THE ROMAN CITY OF SISCIA
Sisak
CROATIA
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EXECUTIVE SUMMARY

The Roman town of Siscia was, at one time, the capital and the most important town of the Roman province of Pannonia.

The whole of Siscia lies beneath the modern town of Sisak, an industrial centre for the last 50 years which today suffers from a transitional economy and unemployment. It is located 50 km SE of the Croatian capital Zagreb, in a rich natural and cultural landscape.

The area of the site of St. Quirinus, at the very north of Siscia, with remains of public buildings and town layout, residential districts, parts of the defence wall system with the monumental city gate and remains of the street pattern, is considered an ideal example of developed Roman urbanism.

Archaeological and geophysical research, so far on a small scale, has confirmed the great presentational potential of the site. As a result, a decision has been made by the Ministry of Culture and the Town of Sisak to establish an Archaeological park and interpretation centre in the nearby old industrial complex.

The benefits of the implementation of the plan are:
- The town character will change from being strictly industrial and will develop a greater cultural content
- Valorization of rich Roman heritage
- Valorization of old industrial architecture
- Additional scientific and educational programmes
- Providing possible impact on the local economy

The total cost of the Project calculated at this stage is 2 556 000 €. This excludes the costs of:
- the realization of the architectural project for the presentation of archaeological remains.
- establishment of the interpretation centre
- maintenance

The site will be managed by the Town of Sisak, with staff and programmes overseen by a supervisory board. The headquarters for the site management will be sited in the
interpretation centre. It is anticipated that the site will attract a minimum of 15000-20000 visitors per annum. Admission income will cover the cost of security and basic maintenance.

This Business Plan has been produced to highlight the scientific, educational, economic and social potential and sustainability of the site within the local and national context.

1. THE SITE

The remains of Roman Siscia are situated directly beneath the modern town of Sisak, which is the administrative capital of the Sisačko-moslavačka County, 50 km southeast of Zagreb. The area geographically belongs to the central Posavina region, on the western side of the great Pannonian plain. The town of Sisak, built on the foundations of Roman Siscia, nowadays represents an industrial town with a total population of about 50 000. The strength of the urban matrix of Siscia reflected itself in the rectangular layout of the classicist town of Sisak, planned at the beginning of the 19th century. In this way, the spatial organization of the ancient town was reflected in the layout of the modern town. Except for transferring the matrix, the phenomenon of complete overlapping of dimensions of two towns built in two historically distant periods is present.
Historic development, the context

Founded for strategic reasons, Siscia developed into a strong military, economic, political and spiritual centre of the Roman province Pannonia. Siscia was founded on the left bank of the Kupa River after the conquest of Celtic Segestica situated on the right bank of the river. Far back in the first century, it became the strongest Roman military outpost within the province intended for conquering the East. It is an important junction of road and river transport between Pannonia, Dalmatia, Italy and the East, and it had a river fleet and a harbour. In the third century, the royal mint was established and Siscia became the centre of the diocese. Roman Siscia covers a surface of 50 ha within the city walls. Archaeological research in the civil part of Siscia in the last 20 years has revealed the position of the city walls on several locations, remains of the city gate, large city bathing area, monumental granary building, a small square from 2-4 century, complex of a patrician urban villa from the 2-4 century; modest residence for many families from the time of the Flavians; hundreds of piles in the river bed of Kupa covered with the remains of broken bricks and the remains of a sunken wooden launch. Even though the question of the military camp’s position still remains unanswered, during the century a great quantity of military equipment has been pulled out from the river Kupa by dredging the river-bed. Outside the town walls from the northern, eastern, southern and western side is an area of five necropolises. Parts of the urban infrastructure have been discovered in several places; streets, drainage canals, parts of water supply system, town sewage system and a great quantity of mobile archaeological material, now stored in the Museum of Archaeology in Zagreb and City Museum Sisak (coin collection, stone plastic, metal findings, ceramics, wood, leather).

The archaeological importance of the site lies in the specific situation of a town beneath a town which preserved the structure of the whole of Siscia on the archaeological level and made its study and presentation possible. However, the site’s position requires a conservation procedure for every building intervention within the living urban matrix that penetrates lower subterranean layers.
St. Quirinus Archaeological Park

The area of St. Quirinus is situated on the northern side of Siscia and historic Sisak, covering a surface of 1.5 ha. It is an area of an urban block planned according to the classicist matrix where from the beginning of the 19th century a town cemetery used to be, later moved to a new location. The remains of a cemetery baroque chapel of St. Quirinus are located at the area’s northern border.

Archaeological and geophysical research conducted from 2003 to 2008 showed that a dense urban structure of Roman Siscia can be found throughout the whole area, preserved beneath and above the foundations level. A complex monumental city gate into the Roman city has
been discovered near the chapel of St. Quirinus, together with parts of city walls, paved streets and a small Roman city square. The geophysical research has confirmed building complexes arranged in rows and the street pattern of the entire subject area. Due to the typological diversity of the remains of the Roman architecture and building forms such as public buildings and town setting, residential town districts, parts of the defence wall system with the monumental city gate and remains of the infrastructure, the area of St. Quirinus is considered an ideal example for the representation of Siscia as the most important town of the Roman province of Pannonia.

Currently, only small parts of the site are undergoing research and are not accessible to the public.

2. THE PROPOSAL

The goal is to carry out archaeological research of the entire area of the future St. Quirinus Archaeological Park, preserving the remains of the Roman city district together with the remains of the city walls and monumental city gate, and presenting the fascinating remains of the most powerful city of the Pannonia province to the Croatian and European public. Besides the remains of Roman architecture, the goal is to consolidate and present the remains of the Baroque chapel of St. Quirinus, as well as to preserve the memory of the Christian and Jewish town cemetery from the 19th century by protecting and exhibiting gravestones excavated during the archaeological research in the 1970s exhumation.

Simultaneous goals are to establish an interpretation centre that will manage the site, that is, carry out quick interventions and maintenance of the archaeological park, and besides interpretation, include - restoration workshops, with scientists engaged on site specific and targeted research, invited lecturers, a multimedia centre with information about the actual stage of work and recent planning related to the on-going project, editorial board for current publications. Buildings such as the old alcohol factory, a registered industrial structure from the 19th and early 20th century situated at the perimeter of the future archaeological park, will be adapted to serve the needs of the interpretation centre.

According to the cited document, the major development objectives for the County are achieved through the development of traditional agriculture, small entrepreneurship and tourism, as well as management of natural and cultural resources according to the sustainability principles.

It is clear that the planned development strategy counts on the transformation of economy from the out-of-date industrial plants into a new development vision that places rich natural and cultural resources and preserved environment at the heart of County’s future. It is so not only because of the general quality of life, but also because economic priorities depend on preservation and efficient management of resources – highly productive ecological agriculture and tourism. The Archaeological Park Project closely follows the goals and priorities set by the mentioned development strategy.

The powerful archaeological potential of the remains of the prehistoric and Roman town felt by the contemporary inhabitants in Sisak has been recognized in *The Sisačko-moslavačka County Development Strategy 2007-2013* and *Tourism Development Strategy for Sisačko-moslavačka County 2007-2013*. These documents envisioned placing the cultural and natural heritage in the centre, giving them the role of a moving force of the County’s economy.

Although, archaeology is the principal attraction here, the site is going to integrate another heritage value by preserving the old industrial complex, turned into an archaeological facility The Town of Sisak had almost no tourist appeal until year 2000. The situation began to change when the first presented site of Sveti Križ was opened for the public. The turning point towards the realisation of a new tourist destination in Central and Northern Croatia was the decision, that is, the consensus reached between the Town and the State about the establishment of St Quirinius Archaeological Park and future presentation of attractive archaeological remains. Thus, the town transforms its character from an exclusively industrial town into a cultural one, and by doing so, this part of town would become a kind of museum.
quarter. Being a powerful and attractive cultural and public attraction, it would raise the quality of living within the historic zone of Sisak.

The realisation of the Archaeological Park brings a long-term development of accompanying contents (catering and commercial trade, education) and offers job possibilities in completely new sectors.

On the level of Sisačko-moslavačka County, which is a region with a modest tourist appeal, new content has the potential of attracting particular categories of visitors (Ministry of Tourism, Central Bureau of Statistics)

3. THE OUTCOME

The results of the Siscia - St. Quirinus Archaeological Park Project would bring a great transformation for the community in improving their quality of life. This project could become a cultural and economic turning point for the industrial population of a low-profit industry impoverished by transition processes.

The Siscia – St. Quirinus Archaeological Park Project would enable an insight into a first-class fascinating site which is a northern complex of the Roman urban structure of Siscia, the most important city of the Roman province Pannonia.

A highly significant archaeological heritage would be promoted, which would strengthen the position of Siscia as a brand of modern Sisak.

Establishment of an interpretation centre whose role would also include high quality coordination and management of the Siscia – St. Quirinus Archaeological Park. The indispensable conservation-restoration workshops are planned within the Centre’s composition, because the quantity of material discovered daily by means of archaeological research exceeds the current capacities.

The adaptation and use of the existing redundant industrial structures will preserve the memory of an industrial tradition in the area by housing the interpretation centre in the old alcohol factory located on the edge of the St. Quirinus Archaeological Park.

There will be a new orientation of the town’s economy towards the cultural and scientific tourism which has been neglected, transforming the archaeological potential into a great advantage of Sisak.

The accomplishment of the Siscia – St. Quirinus Archaeological Park Project would result in creating new positions in culture and tourism sectors.

Education and awareness rising of the community and the state on the values of Roman Siscia and archaeological heritage in general. Employment and training of volunteers.

According to the data given in Tourism Development Strategy for the Sisačko-moslavačka County 2008-2013, although certain growth is noted, Sisak attracts 5000 tourists per year who show interest mostly in historic monuments. This situation would soon be significantly improved by presentation and promotion of the fascinating archaeological park and its interpretation.

The objectives of the County Tourism Development Strategy are based on cluster zones and their integration. Given that the nearby tourist attractions – Lonjsko polje Nature Park and Topusko Spa – are the most-visited places in the County, one of the County’s strategic goals is to connect them to Sisak and its archaeological potential. Besides, there is an archaeological site of Roman town of Andautonija about 40 km north of Sisak in the direction of Zagreb, with presented parts of a Roman town’s structure (thermae, streets). Based on this well organised site, it is possible to foresee the sustainability of Archaeological Park in Sisak, with regards to its greater archaeological and location advantages.
In future, these two sites could be connected by means of tourist and educational programmes.

Connecting various sightseeing tours of Sisak together with the surroundings that offer a completely different type of rural and spa tourism would very soon increase Sisak’s attendance rate, bringing financial profit to the community.

Open towards the towns and regions with similar problems, exchange, raise the level of living conditions – the feeling of belonging and originating from a mutual Middle European and Mediterranean Ancient cultural history; to rise from the provincial setting of Sisačko-moslavačka County. Development of cultural and science tourism following the example of similar European sites, such as Carnuntum, Aquincum, Savaria.

4. THE REASON

Due to the importance of the Siscia site, the need to protect and present a significant portion of the Roman urban structure within the modern town, typological diversity of the remains of the Roman architecture throughout the area of the St. Quirinus Archaeological Park (public buildings and town setting, residential districts, parts of the defence wall system with a monumental city gate and remains of the infrastructure), are a unique opportunity to present and understand Roman Siscia as a whole.

Besides a confirmation of the local identity, wider educational and scientific interests are expected, along with the corresponding tourist and economic effects.

The options for the site are:

1. **No intervention**: Due to its specific position, the site would be continuously and seriously under risk due to construction work for the current and future needs of a contemporary town. No economic profit would be achieved.

2. **Partial intervention**: Educational and scientific interest might be accomplished. No economic profit would be achieved.

3. **Total rehabilitation**: Through this project the region will be enriched with attractive cultural, scientific and tourist significance. The total value of the town area will be increased as well as the culture and pleasure of living in the town of Sisak. Economic profit is expected, offering new positions in the culture, education, science and tourism sectors.

5. RESPONSIBILITY

The owner of the Siscia - St. Quirinus Archaeological Park is the Town of Sisak which also conducts site management. All interventions on the monuments require collaboration and approval by the Conservation Department in Zagreb and the authorized Conservation Department in Sisak, Ministry of culture of the Republic of Croatia.

The management of the Sisak - St. Quirinus site will be undertaken by the existing skilled personnel.

The owner of the project, the Town of Sisak, will deliver the entire project. Its qualified departments and services will be responsible for submitting financing requests and for its coordination, supervision and implementation. The Town of Sisak will also include subcontractors for the fields lacking in necessary experts. Constant expert supervision of work implementation will be carried out by the Conservation Department in Zagreb, Conservation Department in Sisak and the chief conservator for archaeological heritage of the Ministry of Culture.

The project of St. Quirinus Archaeological Park will have constant supervision from the Supervisory Board, consisting of representatives from the following institutions:
- The Town of Sisak
- Sisak Town Museum
- Conservation Department in Sisak
- Culture Centre Sisak
- High schools in Sisak
- Sisak Tourist Association
- The Church
- Sisačko-moslavačka County

All expert activities required for the Archaeological Park’s implementation will be conducted in accordance with the existing legal regulations of the Republic of Croatia.

After the establishment of the Archaeological Park, it will be managed by the newly founded institution – Interpretation Centre, which will consist of a manager, specialists in archaeology, maintenance workers and volunteers. This institution will be accountable to its founders – Ministry of culture of the Republic of Croatia and the Town of Sisak.

Talks have been conducted with the majority of the listed institutions included in Supervisory Board, and in the course of several meetings with the Mayor of Sisak collaboration has been agreed, as well as the level of participation in the project.

6. PARTICIPATION

Sisak is known for its strong tradition in crafts and industry, but the transition towards the market-oriented economy resulted in a collapse of great industrial conglomerates that proved to be too large, uncompetitive and with an out-of-date technology. In this context, Sisak might gain a completely different, more positive character by becoming the centre of archaeological heritage in the continental Croatia, the most important town of the Roman province Pannonia.

The Town of Sisak would improve living standards in general, and the entire northern part of the town, which is now an untended, half-industrial, half-residential neglected district, would gain exclusiveness by means of introducing cultural elements and become attractive for building investments of high quality.

In future years, by means of project implementation and establishment of an Interpretation centre, Sisak could gain an institution that would promote its attractive archaeological heritage, and by doing so, earn an unexpected profit. In this context, one may expect the creation of new positions in the culture, science and tourism sectors.

The Ministry of Culture finds great interest in protection, conservation and presentation of the unique Siscia archaeological site, as well as in systematic integral management, financing and care about the site.

The Ministry of Tourism and Tourist Board Sisak would receive a new place within the programme of culture and science tourism, which is unique on the territory of the County, and the state as well.

The Ministry of Science and Education – education of students from Sisak and Croatia, promotion of antique heritage, connection of community’s identity with the glorious and wealthy past.

Possibility of studying the material and site for the purpose of university education, postgraduate studies for the students of University of Zagreb and other European universities (Slovenia, Italy, Austria, Bosnia and Herzegovina, Serbia etc.)

Metal-working crafts, traditionally present in Sisak, could be integrated into a supervised souvenir production in the form of replicas of the movable archaeological findings (jewellery, coins...)

Ministry of Culture has already carried out conservation documentation for the future Interpretation Centre which is to be situated close to the Archaeological Park, specifically, in the building of the alcohol factory, a registered industrial structure from the 19th and 20th century.
Sisak Tourist Board has already begun including the archaeological potentials of Sisak into town promotion.

The site has been included into a regular educational programme at the Department of Archaeology of Faculty of Philosophy, University of Zagreb, by way of research, documentation and material interpretation (financed by the Ministry of Science and Education).

Due to the wealth and attractiveness of metal findings, the local craft-workshops have already begun making replicas of antique jewellery and items as tourist souvenirs of Sisak, under the licence issued by the authorized Conservation department in Sisak.

### 7. THE RISKS

All risks that can be supposed at this moment can only slow down the project, but cannot stop it altogether, because the project has been going on since 2003. The project is conceived in such a way that it can experience a long-term pause without causing damage to the site.

According to the Croatian Cultural Goods Protection and Preservation Act, funds planned for archaeological research always include a sum for permanent or temporary protection of archaeological sites, either by filling up or covering over.

The risk of the project could be a lack of financial resources, but this risk only influences the project’s completion date.

Needs for additional specialist studies could also occur, which would only slow down but would not stop the project.

Political discontinuity – political changes in local elections could only slow down the project, because the awareness of the importance of Roman Siscia has gained widespread acceptance on the local, regional and national levels for many decades now.

A skilled management and leadership of the project should prevent larger changes and keep it within the planned framework. Changes are possible in order to avoid unpredictable situations within the budget, but not to the site’s disadvantage.

### 8. THE COSTS

<table>
<thead>
<tr>
<th>SPECIFICATIONS</th>
<th>DURATION</th>
<th>EXPENSES €</th>
</tr>
</thead>
<tbody>
<tr>
<td>Archaeological research + documentation + restoration of movable findings</td>
<td>600 working days</td>
<td>2 000 000 €</td>
</tr>
<tr>
<td>Geophysical research + documentation</td>
<td>30 working days</td>
<td>6 000 €</td>
</tr>
<tr>
<td>Site conservation study</td>
<td>2 months</td>
<td>15 000 €</td>
</tr>
<tr>
<td>Conservation-restoration work + documentation</td>
<td>Following the research</td>
<td>400 000 €</td>
</tr>
<tr>
<td>Transport and town planning study for Sisak-north</td>
<td>3 months</td>
<td>15 000 €</td>
</tr>
<tr>
<td>Site presentation project+ facilities for tourist admission</td>
<td>6 months</td>
<td>30 000 €</td>
</tr>
<tr>
<td>Implementation of the presentation project</td>
<td>Estimation not possible</td>
<td></td>
</tr>
<tr>
<td>Interpretation centre project</td>
<td>6 months</td>
<td>30 000 €</td>
</tr>
<tr>
<td>Site management plan + maintenance plan + preventive conservation + marketing strategy</td>
<td>6 months</td>
<td>30 000 €</td>
</tr>
<tr>
<td>Tendering expenses</td>
<td></td>
<td>30 000 €</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>2 556 000 €</td>
</tr>
<tr>
<td>+Presentation Project implementation</td>
<td></td>
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</tbody>
</table>

CR_05 Roman City of Siscia in Sisak – Business Plan
The list of expenses is approximate and derived from current prices of project documentation and works carried out on archaeological sites in the region. Expenses mostly refer to research phases and the makings of project documentation. Given the very nature of archaeology which makes it very difficult to determine what type of structure will be discovered (mosaics, frescos, walls, tiling), it is hard to foresee even approximate costs of accompanying architectural design of presentation of archaeological remains (closed pavilions, access paths, fences), which will consequently follow after all research of the area planned for the future Archaeological Park finishes.

The Interpretation Centre is a completely separate project planned between the Town of Sisak and Ministry of Culture, and will be funded from other financial resources.

Regular annual maintenance of the future Archaeological Park is not included within the project’s expenses, because it is funded from the regular annual Town and State budget.

9. REVENUE

Since archaeological sites are not a living heritage and have only a limited use which is dependent upon developed feeling for one’s own history and the community’s identity (education, visits, contribution), as well as on the attractiveness of the material remnants of lost civilization, making a profit should be oriented towards winning popularity among the wider population, which should result in interest and an increased attendance rate to the presented archaeological finds.

Given that a profile and purpose of tourist visits to Sisak have not been analyzed so far, and that only data on number of tourists and overnights in Sisak are available, there are no direct standards of comparison to the future realization of the St. Quirinus Archaeological Park project. The data about Sisak Town Museum attendance rate records 8000 visitors yearly.

| NUMBER OF TOURISTS PER TOWN 2005-2006 (Sisacko-moslavacka County) |
|---------------------------------|-----------------|-----------------|-----------------|-----------------|
|                                 | 2005            | 2006            | 2005            | 2006            |
| Number of tourists              | Number of overnights | Number of tourists | Number of overnights |
| Topusko                         | 9.679           | 43.440          | 10.741          | 43.006          |
| Kutina                          | 5.544           | 15.258          | 6.371           | 12.512          |
| Sisak                           | 6.242           | 16.410          | 5.313           | 15.915          |
| Popovača                        | 2.102           | 2.374           | 2.185           | 2.279           |
| H. Kostajnica                   | 665             | 1.934           | 743             | 1.972           |
| Petrinja                        | 553             | 1.664           | 738             | 2.196           |
| Novska                          | 207             | 256             | 257             | 1.201           |
| Jasenovac                       | 19              | 143             | 35              | 264             |
| Other                           | 126             | 320             | 234             | 680             |
| TOTAL                           | 25.138          | 86.894          | 26.705          | 80.025          |

Source: Tourism Development Strategy for Sisacko-moslavacka County 2007-2013

This picture of low attendance rate for Sisak as a regional centre can be improved already within the Sisacko-moslavacka County by connecting health resorts and spa tourism in Topusko, rural tourism in Lonjsko polje (Jasenovac, Novska) with the cultural and science tourism in Sisak.

A comparison with the well-established examples of archaeological parks in Croatia and Europe showed that the basic profit level can be achieved by means of organized visits to the archaeological parks that would be planned in advance and guided by the Interpretation centre (students from elementary school, high school and university, citizens, pensioners...). The Town of Sisak and Ministry of culture, which have given financial support for the Siscia – St. Quirinus Archaeological Park so far, intend to ensure that the profit would be sufficient for the site’s protection, maintenance, management and promotion.
If the site achieves no commercial success, the Town of Sisak, Ministry of Culture, Ministry of Tourism, and Ministry of Science, Education and Sport could provide financial support for the site’s and Interpretation centre’s maintenance.

Given the future Park’s dimensions and work technology on archaeological sites, together with the expected 3 years period of realisation, it is possible to organise visits to the completed parts.

The profit obtained between phases as well as after the project’s completion will be managed by the Town of Sisak and its qualified services that will also manage the site. A marketing strategy should be commissioned in order to get a more elaborate economic plan of site management.

*Coin from the Siscia imperial mint found on the site*
10. THE PRODUCT

The final product is an organized St. Quirinus Archaeological park together with the unique Interpretation centre housed in the adapted industrial buildings of the 19th and early 20th centuries. This project demonstrates to the public that Siscia with the inclusion of its material remnants, truly is the most important town of the Roman province Pannonia and the most important site from the period of Antiquity in continental Croatia.

11. SUSTAINABILITY

According to the data given by the Archaeological Museum in Zagreb which is authorized for the Andaunonia Archaeological Park, the Park secures its own funds through visitors during the three months in a year when it is open for public. The total amount of obtained funds from this period is 30 000 €. Given that visiting archaeological parks is included within the Croatian school programme, the major number of visitors is unquestionable.

The organization of site maintenance will be carried out by the Interpretation centre’s employees.

An estimation of expenses for the necessary preventive conservation on the basis of the site’s condition would be carried out by the authorized conservation service annually, for the possible short- and long-term preventive conservation of the archaeological park.

The work on the presented archaeological structure as well as on the accompanying architectural design of the archaeological park can only be carried by firms licensed to work on cultural goods.
Maintenance of other service facilities, tourist info spots, parking lots, sanitary facilities, cleaning and infrastructure maintenance will be managed by the Town of Sisak via its department for municipal services. The Town of Sisak with its professional services will be responsible for the making of maintenance and management plan. The Town can also invite tenders for makings of such plans if the fields of conservation and management lack in professional experts. Maintenance funds should be provided by the project itself, the monument annuity, and the national, regional and local government.

12. SUMMARY

The project will achieve the preservation of the remains of the classic antique civilization of which Siscia constituted a famous part, through the presentation and organization of St. Quirinius Archaeological Park.

It will also ensure the preservation of the industrial tradition in Sisak by means of the adaptation of the the registered industrial buildings of the old Segestica alcohol factory.

Sisak will gain an exclusive and attractive archaeological zone, an archaeological park that can encourage economic development oriented towards cultural and science tourism.

Croatia gains a so far untried and unique model of heritage interpretation centre for the purpose of better communication of the rich cultural heritage that has determined practical living conditions for the local community.

Siscia with its great archaeological potential gains direct management and organization focused exclusively on the archaeological heritage as a whole.

Croatia gains a place that provides education for elementary, high schools and university students.
Business plan carried out by:
Tatjana Lolić, senior advisor - conservator
Conservation Department in Zagreb