REGULATION
on the Methodology for Calculating
CARRYING CAPACITY

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Tourism Act

- Destination Management Plans
- **Carrying Capacity Assessments**

- Tourism Development Index
- Satellite Account for Sustainable Tourism
- Sustainability Indicators

Legislative Framework

Tourism Planning and Development

Monitoring of Tourism Development

- **From the Tourism Act and the Regulation on Destination Management Plan Methodology**

NN 156/2023 (December 27, 2023),

- **Tourism Act**
  Art. 18, Para. 2:
  "Carrying capacity of a destination is the level of tourist visitation that a tourist destination can sustain without causing unacceptable changes to environmental, social, economic, and infrastructural factors and without reducing the level of visitor satisfaction, all in accordance with the proposed methodology."

NN 112/2024 (September 27, 2024),

- **Regulation on the Methodology for Developing Destination Management Plans**
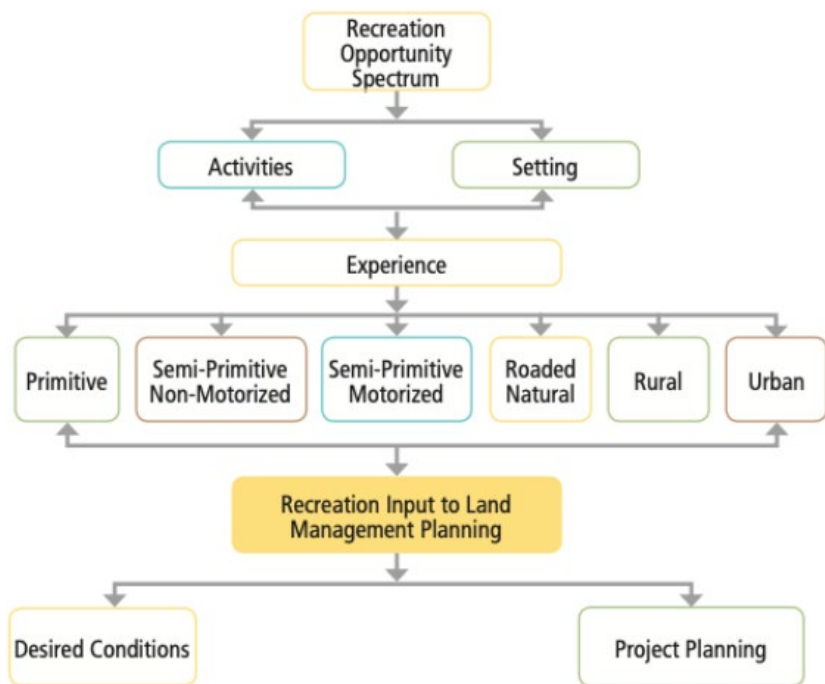 **Art. 5, Para. 1:**
  "A destination management plan... must include the development of carrying capacity."

Carrying Capacity of a Destination

- **Ecological Capacity**
  Maximum level of visitation without irreversible environmental damage

- **Socio-cultural Capacity**
  Acceptable level of tourism impacts on the local community and cultural identity

- **Economic Capacity**
  Level of tourism activity that maximizes economic benefits without undermining long-term viability

- **Psychological Capacity**
  Level of tourism that does not negatively affect the experience or satisfaction of visitors

- **Infrastructural Capacity**
  Level of tourist numbers that can be supported by local infrastructure and public services

Source: Peeters, P., et al. "Research for TRAN Committee – Overtourism: impact and possible policy responses," European Parliament, 2018.

*„The problems with carrying capacity led to a modification in approach, from asking, "**How many visitors is too many**?" to asking, "**What are the desired conditions**?" and a series of approaches evolved".*
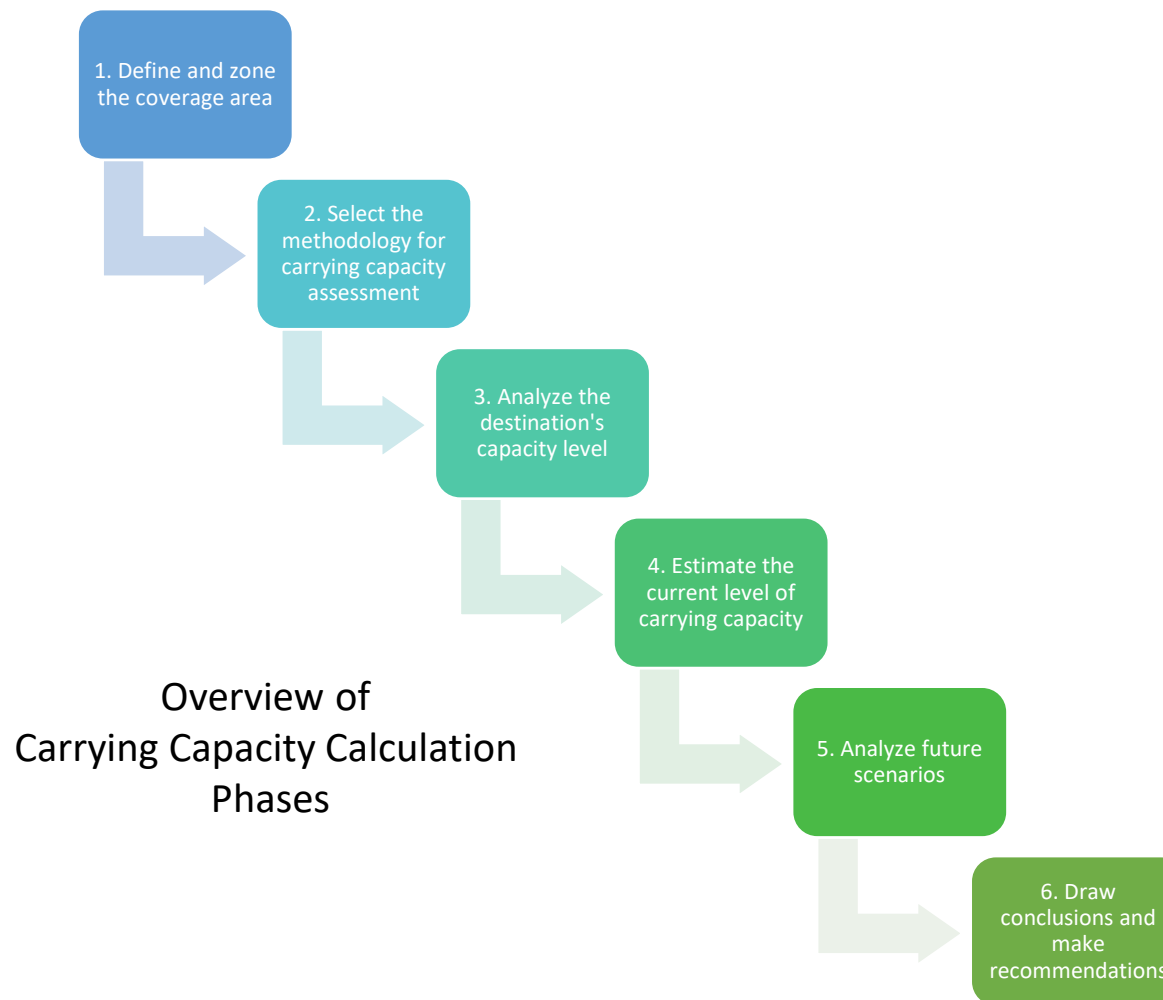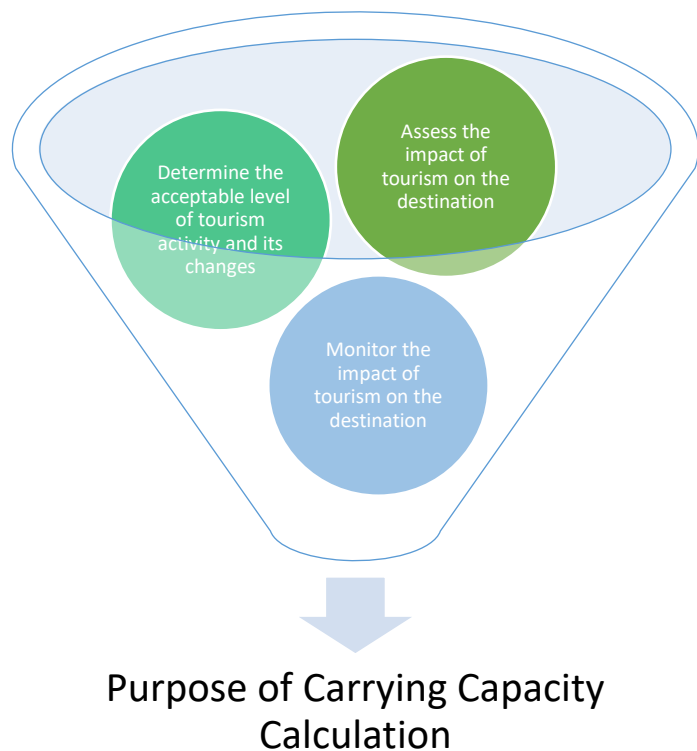

Recreation Opportunity Spectrum (ROS)

Limits of Acceptable Change (LAC)

Spenceley, A. Briefing Paper on Sustainable Visitation Frameworks. (2022)

Purpose of Carrying Capacity Calculation

Overview of Carrying Capacity Calculation Phases

1. Define and zone the coverage area

2. Select the methodology for carrying capacity assessment

3. Analyze the destination's capacity level

4. Estimate the current level of carrying capacity

5. Analyze future scenarios

6. Draw conclusions and make recommendations

Determine the acceptable level of tourism activity and its changes

Assess the impact of tourism on the destination

Monitor the impact of tourism on the destination

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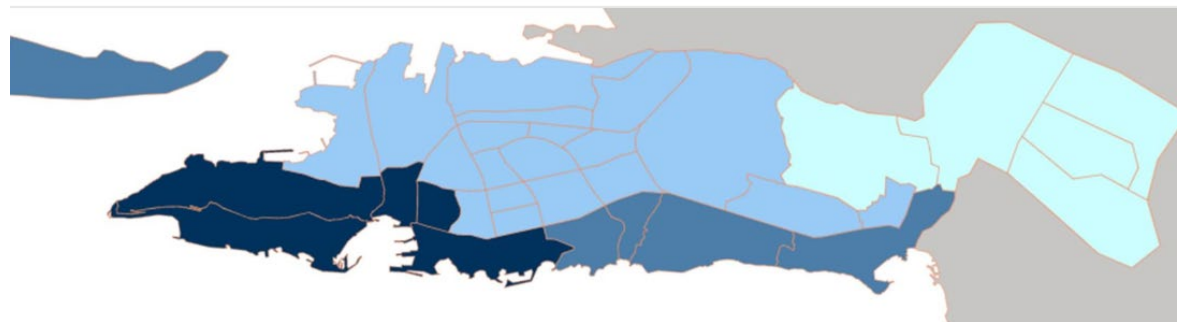Ministarstvo
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Defining the Coverage Area

- Respecting strategic documents that define rivieras, regions, areas, islands, clusters, and other recognized tourism units
- Discussion at regional coordination level with representatives of Tourist Boards
- Considering tourism flows

Zoning: Division of space into spatial-functional zones:

- Administrative organization of local self-government (settlements, districts)
- Spatial typologies based on varying relief and natural features, cultural and historical heritage, population density, level of urbanization, accessibility, etc.
- Intensity/type of tourism activity, especially similar in terms of intensity, visitor profile, or level of tourism infrastructure development
- Areas with the same or similar tourism product portfolios

institut za turizam
institute for tourism

Split
TURISTIČKA ZAJEDNICA

Turističko zoniranje Splita

Zona 1: Uže središte	Grad, Bačvice, Lučac-Manuš, Meje, Varoš	Zona 2: Kupališni Split	Mertojak, Trstenik, Žnjan, Stobreč, Slatine
Zona 3: Šire gradsko područje	Blatine-Škrape, Bol, Brda, Gripe, Kman, Kocunar, Lokve, Lovret, Mejaši, Neslanovac, Plokite, Pujanke, Ravne Njive, Sirobuja, Spinut, Split3, Sućidar, Šine, Visoka		
Zona 4: Zeleno zaleđe	Donje Sitno, Gornje Sitno, Kamen, Srinjine, Žrnovnica		

Split Tourist Board. (2024). *Assessment of the carrying capacity of the City of Split*.

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- **QUANTITATIVE**
  - GOAL – defining capacity intervals using numerical data to prevent negative consequences
  - Recommended in situations where, due to the spatial characteristics, it is partially or entirely possible to manage visitor movement

- **QUALITATIVE**
  - GOAL – assessing carrying capacity using non-numerical data and analyses
  - Emphasis on understanding the perceptions, experiences, and attitudes of visitors, local communities, and other stakeholders

- **COMBINED**
  - Integrates aspects of both numerical and non-numerical analysis

- **Ultimate goal** – making informed decisions on the direction of destination development and identifying limits of hotspot areas, which are often key attractions.

Tablica 35. Prihvatni kapacitet područja svjetskog dobra

		Razina tolerancije		
		Visoka	Umjerena	Niska
Carrying Capacity	Prihvatni kapacitet	19.767	11.275	8.444
Number of Residents	Broj stanovnika	1.200	1.200	1.200
Number of Hotel Guests	Broj hotelskih gostiju	39 – 49	39 – 49	39 – 49
Other Accommodation Guests	Broj gostiju ostalog smještaja	2.068 – 3.978	2.068 – 3.978	2.068 – 3.978
Number of Employees	Broj zaposlenika	1.582	1.582	1.582
Number of Daily Visitors	Broj dnevnih posjetitelja	14.878 – 12.958	6.386 – 4.466	3.555 – 1.635
Number of People in Public Areas	Broj osoba na javnim površinama	4.803 – 4.778	2.680	1.972
m² per person – Zone 1+2	m² po osobi – Zona 1+2	6,28 – 6,31	11,25	15,29
m² per person – Zone 1	m² po osobi – Zona 1	3,81 – 3,83	6,84	9,29
m² per person – Stradun	m² po osobi – Stradun	1,38	2,48	3,35
Spending	Potrošnja	1,39 – 1,54 mil. EUR	0,8 – 0,9 mil. EUR	0,6 – 0,7 mil. EUR

University of Dubrovnik. (2025). *Carrying capacity assessment of the UNESCO World Heritage Site "Old City of Dubrovnik"* (p. 75).

Split Tourist Board. (2024). *Assessment of the carrying capacity of the City of Split*.

Destinacijski sustavi grada Splita	Kritični faktor	Status
Institucionalni i strateški okvir upravljanja turizmom	Usko grlo: Neefikasnost sustava upravljanja održivim razvojem turizma	- Nepostojanje sustava monitoringa utjecaja turizma; - Nedostatak koordinacije nadležnih tijela i institucija u turizmu; - Nedostatak strateškog razvojnog plana održivog turizma.
Korištenje turističke atrakcijske osnove	Usko grlo: Izražita koncentracija turistima namijenjenih sadržaja u zonama 'Središnji Split' i 'Kupališni Split'	- Koncentracija turistima namijenjenih sadržaja, uključujući npr. oko 70% ukupne restoranske i sl. ponude, dovodi do iritacije stanovnika uslijed istiskivanja sadržaja važnih za lokalnu zajednicu i uslijed percepcije gubitka duha Grada.
	Usko grlo: Prekomjerna koncentracija kupača na gradskim plažama	- Kupačima je raspoloživa je sub-standardna površina plažnog prostora od 1,2m²/osobi.

PURPOSE OF THE ANALYSIS – identifying bottlenecks and constraints to the tourism development within the destination

1. Review and analysis of **sustainability indicators** proposed by a special regulation (17+50)
2. Review, analysis, and interpretation of **carrying capacity indicators** (36 mandatory + 35 additional)
3. Listing and analysis of resource base, which is an integral part of the destination management plan

BASED ON THE ANALYSIS

1. Impact indicators are calculated separately for each analyzed year/area
2. Standards are established for individual indicators that define the acceptable level of tourism impact, in relation to the legal framework, strategic goals, vision, and stakeholder needs

Categories of carrying capacity **indicators** applied **in the analysis:**

1. Institutional and strategic framework (1)
2. Accommodation capacities (5)
3. Tourism demand (1)
4. Resource and attraction base (8)
5. Environment (3)
6. Space (land use) (4)
7. Utility infrastructure (5)
8. Transport infrastructure (4)
9. Population and quality of life (3)
10. Employment, economy, and importance of tourism (1)

11. **+ 35 additional indicators**

3. ANALYSIS OF DESTINATION CARRYING CAPACITY LEVEL

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SMJERNICE ZA PROVOĐENJE ISTRAŽIVANJA STAVOVA LOKALNOG STANOVNIŠTVA O TURIZMU I UTJECAJU TURIZMA NA KVALITETU ŽIVOTA

Anketa lokalnog stanovništva

siječanj 2025. godine

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SMJERNICE ZA PROVOĐENJE ISTRAŽIVANJA ZADOVOLJSTVA CJELOKUPNIM BORAVKOM U DESTINACIJI

Ankete turista i jednodnevnih posjetitelja

siječanj 2025. godine

2.2. Omjer broja kreveta u nekomercijalnom smještaju u odnosu na 100 stanovnika

Pokazatelj		Omjer broja kreveta u nekomercijalnom smještaju u odnosu na 100 stanovnika
Povezanost pokazatelja sa sustavima	Povezanost pokazatelja s međunarodnim sustavima	UNWTO – MST/ETIS (prilagodba) - Broj turističkih kreveta na 100 stanovnika
	Povezanost sa Zakonom o turizmu	Članak 14. stavak 2. – zadovoljstvo lokalnog stanovništva turizmom/održivo upravljanje prostorom
	Povezanost sa SDG-ovima	Cilj 11 – Održivi gradovi i zajednice Cilj 12 – Odgovorna potrošnja i proizvodnja
	Povezanost sa Strategijom i Nacionalnim planom	Strateški cilj: Turizam uz očuvan okoliš, prostor i klimu Posebni cilj: Smanjenje negativnog utjecaja turizma na sastavnice okoliša, prirodu i prostor
Obilježja pokazatelja	Definicija	Pokazateljem se definira omjer broja kreveta u nekomercijalnom smještaju (kućama i stanovima za odmor) u destinaciji u odnosu na stotinu stalnih stanovnika.
	Opis	Ovim pokazateljem se procjenjuje intenzitet turizma, odnosno razina objektivnog opterećenja koju turizam u periodu glavne turističke sezone stvara po lokalno stanovništvo, ali i na prostor te infrastrukturu.
Podatci	Naziv podataka	1. Broj turističkih kreveta u nekomercijalnom smještaju 2. Broj stanovnika destinacije
	Mjerna jedinica	1. Krevet 2. Stanovnik
	Izvor podataka/potencijalni izvor	1. eVisitor 2. Državni zavod za statistiku, baza „Gradovi u statistici"- Procjena stanovništva, stanje na dan 31. prosinca (https://podaci.dzs.hr/media/bz5hplcj/gradovi-u-statistici.xlsx)
	Dostupnost podataka i podatkovni jaz	1. Podatak je dostupan 2. Podatak je dostupan

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	Periodičnost prikupljanja podataka	Jednom godišnje
Metodologija izračuna pokazatelja		$broj\ kreveta\ u\ nekomercijalnom\ smještaju\ na\ 100\ stalnih\ stanovnika = \dfrac{K_{NO}}{S} \times 100$ gdje su K_{NO} – broj kreveta u nekomercijalnom smještaju S – broj stalnih stanovnika u destinaciji
Učestalost mjerenja		Svake četiri godine
Zoniranje		izračun po unaprijed utvrđenim zonama
Ograničenja pokazatelja i perspektive		

Shows:

- The **difference between the actual state** of specific tourism activity characteristics based on measured impact indicators and **established standards** and/or

- **Interval estimation of the number of visitors** that are acceptable in the observed area under sustainable tourism development conditions

It may be:

- **Above the defined standard of acceptability** – immediate corrective actions are required (**exceeded capacity**)

- **Below the defined standard of acceptability**, and the indicator value is up to 1/3 below the set standard – corrective measures should be prepared (**approaching capacity**)

- **Below the defined carrying capacity**, and the indicator value is more than 1/3 below the set standard – activities and visitor numbers are within the acceptable range, according to scenario results (**within carrying capacity zone**)
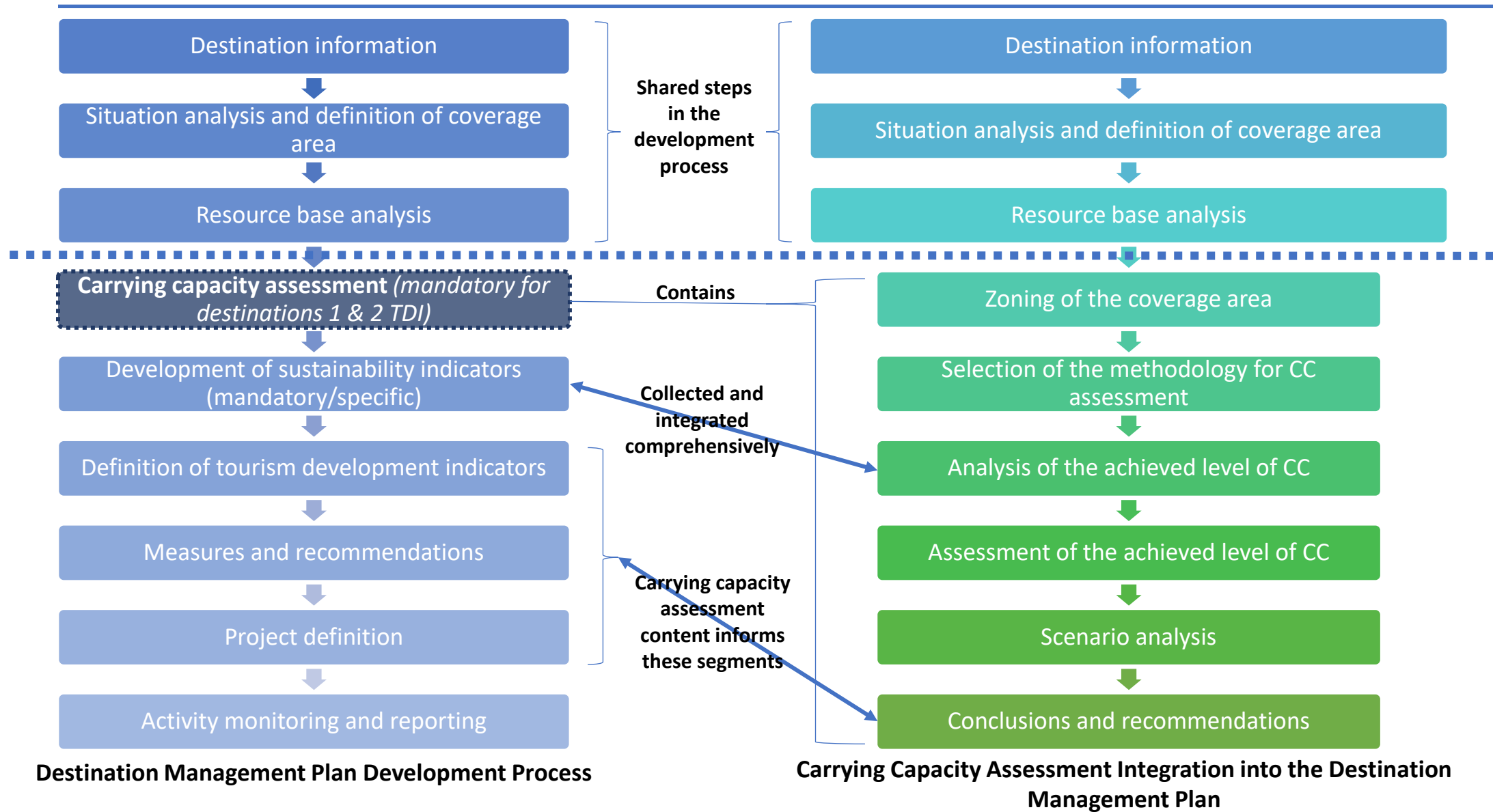
Scenario Analysis

- Development of growth scenarios – necessary for assessing potential future changes in carrying capacity
- Establishes a framework for proactive action

Conclusions and Recommendations

- Overview of key findings
- Recommendations to mitigate gaps between the current state and desired/acceptable changes in selected indicators

Destination Management Plan Development Process

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Shared steps in the development process

Destination Management Plan Development Process	Carrying Capacity Assessment Integration into the Destination Management Plan
Destination information	Destination information
Situation analysis and definition of coverage area	Situation analysis and definition of coverage area
Resource base analysis	Resource base analysis

Carrying capacity assessment *(mandatory for destinations 1 & 2 TDI)* — **Contains** → Zoning of the coverage area

Development of sustainability indicators (mandatory/specific)

Definition of tourism development indicators

Measures and recommendations

Project definition

Activity monitoring and reporting

Collected and integrated comprehensively

Carrying capacity assessment content informs these segments

Zoning of the coverage area

Selection of the methodology for CC assessment

Analysis of the achieved level of CC

Assessment of the achieved level of CC

Scenario analysis

Conclusions and recommendations

Destination Management Plan Development Process

Carrying Capacity Assessment Integration into the Destination Management Plan

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Ministry of
Tourism and Sport

Thank you for your attention!

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