time perspective begins with the identification of problems and needs, continues with development of goals and objectives, development of alternative strategies, selecting strategies and developing a detailed plan and ends with designing a monitoring and evaluation plan.

Legal regulations refer to law promulgated by an executive branch agency under a delegation from a legislature. Discussed at Regulation and Primary and secondary legislation. Legal regulations contrast to statutory law promulgated by the legislative branch, and common law or case law promulgated by the judicial branch.

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Zoning refers to municipal or local laws or regulations that govern how real estate can and cannot be used in certain geographic areas. For example, zoning laws can limit commercial or industrial use of land to prevent oil, manufacturing, or other types of businesses from building in residential neighborhoods. These laws can be modified or suspended if the construction of a property will serve to help the community advance economically.

Protection provisions refer to requirements specified in financing arrangements such as venture capital that limit what actions management can take without obtaining the prior approval of the investors.

Soft management approaches include site specific visitor strategies, information panels and guiding, eco-certification, interpretation and environmental learning, monitoring and adaptive management and dispersion of visitors – new policies to be promoted without further growth in the number of visitors.

Site specific visitor strategies are general plans to achieve one or more long-term or overall goal under conditions of uncertainty. Strategies are important because the resources available to achieve goals are usually limited. Strategy generally involves, setting goals and priorities, determining actions to achieve the goals, and mobilizing resources to execute the actions. A strategy describes how the goals will be achieved by the resources. It involves activities such as strategic planning and strategic thinking.

Information panels and guiding installed as part of educational trails have an irreplaceable role in tourism. Such stationary installations are subsequently grouped for educational trails, educational sites and educational points. They are associated not only with the possibility of expanding knowledge and gaining new useful information connected with visual demonstrations, often with a creative part but also with a stay in nature and landscape. Eco-certification is where an independent agency, meaning a governmental, a non-governmental organization (NGO) or an industry 7



consortium test or verifies that a certain more sustainable practice has been followed in the production of a given good or service. There are many types of eco-certificates but in general, eco-certifications assure travelers that certified products are supported by a strong, well-managed commitment to sustainable practices and provides high quality nature-based tourism experiences.

Environmental Education teaches people of all ages about the natural environment, so that they can make informed decisions on how to care for it. Interpretation is a communications process that reveals meanings and relationships about natural, cultural, historical, and recreational resources. Interpretation and environmental education work hand-in-hand to help make connections between the world of science and the public. Through the art of interpretation, students will learn how to help people make connections with the natural world and science through educational programs and materials. Adaptive management has been described as a process of learning by doing. It is an iterative process through which greater understanding of natural resource systems can be developed and management approaches tested over time until the best management options are reached.

Adaptive management takes a systematic, experimental approach to planning the management of specific areas and issues, including the planning and management of tourism in natural areas. It is based on clear predictions about the outcomes of such management in tandem with ongoing monitoring to test and help evaluate these predictions. It allows policy developers and natural resource managers to make decisions about the management of complex systems, often at short notice and with initially limited information on which to base decisions. Monitoring and evaluation of the adaptive management process is integral to the process itself. For instance, monitoring is used overtly in conjunction with adaptive management to help evaluate the effectiveness of implemented management strategies as processes lead to better understanding of the natural resource base. This integrated and iterative process enables further refining of the actions to be



taken, leading ultimately to best management practice.

Dispersion of visitors – new policies to be promoted without further growth in the number of visitors aim at solving the problem of overtourism, the term that describes destinations where hosts or guests, locals or visitors, feel that there are too many visitors and that the quality of life in the area or the quality of the experience has deteriorated unacceptably. There are several ways of solving this problem such as changing the nature of tourism to attract visitors as 'temporary residents' as a key to improving the host-guest relationship, tourist taxes, demarketing – an interesting concept which can be used to discourage visitors to reduce negative impacts, and strategies to discourage 'bad tourists. The most important steps in introducing new policies regarding dispersion of visitors are: to boost the financial impact of the sector and to attract tourists with high spending power; to promote its own identity as a tourist attraction; to reconcile tourists/local community; to ensure the geographical and multi-sectorial distribution of tourism; and to strengthen the public-private promotional model.

3. Context, locations with desired interventions and a proposal for 5 policy instruments to be included in action plans

3.1. Context and locations with desired interventions

Project "Smart and Slow Tourism Supporting Adriatic Heritage for Tomorrow", acronym "TAKE IT SLOW", is a strategic project of the Cross-border Cooperation Program Italy-Croatia 2014-2020. The project is being conducted by the Dubrovnik-Neretva County (as the lead partner) with following partners: Public Institution RERA SD for Coordination and Development of Split-Dalmatia County, Public Institution Development Agency of Šibenik-Knin County, University of Zadar, Istria County,



Friuli Venezia Giulia Autonomous Region, Veneto Region, Emilia-Romagna Region, SVIM - Sviluppo Marche s.r.l, Abruzzo Region, Molise Region, Apulian Public Theatre — Regional Consortium for Arts and Culture, and its associated partner the Puglia Region. The total budget of the project is 3,764,695.71 EUR, of which 85 percent are funds from the European Regional Development Fund. The project is implemented from June 1, 2020 to December 31, 2022. The aim of the project is to manage and promote the Adriatic as a green, smart, sustainable, accessible cross-border tourist destination for slow tourism.

In the framework of the "TAKE IT SLOW" project, 12 (micro) sites in five Croatian and seven Italian regions / counties have been selected in order to achieve the goals if the project. Locations selected by partners are the following ones:

- Town of Ston and Peninsula Pelješac
- Blaca Hermitage on Brač Island, Croatia
- Murter, Croatia
- Ravni Kotari, Croatia
- Momjan, Croatia
- Friuli Venezia Giulia
- Brenta River from Padova to Venice, Veneto
- Emilia Romagna
- Monastery of Fonte Avellana and the Forest Codex of Camaldoli, Marche
- The Green way for Trabocchi Coast, Abruzzo
- Cammino delle Sette chiese, Molise



- Via Francigena, Puglia

Output of the "TAKE IT SLOW" project in the location Town of Ston and Peninsula Pelješac is Adaptation of section of Rector's Palace of Ston for establishment of accessible Adriatic heritage interpretation centre. At the end of 2020, DNC was preparing procurement documentation for restoration study. Tender supposed to be launched in February 2021. The works should begin in the 2nd part of 2021.

Output of the location Blaca Hermitage on Brač Island, Croatia is Improvement of the road to Blaca Hermitage Eco Museum on the Brač Island. PP1/RERASD subcontracted technical assistance for public procurement for Blaca Hermitage Eco Museum on the Brač Island in March 2021. The works tender will be launched in the second quarter of 2021. Works should have begun in July 2021 and finish in December 2022.

In Murter, Croatia, output of the project is Open Air Museum in Sibenik Knin County. PP2/PI DA SKC's Open Air Museum will be located on the island of Murter (Murter-Kornati Muncipality in Sibenik-Knin County). The theme of Open Air Museum will be cultural and natural heritage. The PP2/PI DA SKC is planning to publish procurement for equipment for Open Air Museum in the second part of the 2021.

In Ravni Kotari, Croatia, 3 natural heritage and 8 cultural heritage assets have been identified.

Virtual museum and creative centre House of castles in Momjan is the output selected in the location Momjan, Croatia. PP4/IST subcontracted technical assistance for public procurement for House of castles in February 2021. In March/April 2021 PP4/IST published public procurement tenders for a) equipment and lighting fixtures and b) multimedia equipment and solutions. The supply and service contracts should have begun in June 2021 and finish in December 2021. Parallel



with that, PP4/IST will finance from its own regional funds second and last part of construction works in duration of 6 months

tender was postponed due to COVID 19 situation and should have been released during
 February 2021.

Output of the location Friuli Venezia Giulia are Informative signs along routes with inclusive approach. In the framework of the project, PP6 has organized several meetings since December 2020 with competent bodies to Plan the public procedure about WP5 measure. Venetian villas along Brenta River from Padova to Venice will be the main point of interests involved. The works should begin 2nd part of 2021.

In the Emilia Romagna Region, output of the "TAKE IT SLOW" project is Walking/cycle interactive guide to accompany tourists along their slow visit. PP7 started analysis and relation with Regional Promotional Agency to identify the main features and identity assets of the territory to be enhanced through the guide. It will be a virtual tool that will allow tourist to know and visit places, even from a distance. We are activating the procedures to assign the realization of the service. Works should have begun in July 2021 and finish in December 2022.

Output of the PP8/SVIM pilot action is to set up an information/training space, articulated into three premises, located in the complex of the Monastery of Fonte Avellana. A digital and immersive "path" on the Avellanita and Camaldolese Monastic Community, the Forest Codex of Camaldoli and the social, agricultural and forestry activities. The objective is to improve visitors and tourists' knowledge on the deep harmony between spiritual research and environment protection through which the monks have managed and protected their territories and their habitats for centuries. The accessibility of the intangible cultural heritage will be improved also through technological innovations and multimedia supports capable of improving the level and quality of visitors' interactions with the Codex and its history.



The pilot action's output was discussed and approved by all LCP members. The center is scheduled to open in Spring 2022Walking/cycle interactive guide to accompany tourists along their slow visit is the output in the location The Green way for Trabocchi Coast, Abruzzo. The Idea is to provide to all the visitors and potential visitors, a web application, available by all devices, able to spread all the information necessary to enjoy in enhanced and diversified services and features available along the "Green Way of Trabocchi Coast's" and its surroundings. The formula to implement it will be discussed and approved with the LCP and eventually with other Project Partners that would like to realize similar activities.

Output of the Molise Region is Slow trail "Cammino delle Sette chiese". PP10 Molise Region intends to improve the slow trail "Il cammino delle sette chiese" through the search for reflection, encounter, art and conviviality. It is a journey within the communities of low Molise, starting from its central element, the church, the fulcrum of all historical events, through art entering an inner path to the rediscovery of oneself, to finally arrive at the meeting of new travel companions, with whom to share relationships.

Via Francigena, Puglia has been on tentative UNESCO list. Since 1994, the Via Francigena has been declared "Cultural Route of the Council of Europe".

3.2. Proposal for 5 policy instruments to be included in action plans

For the purposes of this project, related to the diversification of cross-border tourism offer based on natural and cultural heritage, from the above described policy instruments, the following policy instruments were selected as relevant for interventions within the project.

- ✓ Economic instruments
 - o Revenue management
- ✓ Policies and administrative instruments

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- Policy planning
- Collaborative and participatory approaches
- ✓ Soft management approaches
 - Site specific visitor strategies
 - Monitoring and adaptive management.

Selected instruments are found relevant because they are applicable to cross-border cooperation and can influence the research, preservation, management, interpretation, marketing and promotion of cultural and natural heritage for the development of sustainable tourism. Importance and relevance of selected instruments in the framework of the aims of "TAKE IT SLOW" project is described below.

Revenue management is the application of disciplined analytics that predicts consumer behaviour at the micro-market levels and optimize product availability, leveraging price elasticity to maximize revenue growth and thereby, profit. The primary aim of revenue management is selling the right product to the right customer at the right time for the right price and with the right pack. The essence of this discipline is in understanding customers' perception of product value and accurately aligning product prices, placement, and availability with each customer segment. Revenue management has been chosen as an important instrument regarding the management of natural and cultural heritage because it is the most efficient way of funds raising for investment in renewal of heritage, with special emphasis on cultural heritage.

Policy planning is the development framework under which decisions on planning applications are made. Policy planning is created at two different levels: national – policy planning set by the Government through the National Planning Policy Framework, and local – policy planning created 14



by local planning authorities, parish councils and neighborhood forums. Policy planning has been chosen as a relevant policy instrument regarding the management of natural and cultural heritage because it is important that regional and local development strategies include and evaluate heritage as a resource for the development of sustainable tourism.

A collaborative and participatory approach is one in which everyone who has a stake in the intervention has a voice, either in person or by representation. Staff of the organization that will run it, members of the target population, community officials, interested citizens, and people from involved agencies, schools, and other institutions all should be invited to the table. A true participatory approach is one in which everyone's perspective is considered. Everyone actually gets to participate in the planning process and has some role in decision-making. It has been chosen as a relevant policy instrument regarding the management of natural and cultural heritage because the participation of the general public in decision-making on the use and management of heritage increases the acceptance of interventions.

Site specific visitor strategies are general plans to achieve one or more long-term or overall goal under conditions of uncertainty. Strategies are important because the resources available to achieve goals are usually limited. Strategy generally involves, setting goals and priorities, determining actions to achieve the goals, and mobilizing resources to execute the actions. A strategy describes how the goals will be achieved by the resources. It involves activities such as strategic planning and strategic thinking. Site specific visitor strategies have been chosen as a relevant policy instrument because it is important to manage sites in order to achieve sustainability. For example, many visitors reduces experiences and destroys heritage, therefore, it is important to have a strategic framework for managing natural and cultural heritage in order to decrease the chance for 15



its destruction.

Adaptive management is an iterative process through which greater understanding of natural resource systems can be developed and management approaches tested over time until the best management options are reached. Adaptive management takes a systematic, experimental approach to planning the management of specific areas and issues, including the planning and management of tourism in natural areas. It is based on clear predictions about the outcomes of such management in tandem with ongoing monitoring to test and help evaluate these predictions. It allows policy developers and natural resource managers to make decisions about the management of complex systems, often at short notice and with initially limited information on which to base decisions. Monitoring and evaluation of the adaptive management process is integral to the process itself. For instance, monitoring is used overtly in conjunction with adaptive management to help evaluate the effectiveness of implemented management strategies as processes lead to better understanding of the natural resource base. This integrated and iterative process enables further refining of the actions to be taken, leading ultimately to best management practice. Monitoring and adaptive management have been recognized as important policy instruments regarding cultural and natural heritage because adaptive management is important in order to adapt the management of heritage according to the changes in the environment, while monitoring is being used for following whether the agreed plans are being implemented.



3.3. Tabular descriptions of five policy instruments

Policy instrument	Revenue management
Type of policy instrument	Economic instruments
Definition	Application of disciplined analytics that predict consumer behaviour at the micro-market levels and optimize product availability, leveraging price elasticity to maximize revenue growth and thereby, profit
Aim	The primary aim of revenue management is selling the right product to the right customer at the right time for the right price and with the right pack. The essence of this discipline is in understanding customers' perception of product value and accurately aligning product prices, placement and availability with each customer segment.
Potential application to examples of the TAKE IT	Adaptation of section of Rector's Palace of Ston
SLOW project	for establishment of accessible Adriatic heritage
	interpretation centre
	Open Air Museum
Explanation	Adriatic heritage interpretation centre and Open
	Air Museum can use revenue management to
	adjusting the offer according to visitors' needs.

Policy instrument	Policy planning
Type of policy instrument	Policies and administrative instruments
Definition	Development of framework under which
	decisions on planning applications are made



Aim	Policy planning aims at recognising and using comparative advantages in order to achieve sustainability.
Potential application to examples of the TAKE IT SLOW project	Improvement of the road to Blaca Hermitage Eco Museum on the Brač Island
Explanation	Pilot project Improvement of the road to Blaca Hermitage Eco Museum on the Brač Island can use policy planning as an instrument in order to use the potentials of Blaca Hermitage Eco Museum to achieve sustainable tourism and maximise profit.

Policy instrument	Collaborative and participatory approaches
Type of policy instrument	Policies and administrative instruments
Definition	A collaborative and participatory approach is
	one in which everyone who has a stake in the
	intervention has a voice, either in person or by
	representation.
Aim	Collaborative and participative approach aims at
	considering everyone's perspective and ensuring
	everyone's participation in planning process and
	decision-making.
Potential application to examples of the TAKE IT	All examples
SLOW project	
Explanation	For all 12 pilot projects in the framework of TAKE
	IT SLOW project, collaborative and participatory
	approaches should be used, especially since local
	residence can better understand tourists' needs
	and interests.
Policy instrument	Site specific visitor strategies
Type of policy instrument	Soft management approaches
Definition	Site specific visitor strategies are general plans to
	achieve one or more long-term or overall goal
	under conditions of uncertainty. A strategy
	describes how the goals will be achieved by the
	resources.
Aim	Site specific visitor strategies aim at using the
	limited resources to achive goals recognised in
	the Strategy.



Potential application to examples of the TAKE IT SLOW project	Slow trail "Cammino delle Sette chiese"
Explanation	Slow trail "Cammino delle Sette chiese" can use the site specific visitor strategy in order to manage the visitors in a more efficient and sustainable way.

Policy instrument	Monitoring and adaptive management
Type of policy instrument	Soft management approaches
Definition	Adaptive management is an iterative process through which greater understanding of natural resource systems can be developed and management approaches tested over time until the best management options are reached. Monitoring and evaluation of the adaptive management process is integral to the process itself.
Aim	Adaptive management aims at adapting the management of heritage according to the changes in the environment, while monitoring aims at following whether the agreed plans are being implemented.
Potential application to examples of the TAKE IT SLOW project	All examples
Explanation	In order to achieve tourism sustainability in the project area, all 12 pilot projects can use adaptive management and monitoring in order to adapt the offer according to the changes in tourist needs and monitoring whether the changes (adaptations) are happening in the right way.



4. Literature

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