

National Tourism Strategy 2030

Big impact, small footprint



Contents

Guide for readers	5
Preface.....	6
1.0 What and why – in brief	8
2.0 Tourism in Norway – figures and structure.....	14
2.1 Diversity	15
2.2 Job creation	18
2.3 Important all over the country	18
2.4 A major export industry	18
2.5 Impacting many people’s lives	21
2.6 Dynamic business.....	22
2.7 The Sustainable Development Goals.....	22
3.0 Prerequisites for development.....	24
3.1 The green shift	25
3.2 Digitalisation	25
3.3 The pandemic	26
4.0 The road ahead	28
4.1 Five important pieces of advice from the OECD.....	29
4.2 A holistic perspective.....	31
4.3 Mobility and accessibility	31
4.4 Experiences that add value.....	32
4.5 Resources: nature, culture and people.....	32
4.6 Important input factors	36
4.7 Interaction in the tourism ecosystem	39
4.8 Tourism’s place in public planning and administration.....	42
4.9 Market development for the future	44
5.0 Goals and strategic measures	46
5.1 Ambition and core values	47
5.2 Goals for 2030.....	48
5.3 Strategic measures	51
5.4 Evaluation and performance measurement	53
6.0 Initiatives and measures	54
6.1 Reinforce value creation capability.....	56
6.2 Reinforce restructuring capability	62
6.3 Reinforce management capability	66
6.4 Reinforce the interaction capability	69
6.5 a) Ensure adapted measures	72
6.5 b) Ensure good framework conditions	73
6.6 Contribution of the measures to the Sustainable Development Goals	76
7.0 Epilogue	78
7.1 A 2030 scenario	79
References.....	80
Final notes	83
Appendices.....	84

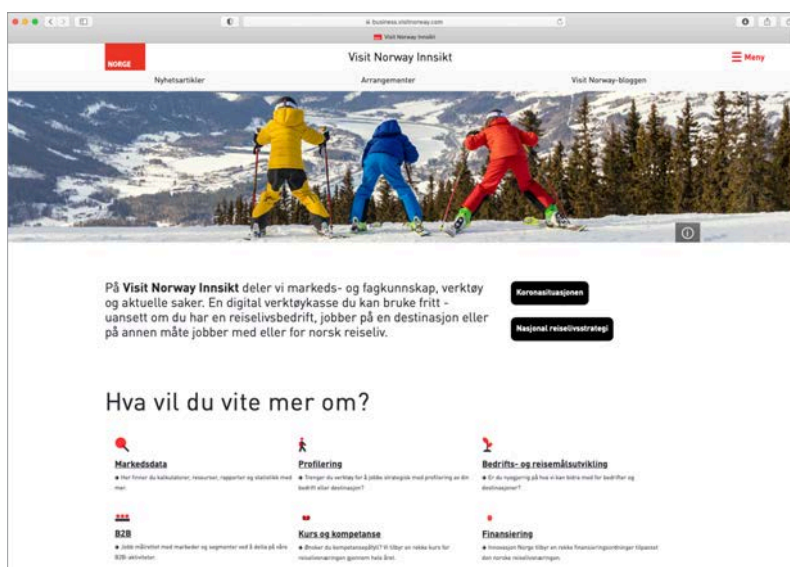




Guide for readers

This strategy document describes prerequisites for development, core values, goals, strategic measures, recommended priority areas and measures. The mandate and method are enclosed, along with an overview of the most key framework conditions for the industry.

An online knowledge base has also been prepared which forms the specialist foundation for selected parts of the strategy. This includes a knowledge base on the funding of public benefits in the tourist industry, an assignment awarded by the Ministry of Trade, Industry and Fisheries in December 2020. There is a more detailed description of the method and involvement process alongside these knowledge bases. Take a look at business.visitnorway.com/no.



business.visitnorway.com/no

Preface

Tourism is important to Norway for many reasons: regional development, employment, value creation, exports and sustainability. The tourist industry results in major ripple effects and value creation opportunities in other industries. Tourism now stands at an important crossroads triggered by the coronavirus pandemic.

Innovation Norway was commissioned by the Ministry of Trade, Industry and Fisheries in January 2020 to develop a general strategy for the development of Norwegian tourism; not a strategy for Innovation Norway's tourism mission, but a strategy for Norway as a travel destination. Its mandate was to provide guidance for further development by emphasising what has to be done to develop additional competitive and profitable travel agencies, create year-round employment and assist with sustainable development.

The coronavirus pandemic had a major impact on tourism in 2020, both in Norway and abroad. This is why the new strategy is clearly expected to address special measures for the first three years of the strategy period so as to help lift the tourist industry out of the crisis. There will be enormous competition locally, regionally, nationally and internationally over the next few years because everyone is aiming to rebuild at the same time, both in Norway and elsewhere. It is positive, therefore, that Norwegian tourism has used this strategy work to define a common direction for development and how best we can achieve it – together!

From the tourist industry. To the Government

This tourism strategy is based on professional considerations. It views tourism from the perspective of societal development and so also deals with framework conditions, challenges and points of contact with society in respect of the actual business activity. A holistic perspective on the development of the tourism of the future is crucial when it comes to making companies competitive and reinforcing the foundation for good profitability.

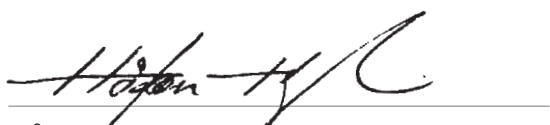
This strategy is based on a great deal of useful input and insights from the Norwegian tourist industry, as well as a number of other industries and sectors. Insights based on international analyses, trends and developments are also used as a basis. The extensive involvement activities for the strategy process are described in Figure 1.

Enormous commitment

Innovation Norway would like to thank everyone who has made a contribution. It would have been difficult to meet our target in this challenging climate without this enormous commitment. The work done on the strategy has allowed both the tourist industry and other stakeholders to demonstrate an impressive willingness to look to the future with strategic emphasis. Everybody wanted to help the tourist industry succeed in defining common long-term goals for the next decade.

To conclude, Innovation Norway wishes to extend its warmest thanks to process manager Mimir AS in particular for some superb cooperation in the implementation of the process.

Oslo, 7 April 2021



Håkon Haugli, CEO
Innovation Norway

Primary activities in the involvement process



A large number of managers, specialists and resource personnel from all areas of the travel industry were invited to share their input and insights. We received around 400 contributions from stakeholders of all sizes, public and private businesses, volunteers, policy implementation agencies, communities of experts, policymakers, representatives from other industries, etc.



200 intelligent people participated in 35 digital round-table talks



160 written inputs from 135 stakeholders via a digital inbox



40 specialist deep dives with 45 members of resource personnel at Innovation Norway



Insight discussions and 3 rounds of dialogue meetings with 11 county authorities, the Governor of Svalbard and the Sami Parliament



Insight discussions and 3 rounds of dialogue meetings with the Strategic Council



3 rounds of dialogue meetings with trade organisations and other key stakeholders



3000 unique visitors and 60 hours of presentations of online information



1000 people heard a notice in connection with the Reise:Liv event



115 people participated in a notice at a webinar for all parties that provided input

Figure 1 Involvement process

1.0

What and why – in brief



The tourist industry in Norway provides many, many people with jobs. Employment was equivalent to 171,200 man-years in 2019ⁱ; 7.1 per cent of all employment. Calculations from the World Travel and Tourism Council (WTTTC) show that with all the ripple effects, 350,000 jobs were provided overallⁱ. Total consumption amounted to NOK 193.9 billion, and preliminary figures from Statistics Norway for 2019ⁱⁱ show that the share of exports amounted to NOK 59 billion. As a result, tourism is Norway's fifth biggest export industryⁱⁱⁱ.

Prior to March 2020, when the pandemic paralysed the industry, the last six years had been a continuous period of growth, particularly in the export-oriented part of the industry. Measured in international overnight stays, there was no less than a six per cent increase in 2019 compared with the previous year.

Optimism

The industry was characterised by optimism and prosperity, and many new companies came into being. The capital markets had become more aware of the Norwegian tourist industry. More and more new projects were being implemented. The emphasis on experiences was a driving force, and there was significant development of the experiences industry all over the country. Seasonal development

was subject to systematic efforts to allow companies to operate all year round wherever possible. Innovation Norway had launched a new "All Norway, all year round" strategy as the title for its measure. The industry was in the process of positioning itself as a cornerstone industry in many local communities, including in our major cities. The switch to the green shift had begun, and the Government was working on demanding greener solutions for transport by sea, air and land.

Still facing problems

We are still facing problems now that we are keeping the pandemic at bay. Profitability remains low, capacity has not been utilised extensively enough, the industry is facing recruitment challenges and the pace of innovation is low. The tourist industry is unable to deploy the entire range of measures available to the Norwegian business community. This raises questions as to whether these measures are adapted sufficiently to suit the service sector and the distinctive nature of the industry. Internationally, the countryside is still what sells Norway. We have been unable to develop a position as a cultural and food nation with an international impact. It is important to be able to create experiences that are less dependent on the weather and seasons and that can help bring in traffic all year round.

ⁱ Employment was converted into man-years, full-time equivalents, for salaried employees and independent operators. 7.1 per cent (Statistics Norway 2021a)



Growing pains

There has been no political will to accommodate the industry's desire to improve management capability at destinations. Cooperation between public and private stakeholders must be reinforced during a time of such rapid growth. As a result, tourism in Norway has experienced clear growing pains over the last few years. However, this development has not received strictly positive coverage. This is particularly true of the handling of volume growth at iconic natural attractions, in harbours welcoming lots of cruise arrivals or charming districts visited by lots of people. This is frequently the case in places where travel agencies do not control matters or make decisions, define the rules or can finance the arrangement. This may include public spaces, nature areas, cultural attractions or traffic hubs. The tourism of the future cannot be developed so casually, and with so little control. A number of regulations and framework conditions applied in respect of this rapidly growing industry must be modernised and rejuvenated. They are not designed to handle this development, as is also highlighted in many inputs linked with this strategy work.

A new era

Besides the need for forward-looking rebuilding following the coronavirus pandemic, both the green shift and digitalisation are deep drivers that will influence the development of the industry up to 2030. There is potential for green growth and increased export revenues, based on a win-win development for industry stakeholders, visitors, towns and communities of all sizes, the environment and our planet.

The aim is for the Norwegian tourist industry to increase its creation of value and jobs all over the country in a way that also enriches local communities. Stakeholders must deliver such high customer value that customers are willing to pay for more things and make repeat purchases. Tourism will help Norway to become a low-emissions society. Reinforced value creation capability, reinforced capacity for innovation and creation, and reinforced capability to manage the development created are the initiatives that will be used to achieve these goals. Better interaction is another goal. This includes all stakeholders in the ecosystem best used to describe the modern tourist industry. Moreover, the tourist industry is entirely dependent on good framework conditions and appropriate measures.





UN SUSTAINABLE DEVELOPMENT GOALS



Figure 2 National Tourism Strategy 2030 will contribute directly to six of the 17 UN Sustainable Development Goals

New goals

The Norwegian tourist industry must make an active contribution to the attainment of all UN Sustainable Development Goals. The aim of the strategy is to contribute directly to six of the Sustainable Development Goals through selected strategic measures and proposed initiatives and measures. The six specific goals are numbers 8, 9, 11, 12, 13 and 17, cf. Figure 2.

The strategy is based on the principles of “The Future of Tourism”, which was established in 2020². The aim of this global coalition is to help ensure that destinations are central to strategies for rebuilding the tourist industry in the wake of the pandemic.

The goals relating to the reduction of greenhouse gas emissions mean that the tourist industry must prioritise target groups with high value creation and low emissions. Innovation Norway has already developed a first-generation calculator to facilitate calculation of this. This strategy will make it possible to develop further and form a basis for market development and market priorities going forward.

Long country

This development must take into account the major differences and regional variations in needs and conditions that characterise the destinations of Norway. Stakeholders and destinations must have the freedom to develop, build their priority markets and facilitate value creation in ways that protect local needs and opportunities. These variations must also be understood and managed from a national perspective, but with the goals of the national strategy as a guiding principle and binding foundation.

Pioneering spirit

The Norwegian pioneering spirit and social model created our national oil adventure and resulted in our electric car initiative becoming renowned all over the world, so it is important to include these in the development of the tourist industry up to 2030. This strategy aims to provide a national tourism strategy for a new era. The tourist industry’s contribution to job creation, export revenues and cultural pulse in towns and communities may become the tale of the new Norwegian business adventure.

² <https://www.futureoftourism.org/>

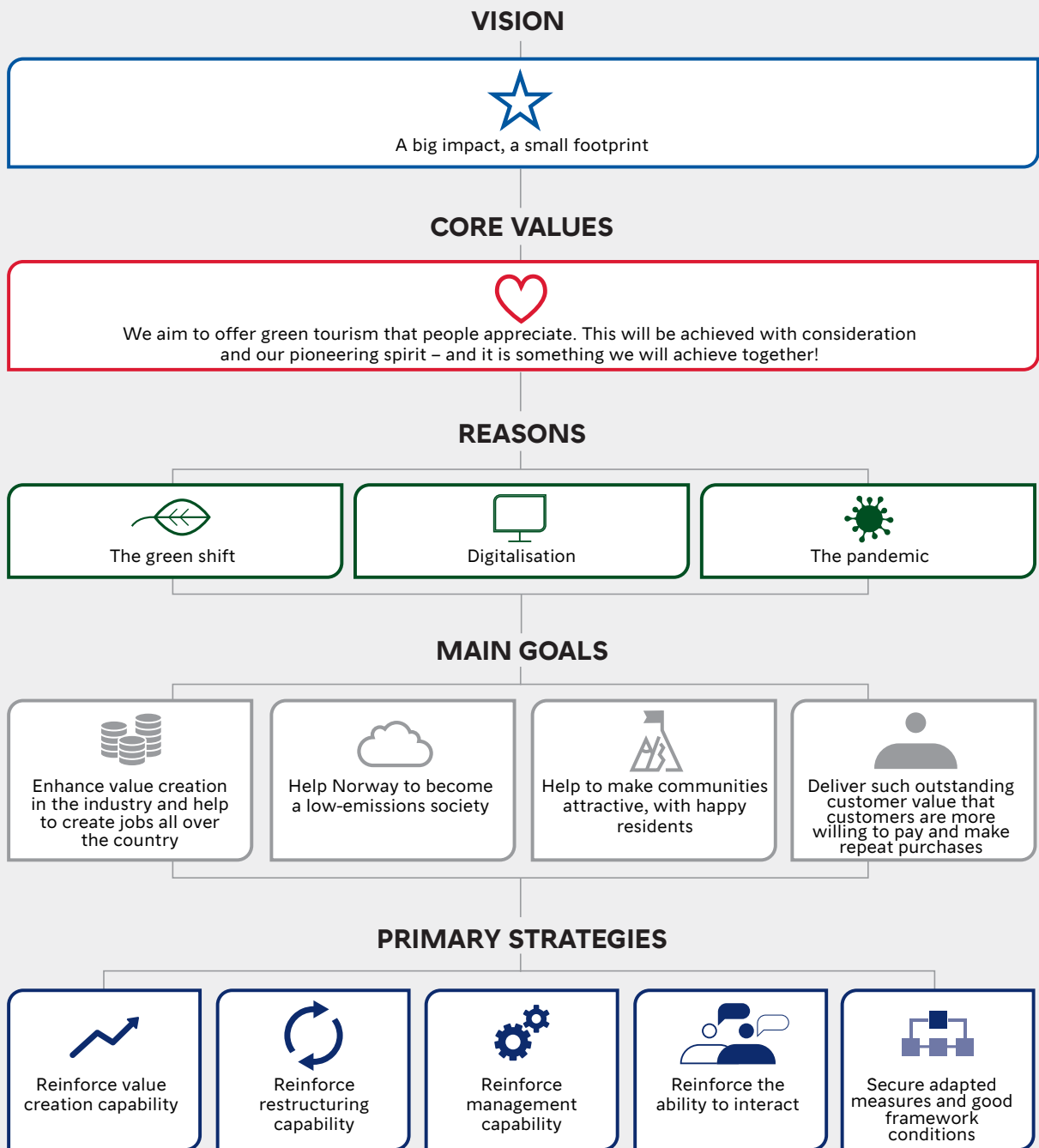


Figure 3 The strategy on one page



2.0

Tourism in Norway – figures and structure



2.1 Diversity

Food

Tourism as an industry³ is made up of several industries offering goods and services to travellers. The most important ones are accommodation, activities, attractions and sights, catering, meetings and events, culture and entertainment, transport, information and distribution, trade and associated services. This is known as the hospitality industry in many countries, and this business activity is described as all consumption linked with physical visits to places. What sets tourism apart from other industries is the fact that customers or visitors come to the “production site”. All services are produced with the customer present, and it must be possible to deliver them “there and then”. Services and experiences cannot be stored and sold at a later date, as has become apparent during the coronavirus pandemic. The purpose of the trip determines when, where and why people travel and is frequently divided into business traffic, courses and conferences, and holiday and leisure-based demand. Tourism is also described in categories based on motivation, desires for adventure or forms of travel such as cruise tourism, fishing tourism, ski tourism or event tourism.

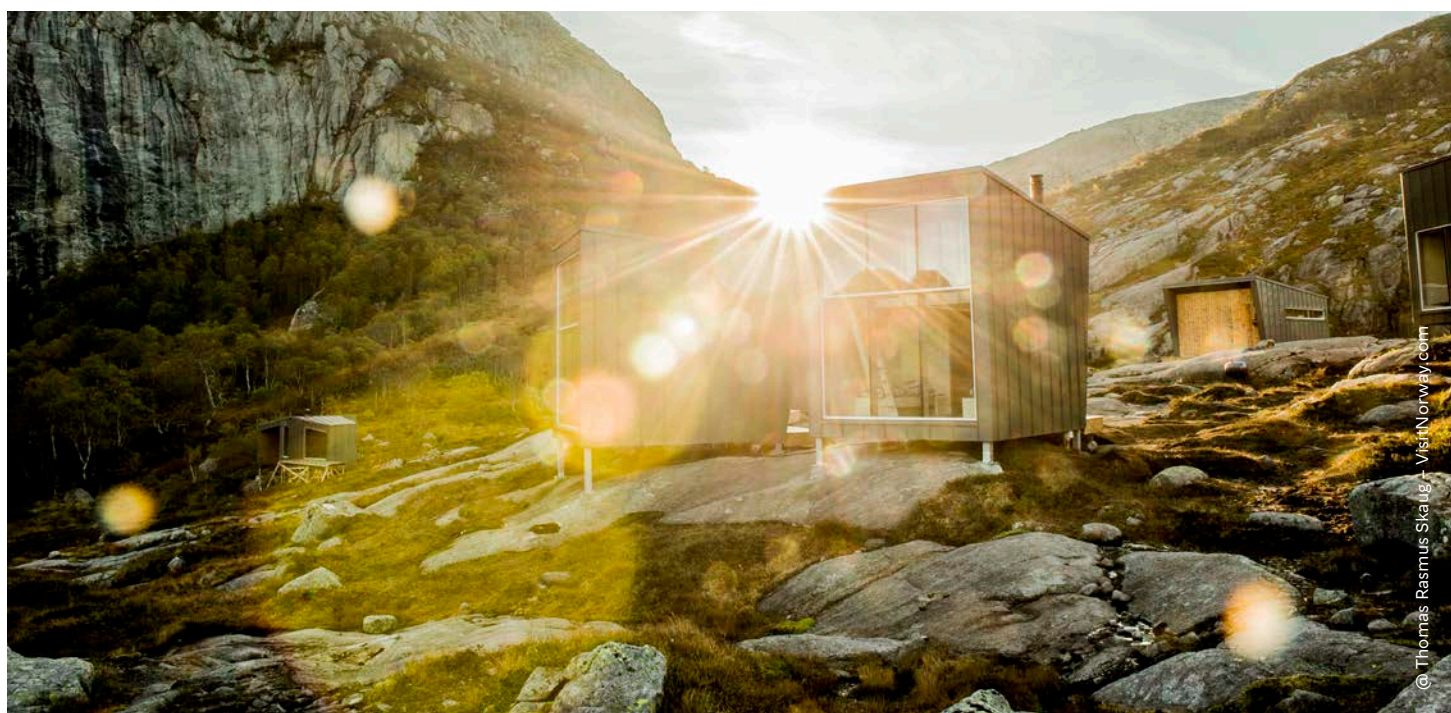
On the stakeholder side of things, listed international companies, chains, shipping

companies and national market groups operate alongside family-owned companies of all sizes and seasonal businesses. Services are purchased both directly and via intermediaries, and via tour operators and other organisers both in Norway and elsewhere. People travel alone or in groups, in their own vehicles or using public transport. Customers include locals, holiday and leisure visitors, conference delegates and event participants, business travellers and cabin owners. Companies often serve different target groups throughout the year. Many companies specialise in one main market or one main season, so there is a lot of spare capacity in the Norwegian tourist industry at a certain time of the year and throughout Norway as a whole.

Ecosystem

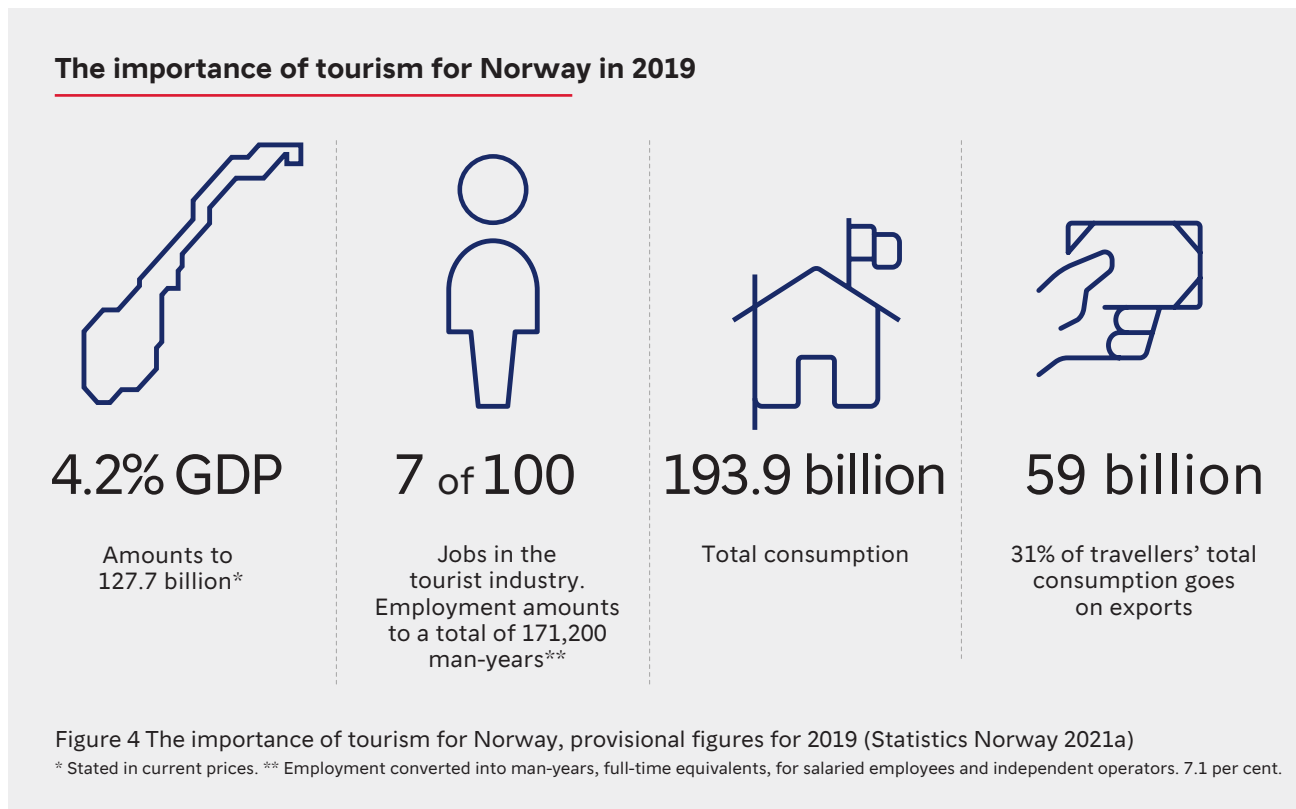
The tourist industry is entirely dependent on organised interaction with the surrounding society, because people take trips not necessarily as a commercial product, but to visit nature areas, cultural events, natural phenomena or attractive cities. All in all, this makes tourism an ecosystem, a network of industries with many different links between markets, stakeholders and deliverables. Challenges are therefore created for other parts of the ecosystem when a part of that ecosystem fails to function.

³ This strategy requires a broad, demand-driven approach to tourism as an industry and ecosystem. This is why it is not limited to the five industry codes defining what is known as the core business of the tourist industry.



The starting point for value creation in tourism is consumption, which is distributed across different industries and businesses and travel to and from destinations. This includes cultural institutions and public services, trade, events and activities. The profile of consumption is largely determined

by the motive for and purpose of the trip, along with the types of companies that profit from different target groups of visitors. The sector generates annual consumption amounting to NOK 193.9 billion. Export revenues, i.e. consumption by foreign visitors to Norway, account for NOK 59 billion of this.





2.2 Job creation

Employment in the tourist industry in 2019 was equivalent to 171,200 man-years, i.e. 7.1 per cent of all employment in Norway. Most of these jobs are in transport and catering, accounting for 43 and 21 per cent, respectively. This is followed by accommodation, at 16 per cent.^{iv} Calculations from the World Travel and Tourism Council (WTTC) show that with all the ripple effects, 350,000 jobs were provided overall by the tourist industry in Norway in 2018^v. In 2019, the tourist industry increased its percentage of total employment in Norway for the seventh year running. The number of year-round jobs has increased as well; and tourism provides all kinds of job opportunities, both full-time/part-time and seasonal. It also provides an arena for both skilled and unskilled workers, as well as managers of all genders. Tourism is also a significant integration industry^{vi}.

2.3 Important all over the country

Norway saw almost 36 million commercial overnight stays in 2019^{vii}. The volume is distributed differently throughout the various regions, both geographically and seasonally, but summer visitors still dominate the travel situation. Both Western and Eastern Norway⁴ see more than five million commercial overnight stays in summer. The relative significance of cities increases in the months in which business travel and conferences make up more of the traffic. This is why Oslo and the former county of Akershus see the most overnight stays in Norway (2.55 million) in autumn. Eastern Norway again sees the most overnight stays during the winter season, because most of the major ski destinations are situated here. The most significant change over the last few years has been the growth in winter travel to Northern Norway (a total of 1.0 million overnight stays) and Western Norway (a total of 1.65 million overnight stays). This growth is linked with long-term initiatives to develop these regions into year-round destinations for international tourism.

On a national level, tourism contributes NOK 4.4 billion in tax revenues to local authorities. This is more than both the processing industry (3.5 billion) and the seafood industry (1.6 billion), according to the report entitled “Reiselivsnæringens verdi”^{viii} produced by Menon Economics for the Norwegian Hospitality Association.

2.4 A major export industry

In the tourist industry, “exports” are consumption by foreign visitors to Norway; that is to say, the importation of their consumption/purchasing power. The export element of Norwegian tourism services has increased significantly over the last few years, and tourism is regarded to be the fifth largest export industry in Norway. Preliminary figures from Statistics Norway (SSB) set the value of exports to NOK 59 billion (2019). Norway as a destination for international visitors still offers untapped potential, and Menon Economics has estimated that there is potential to export another NOK 20 billion up to 2030.^{ix}

Norway has seen continuous growth in the number of visitors from abroad over the last six years, and 2019 saw a six per cent increase in international overnight stays in Norway compared with the previous year.

From a post-coronavirus perspective, it is important to perceive the fact that in recent decades people have continued to travel in order to see new places and experience new cultures, despite economic and political unrest, terrorism and natural disasters. Globalisation also links people and business activity together across national borders. 16 per cent of household budgets in mature economies are spent on travel and experiences^x. The tourist industry has recovered from crises time and time again. This indicates that there are robust needs and desires that form a basis for both holiday and leisure travels, courses and conferences, as well as business travel.

⁴ Eastern Norway is defined here as Innlandet, Vestfold og Telemark and Viken, except for Akershus. Western Norway includes the counties of Rogaland, Vestland and Møre og Romsdal.

Traveller consumption is distributed over a range of goods and services

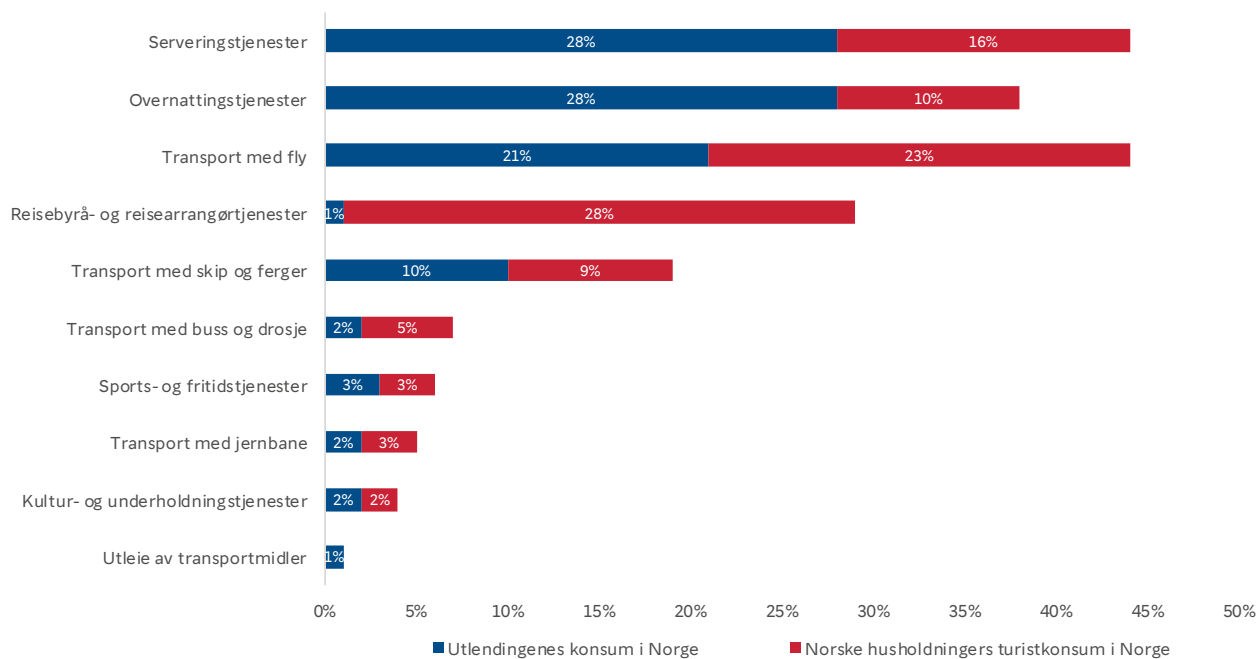


Figure 5 Distribution of consumption of tourism by various goods and services. Consumption by foreigners and Norwegian households. Preliminary figures for 2019 (Statistics Norway 2021a)⁵

⁵ Based on a model used to calculate tourism consumption internationally. Tourist consumption among Norwegian households includes Norwegians' purchases of foreign travel via Norwegian companies.

Seasonal variations in different regions

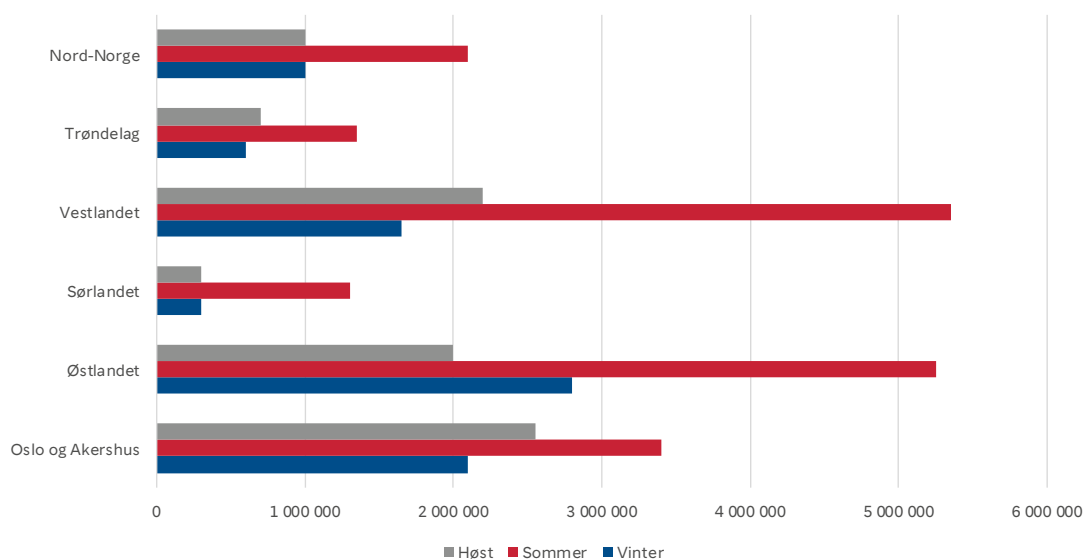


Figure 6 Four-monthly distribution of commercial overnight stays and cabin rental nights per region (Statistics Norway 2021a)



2.5 Impacting many people's lives

Consumption is complex, so the impact on many different stakeholders is distributed outside the core businesses as well⁶. All types of visitors, including cabin owners, are an important import of purchasing power for towns or communities, beyond the purchasing power generated by their own population. The travel agencies and their employees also cause ripple effects. This strengthens the economic base for suppliers of goods and services in trade, cultural offerings, activity facilities, building and construction, cleaning, ICT, advertising, tradesmen, safety/security, health services, voluntary organisations and food producers.

Of the total consumption of NOK 193.9 billion generated by tourism, 65 per cent – or NOK

125.8 billion – is spent on buying goods and services from core businesses operating in connection with tourism. At the same time, 35 per cent, or NOK 68.1 billion, is spent on consumption of goods and services from other businesses in Norway: these are known as add-on sales^{xi}. This feature of tourism is already of major significance to many places all over the country.

Increased investment is allowing the tourist industry to create more business activity and more jobs while also contributing to efforts to attain the UN Sustainable Development Goals. Hence tourism can also help to resolve challenges described in both “Regjeringens Perspektivmelding”^{xii} and “Distriktsmeldingen – Levende lokalsamfunn for fremtiden”^{xiii}.

⁶ The core businesses in the tourist industry are accommodation, catering, transport, distribution and experiences (<https://www.ssb.no/turismesat>)

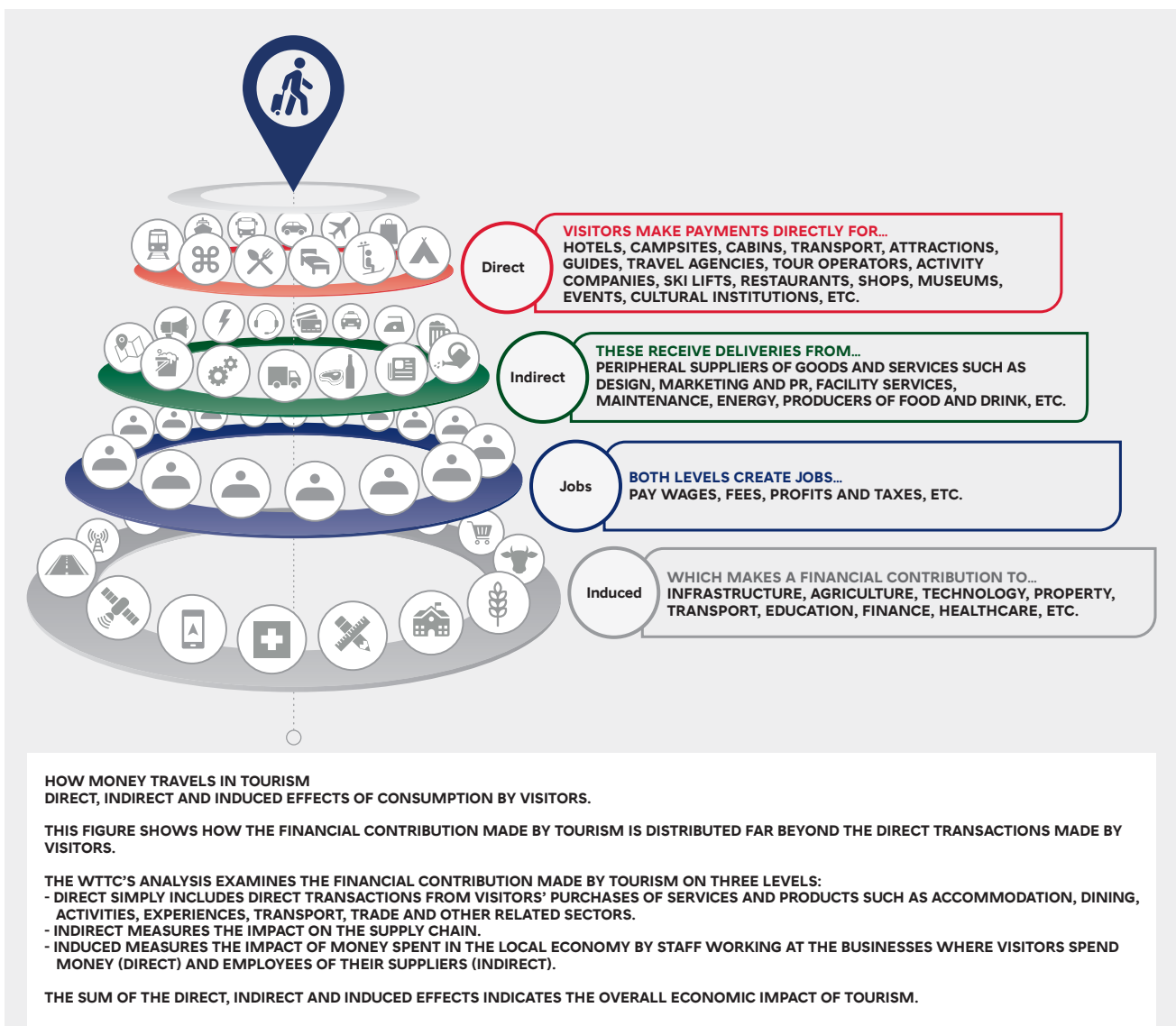


Figure 7 How money travels in the tourist industry. About the direct, indirect and induced effects of visitor consumption. (WTTC 2017 p. 11)

2.6 Dynamic business

Tourism is closely interlinked with the development of society in general on account of the values and consumption patterns of the population and the interests and needs reflected in the business community and society in general. This is why visitor consumption is transferred to new industries and creates growth outside the core businesses in the tourist industry as well. Expansion of cabin offerings in Norway has altered many mountain destinations. Accommodation has moved away from hotels to private cabins and apartments, and the consumption pattern has altered accordingly. A greater interest in healthy food and drink creates new concepts in the restaurant industry and new markets for local food producers. Innovations in respect of sports equipment such as e-mountain bikes and better skis for fresh snow are changing outdoor habits and controlling travel behaviour. Global businesses such as Airbnb have become major channels for the rental of private homes for holiday purposes in Norway as well. Such stakeholders are now providing commercial accommodation and challenging established value chains as well. There will be more radical innovations and changes in preferences and needs over the next few years. This will continue to challenge stakeholders' abilities in terms of innovation and business development.

Norwegian tourism has faced changes to an extent over the last decade, with cluster and network cooperation, interaction with R&D communities, chain formation and consolidation. New market opportunities have been exploited, new experiences have been developed, new traffic flows have been established.

The coronavirus pandemic, digitalisation and the green shift are now challenging the industry. This must be met with a strong capacity for innovation and restructuring, and it will be important to ensure that companies' initiatives and ambitions are met with adapted measures and timely framework conditions.

2.7 The Sustainable Development Goals

Work on the UN Sustainable Development Goals is in progress on both an international and national level. Work is being done on sustainability in all regions, county authorities and local authorities in Norway, as well as in many companies and organisations. The Sustainable Development Goals are also being integrated into national and international legislation and regulations, thereby also providing the tourist industry's platform for its sustainability efforts. The UN has formulated 17 goals and 169 targets to collectively provide nations, businesses and communities with a direction that they all share. Greater consideration for nature, the environment, culture and local communities will be important for the tourist industry.

Norway is one of a very small number of countries to already have an established labelling scheme at the destination level. The *Sustainable Destination* label is administered by Innovation Norway, and more than 100 local authorities were involved by early 2021. Back in 2017, key stakeholders in the tourist industry created the "Mot et bærekraftig reiseliv" roadmap as the tourist industry's input for the Government's strategy in respect of green competitiveness.



**BÆREKRAFTIG
REISEMÅL**

LOKALT ENGASJEMENT
I ET LANGT PERSPEKTIV



3.0

Prerequisites for development



The industry is international, influenced by both global and national changes, and the green shift and digitalisation are now the most fundamental changes and drivers. They will affect all parts of the tourist industry as 2030 approaches, in addition to the impact of the coronavirus pandemic.

3.1 The green shift

Norway is aiming to become a low-emissions society by 2030 and reduce its CO₂ emissions by at least 50 per cent^{xiv}. This will require change and innovation in both the public sector and the business community, as well as the participation of the populace and civil society. The tourist industry must comply with both international and national regulations and provisions, carbon taxes and responsibility principles (“polluter pays”). There will also be changes in consumer preferences and willingness to pay as regards green choices and travel habits.

It is estimated that 25 per cent of the carbon footprint in the tourist industry comes from location-based business (services and goods purchased at the destination) and 75 per cent from transport, travel to and from the destination^{xv}. This means that the *local tourist industry* must go on reducing direct and indirect emissions in all its industries. The transport sector – both private and public stakeholders – must take responsibility for turning its sector green. The tourist industry can also *steer its market priorities* towards low-footprint target groups (“high yield – low impact”), a development direction that was indicated in the industry’s roadmap “Mot et bærekraftig reiseliv” (2017). This is discussed in greater detail in sections 4.9 and 5.2 as a prerequisite for the selection of goals for the strategy.

The green shift will define a clear framework for developments going forward. The EU has introduced a classification system which includes criteria regarding whether an activity can be considered sustainable. This taxonomy will have a major impact on Norwegian trade and industry in practice; and of course individual tourism stakeholders

will also be affected, even though the tourist industry is not yet treated as a separate sector. The taxonomy will control access to both public and private capital, and it will be more difficult to obtain funding for projects that fall outside these terms. The EU taxonomy will be implemented from 2022, but implementation of the UN Sustainable Development Goals as a benchmark in various projects and measures is in progress. Climate impact is a predominant criterion in the taxonomy.

3.2 Digitalisation

Digitalisation is taking place across all sectors of society and influencing both supply and demand, production and process forms, operating systems, distribution and design solutions in the tourist industry. This development is promoting new business models and altering the communication between markets and suppliers and discussions between customers. Digitalisation is also influencing the competitive landscape by cutting intermediaries in the value chains and shifting market power. Standardised datasets and interlinked data in designed ecosystems are now forming a foundation for digital streamlining and radical innovation.

Tourism is also starting to see the impact of technology such as augmented reality, enriching experiences and deliveries, along with automation and robotisation, resulting in changes in the production of services and experiences. Big data solutions are being introduced in many industries and sectors in order to monitor and manage development, and to increase competitiveness and sustainability.

The success of Norwegian travel agencies and the industry as a whole when it comes to adopting advanced technology, big data and smart digital solutions will have a major impact on companies’ profitability, competitiveness and capacity for growth. Stepping up the pace of learning and change and increasing capacity for innovation will be important, both within the industry and in interaction with other industries.

3.3 The pandemic

The coronavirus pandemic has had a severe impact both in Norway and elsewhere, but the impact differs depending on the type of business, the geographical location and the market basis. Economists are using a three-scenario model (V-U-L) to describe the consequences of such crises. The V scenario is applicable to local, regional and national demand for tourism services. These will pick up when restrictions are lifted. The U scenario mainly describes international travel that will build up over time – the Nordic countries first, followed by Northern and Central Europe, then southern Europe, and finally overseas markets. This scenario is influenced by the offering, competition, economic fluctuations, consumer preferences, accessibility (transport) and tour operators’ marketing. The L scenario includes permanent changes to travel patterns, travel behaviour, offerings, the structure of the industry and expertise.

The longer the pandemic lasts, the more likely it is that we will see permanent changes (the L scenario). Sales of holiday homes and sports and hiking equipment are now on the increase, for example. This will impact future travel behaviour. Professional travel may be reduced permanently by around 20 per cent on account of digital meetings^{xvi}. It is possible that major congresses will be permanently split into multiple sub-congresses and digital arenas, as we have seen during the pandemic. International analyses indicate a shift towards holidays closer to nature and small destinations, at the expense of densely populated cities^{xvii}. Air services may disappear due to bankruptcies, or be restructured by new stakeholders. It is still difficult to perceive the nuances and scope of the changes (the L scenario) in respect of the Norwegian tourist industry.




How will the various markets (and the supply) be rebuilt?	Activity (scope) returns (quickly) and continues as before	Activity (scope) returns after (1 to 3 years)	Activity (scope/content) is altered permanently
Current uncertainty factors 1 Risks/fears, vaccines, restrictions 2 Finances (private, off. and trade) 3 Changes in preferences/habits 4 Communications/availability			

Figure 8 VUL model showing how different markets and offerings may be built up following a crisis.



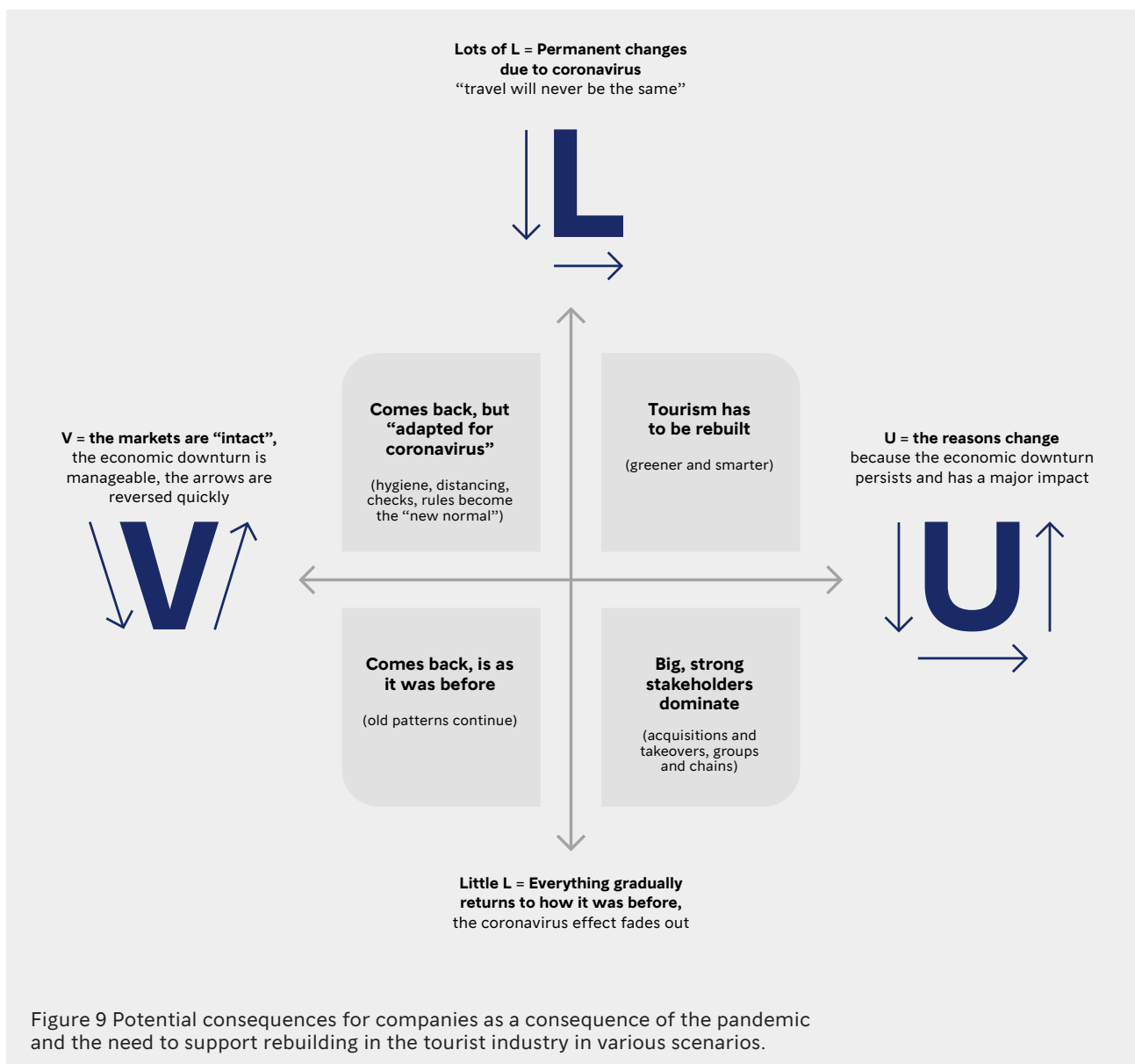


Figure 9 shows potential consequences for companies and the need to support rebuilding in the industry. The longer the situation continues, the more likely it is that the two options on the right will come to pass. The greater the element of permanent changes (the L scenario), the greater the need for adapted measures for restructuring and innovation.

Forward-looking growth from 2024 onwards

The longer stakeholders encounter setbacks, the less able companies will be to adapt and rebuild after the pandemic, in terms of both products and markets. An extraordinary initiative will be needed between 2021 and 2023, therefore, so as to provide stakeholders with a forward-looking boost. This applies in particular to the many small and medium-sized enterprises forming the

mainstay of the Norwegian tourism offering in many parts of the country.

Gradual normalisation of travel opportunities is anticipated in 2021, and it is likely that 2019 levels^{xviii} will be reached overall in 2023/2024. The major highlights are expected from 2025 onwards. From a 2030 perspective, it is forecast that international tourism will have seen 37.5 per cent growth compared to 2019^{xix}. Norwegian tourism has plenty of opportunities to share in the anticipated growth and value creation, if this is facilitated.

The recommended measures in this strategy will provide a necessary boost while also being critical to rebuilding a sorely tested industry following the pandemic.

4.0

The road ahead



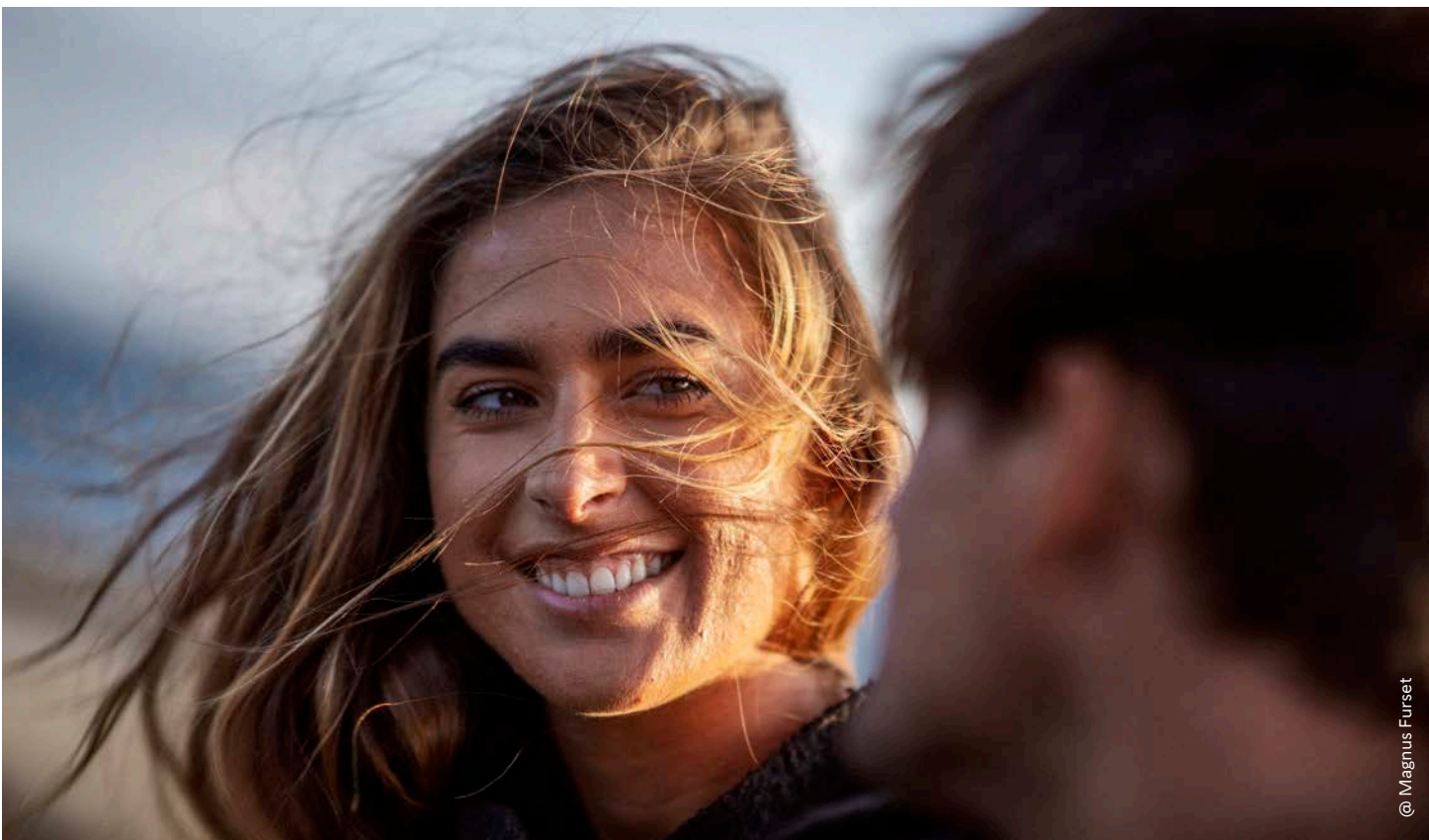
4.1 Five important pieces of advice from the OECD

This advice, which was published in January 2021, largely coincides with the principles that have crystallised as the goals and prerequisites of this strategy^{xx}.

Key messages from the OECD:

Tourism development policies must implement a sustainable vision for the future. It will be **critical for all destinations to establish effective and representative multi-level governance mechanisms**. Key policy considerations to help avoid potential pitfalls of the pre-COVID19 era and implement a sustainable vision for the future include:

- 1. Reconsidering perceptions of tourism success.** A paradigm shift in perceptions is required across all levels of government and on behalf of all stakeholders, with a greater focus on environmental and socio-cultural pillars of sustainability.
- 2. Adopting an integrated policy-industry-community approach.** Policy-makers need to ensure that efforts to grow tourism are pursued within the wider context of relevant city, regional, and economic development strategies, and in close co-operation with industry and local communities.
- 3. Mainstreaming sustainable policies and practices.** Policy-makers, at all levels of government, should take additional steps to better support the transition to a green, low-emissions and climate-resilient tourism economy.
- 4. Developing more sustainable tourism business models.** Businesses have a key role to play by: adopting eco-responsible practices for transport, accommodation, food and attractions; better positioning of tourism activities with a positive impact on sustainability; and using technology to better manage visitor flows.
- 5. Implementing better measurement for better management.** Countries require a robust, timely and disaggregated system of tourism statistics to determine the desired type and scale of tourism appropriate for individual destinations.





4.2 A holistic perspective

The tourism of tomorrow must adopt a win-win perspective, adding positive value for industry stakeholders, visitors, local communities, residents and our planet. This holistic perspective is important. A tourist industry and growing tourism that are *not managed* will impose “third party” stresses on vulnerable nature areas, wildlife and cultural treasures, residents, voluntary organisations or emergency response agencies. This is why the overall interaction in the ecosystem provides the prerequisites for long-term sustainable development of destinations and business activity.

The increase in the scope of tourism makes administration and management tasks far more important than they used to be, even at a national level. This is highlighted^{xxi} in the OECD’s review of national tourism strategies. International tourism has grown in many countries without being sufficiently planned and managed (“unplanned and unmanaged”).

Tourism in Norway is largely seasonal, with more than half of all commercial overnight stays in the summer months of May to August. This is why there may be too many simultaneous visitors in some places at times, while most places in Norway would actually like to see more visitors. The residents of the areas under pressure (volume destinations) are usually the ones who point out unreasonable “third-party stresses” such as problems on the roads, inadequate organisation and wear and tear on nature and culture. Better management capability is called for in the form of upgraded visitor management regimes, clarifications in respect of tolerance thresholds, funding models for necessary facilitation and better distribution of value creation.

Tourism, including tourism in Norway, has reached a point at which further growth must be based on the above win-win perspective and control of the management capability and interaction between the

stakeholders involved. It is important for both the industry and the people affected by business activity for Norway to be at the leading edge of these challenges. Innovation Norway’s population survey shows that most Norwegians are satisfied with the number of visitors (2019), but things were changing in the areas under pressure before the pandemic.

Further growth must be based on binding interaction between commercial activity on the one hand and effective public administration and facilitation on the other.

4.3 Mobility and accessibility

Travel agencies are dependent on the same transport offering as residents and other businesses. The accessibility of Norway – both incoming and outgoing – is a prerequisite for export development and includes airports/scheduled services, road networks, rail links, shipping, port facilities and new green solutions throughout the transport sector as a whole. The Government’s ambition is to ensure that Norway has an effective, forward-looking infrastructure for aviation in the regions. It will also facilitate the use of new technology in the transport sector and ensure rapid development of charging infrastructure all over Norway. These are vital ambitions for the tourism initiative all over the country.

National and regional transport priorities and investments, including the purchase of services from the Government (such as air routes, railway lines, the Coastal Route Agreement, etc.), are extremely important elements in the accessibility of different destinations and location of traffic flows. This has an impact on the kind of travel agencies that can be established in Norway, and where. As indicated in section 3.1, reduced emissions from transport are of major importance if we are to meet the climate goals. This is why it will be important to be able to offer green travel to destinations; by rail, for example, where applicable.

Viewed from outside

Innovation Norway's market analyses show that accessibility is what increases the chances of foreign travellers choosing Norway as a holiday destination. Flourishing Northern Lights tourism is an example illustrating the link between direct flights and growth from international markets. Travelling alone around Norway is still perceived as demanding. This is a barrier to increasing tourism exports, and a challenge that cannot be resolved by the tourist industry alone.

The perceptions of potential tourists in Norway are influenced by seamless changes between transport services, the availability of green transport options and rail and air services, road standards and ferry links. Efficient incoming operators and organisers offering package tours, including cruises, are also a factor. Norway's huge network of charging stations for electric cars will also take on greater significance. The number of long-range electric cars is now increasing significantly in the Nordic countries and northern Europe, and driving holidays in Norway with electric cars are taking on more relevance.

Universal design – accessibility for all

Public and private businesses that work with the general public, including outdoor areas, commercial buildings, public buildings, ICT and transport, are obliged by law to ensure universal design^{xxii}. The aim is to ensure that services can be used by everyone: people with disabilities, visual impairments or hearing impairments and people with various diseases such as asthma and allergies, as well as the elderly, pregnant women and people with temporary injuries. Universal design is easiest to achieve with new measures, but established ones can also be used. The new R&D project "Opplevelser for alle"⁷ will provide a greater insight into effective solutions for the tourist industry.

4.4 Experiences that add value

Experiences as a value creation driver have fundamentally altered much of the

tourist industry over the past 20 years^{xxiii}. Experiences are often what get people moving and create a "reason to go"; strong personal motivation to travel, that is. This indicates the importance of creating experience-based concepts and attractive offerings from the resources discussed in section 4.5. It involves providing visitors with personal experiences that involve and affect them emotionally, and that make the trip or visit worth paying for. The Norwegian tourist industry is making good progress on using such perspectives as a basis for its own initiatives, but the potential remains untapped. The trends are heading even more towards greater individualisation and the desire for meaningful experiences. The industry's value creation capability involves the ability to create and deliver outstanding experiences and receive payment for them. The travellers of the future will focus more on value while expecting more seamless travel and smart, green solutions. The market's increasing expectation of quality and value for money means that stakeholders have to increase customer adaptation in deliveries and communication still further so as create ideal customer experiences. Such restructuring paves the way for new types of deliveries and greater value creation that includes nature, culture, food and meals, events and attractive places.

4.5 Resources: nature, culture and people

Innovation Norway has conducted extensive studies of the various segments that we recognise as visitors to our country. Norway maintains a strong position as a nature-based travel destination. Our beautiful nature is renowned, and taken for granted by many. At the same time, we have managed to expand the associations of what a holiday to Norway could mean. That said, Norway still has a position to fill as a destination where people can experience art and culture, cultural heritage, good local cuisine and city life, get up close to the locals and – not least – obtain value for money.

⁷ www.nordlandsforskning.no/nb/project/opplevelser-alle

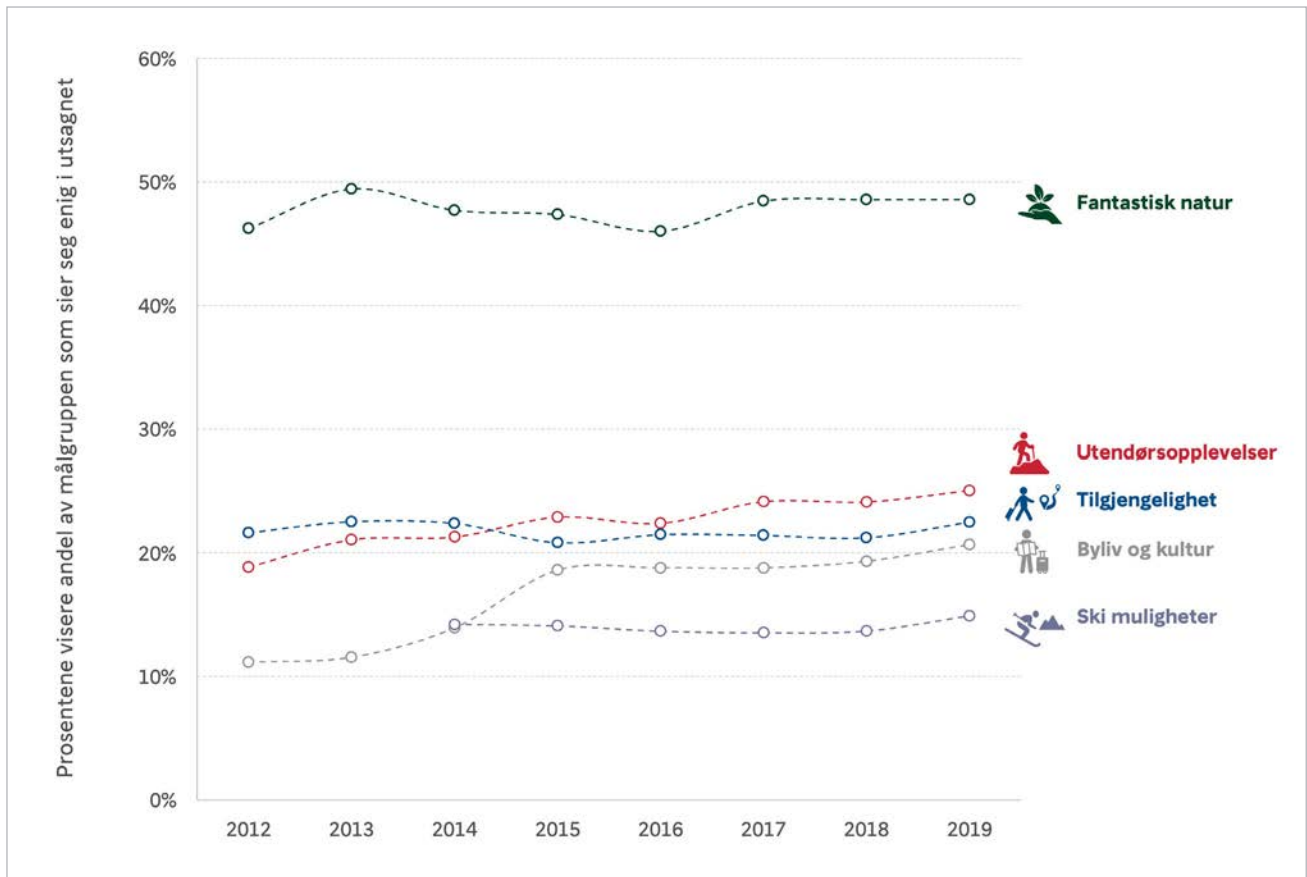


Figure 10 Norway's most important advantages as a holiday country. Development between 2012 and 2019. (Epinion / IN 2020)



Figure 11 There is untapped potential in cultural tourism, contact with local communities, culinary experiences and reinforcement of the relationship between quality and price. (Ipsos Marketing)

Nature-based experiences

Norway is seen as an attractive destination on account of its majestic landscapes, iconic vantage points, hiking and fishing opportunities and great conditions for skiing and winter activities, as well as phenomena such as the midnight sun and the Northern Lights. Norway also scores highly among an international ranking of nations providing adventure tourism^{xxiv}. The right of public access and our outdoor tradition are interwoven into this landscape. This in itself creates international interest while also encouraging Norwegians to travel around their own country. This highlights the need for management capability and regimes for good administration of visitors at points where visitors encounter our nature.

More use of guiding and facilitation for different target groups, both national and international, provides major potential for value creation in respect of nature-based tourism. The interaction between institutions that manage nature on behalf of the community and tourism stakeholders offering nature-based experiences (in a broad sense) as their operating base must be reinforced so as to ensure that further development is sustainable and effectively safeguards all aspects.

Culture-based experiences

Art and culture are statements with the power to build communities. A rich cultural scene is a prerequisite for freedom of expression and effective democracy, and for many people a prerequisite for a decent life. This is why our culture is one of the most valuable things that we have as a nation. Norway has diverse and well-maintained cultural heritage, strong food traditions, iconic structures and a unique indigenous culture. We have a cultural policy that helps to create new cultural expressions and experiences. Internationally renowned architectural agencies and Norwegian culinary teams are just some of our modern beacons of light. We have world-class painters, musicians and other artists. And last but not least, we have famous cultural and historical figures such as Ibsen, Grieg and Munch.

Use of cultural resources for commercial purposes must have the firm support of people who practise this culture on a daily basis. Our aim

must be to reinforce the intrinsic value of culture. The indigenous culture has been under pressure for a long time and is particularly vulnerable. The Sami tourist industry offers potential for growth, but it is important for it to be allowed to develop and mature on its own terms.

Closer cooperation between the tourist industry and the cultural sector is discussed in several reports and plans but has still not been trialled to any great extent. The Government's "Strategi for kultur og reiseliv – Noreg som attraktiv kulturdestinasjon"^{xxv} provided guidelines on potential improvement of this cooperation. Norway is an attractive cultural destination for international visitors and still has untapped potential; although the percentage of people associating holidays in Norway with exciting culture and history has increased from 11 per cent in 2012 to 21 per cent in 2019.

Food and culinary experiences

Norwegian food and drink have undergone rapid development over the past 10 to 15 years, and we have world-class ingredients, chefs and culinary environments to offer. Gastronomy, culinary experiences and local food are important drivers in the tourist industry of today, but to date Norway's impact in this regard in the international arena has not been good enough. Further efforts are needed in order to tap the potential and reinforce Norway's position as an attractive destination. Gastrotourism is one of the major trends in modern European tourism, and this opportunity is also discussed in the new national strategy "Matnasjonen Norge"^{xxvi}.

International congresses and events

The MICE⁸ segment assists with the development, value creation and international visibility of communities of experts, Norwegian values, culture and sports, including the voluntary sector. This segment is aimed at business clusters, networks and respected professionals and researchers, as well as cultural and sports organisations. Congresses and events take place all year round, and they help to bring in many visitors who are very prepared to pay for things. There is significant tourism potential involved in working with Norway's academic communities, organisers and stakeholders in other industries.

⁸ Meetings, Incentives, Conferences/Congresses, Events and Exhibitions. Companies, individuals and organisations in the fields of culture, sports, business, politics and various professional fields and fields of interest, including academia, are all stakeholders in the MICE segment.



4.6 Important input factors

Skills and manpower

Employment in the tourist industry increased in the six years immediately preceding the pandemic^{xxvii}. Disciplines such as digitalisation, business economics, business development, internationalisation and green restructuring are becoming more important in addition to the established fields in the various elements of the industry. This increases the need for good higher and further education offerings. The tourist industry needs both skilled and unskilled manpower. Greater emphasis on exports, experiences as motives and requirements for quality in deliveries are turning tourism into a more skills-dependent industry. It also has a part to play as an industry where people can start off as unskilled workers or enter the industry from elsewhere and “work their way in and up”. Many people also value working in an industry where encounters with people form part of the working day.

For most companies, a year-round operating base is crucial if they are to attract skilled staff. In years to come, companies will have to be able to compete with other industries for intelligent people and create valued jobs all over Norway. Educational offerings therefore have to meet future needs in all tourism trades and disciplines and come across as attractive.

The tourist industry currently faces a challenge as regards the supply of manpower, as is the case in many other industries. Surveys show that this challenge is linked in particular to pay levels and the status of the industry^{xxviii}. Extensive shift work is also part of the challenge in parts of the tourist industry. The industry employs significant numbers of foreign workers, both annually and on a seasonal basis. This manpower is a resource, and these workers must be offered training and education with the aim of ensuring that they stay on.

Access to capital and willingness to invest

The tourist industry’s access to capital varies depending on the type of business, ownership, location and industry. The financial criteria of major listed groups are normally different to those of smaller, family-owned companies. Many small and medium-sized enterprises can find it difficult to secure access to venture

capital or development capital. Having said that, many companies in recent years have been able to attract external capital and investors who perceive opportunities for consolidation. More people are now investing in innovative offerings, often focusing on higher levels of processing, high quality, digitalisation and the use of green technology. Continued improved profitability and higher value creation capability is a key to increased interest from the capital market, and the strategy also addresses this challenge. Many of the traditional tourism stakeholders also face challenges related to building, construction and equipment requiring regular maintenance and upgrading.

The tourist industry must find it profitable to develop solutions and create jobs that help bring about green competitiveness. Green public procurement procedures, access to green funding and a greener tax system could accelerate the desired restructuring.

Business development measures

The use of business-oriented measures is based on the premise of nutritional neutrality. Strict requirements are defined for the measures to be designed so that they affect different industries equally positively and ensure that everyone benefits to the same extent. This is a particularly demanding task when measures are to focus on industry, the technology industries and the service industries. The tourist industry needs to make use of the full extent of company-oriented measures on a par with other industries, including the cluster programme and the Research Council of Norway’s measures. That said, tourism is significantly underrepresented in the application of many schemes. Travel agencies, like other service industries, are struggling to cope with competition from manufacturing industries such as industry, the maritime industry and the aquaculture industry. It is therefore necessary to consider whether the distinctive nature of different industries should be reflected more extensively in the formulation of the measures. This is particularly applicable when it comes to better adaptation to the service industries, which includes all elements of the tourist industry.

Quality standards and certification

Many countries use quality and certification systems in order to ensure that desired quality standards are met, reinforce professionalism and make choices easier for customers. In Norway, we have the Sustainable Destination label, Olavsrosa under the supervision of Norwegian Heritage and Spesialitet under the supervision of the Norwegian Food Foundation. There are also protected names for Norway's food treasures and Norwegian Ecotourism, which is managed by Hanen. The Norwegian Hospitality Association classifies Norwegian camping companies according to Nordic star requirements, and Varde Opplevelseskvalitet AS will be rolled out in 2021⁹. Business are also approved by means of various inspections.

Ski lifts and climbing parks, for instance, are approved by the Norwegian Railway Authority, while boats transporting tourists are approved by the Norwegian Maritime Authority. There are no public schemes for certification of nature guides, tour operators and accommodation in Norway. Most environmental certification schemes, such as the Eco-Lighthouse and the Nordic Swan, have their own set of criteria for the various elements of the tourist industry. When it comes to efforts to reinforce quality and competitiveness on an international level, a challenge is presented by the fact that a more comprehensive set of national public certifications, such as the ones used by Iceland, is not available¹⁰.

⁹ <https://www.vardekvalitet.no/>
¹⁰ <https://www.vakinn.is/e>





4.7 Interaction in the tourism ecosystem

This strategy is based on the fact that tourism is an ecosystem that works only when its stakeholders work together. Responsibility for this interaction rests with both private and public stakeholders. The tourist industry's ecosystem also includes stakeholders from the voluntary sector.

Industry stakeholders

This strategy requires the involvement of industry stakeholders in four areas in particular.

- Companies' ambitions to develop their own businesses into profitable enterprises and create growth, innovation and good jobs.
- Companies' willingness to work together on restructuring and innovation in networks and clusters and at destinations in cooperation with other trades and industries at the regional, national and international levels.
- Companies' willingness to get involved in the development of the tourist industry in their own local authorities or at their own destinations, and to co-fund destination companies, etc., as well as participating in collective destination management.
- Companies' willingness to participate in building up long-term market positions that underpin the Sustainable Development Goals, green restructuring and increased exports.

Trade organisations

The tourist industry and employment organisations (the Norwegian Hospitality Association, the Federation of Norwegian Enterprise, the Norwegian Confederation of Trade Unions/Norwegian United Federation of Trade Unions, the Federation of Norwegian Industries, Norwegian Tourism Partners and Hanen) are vital partners when it comes to implementing the strategy, and their involvement will therefore be important when it comes to implementing many of the measures proposed in section 6.

Public sector at the national level

The Ministry of Trade, Industry and Fisheries must assist with coordination of the efforts of various ministries to ensure a good, comprehensive, forward-looking tourism policy. The Ministry of Local Government and

Modernisation¹¹, the Ministry of Climate and Environment, the Ministry of Transport and Communications, the Ministry of Culture and the Ministry of Agriculture and Food, as well as the Ministry of Education and Research, also set out the prerequisites on the development of tourism. The Government has a number of ways of helping private businesses to create new products and services. The Research Council of Norway, Innovation Norway, DOGA and the Industrial Development Corporation of Norway have the most relevance as regards industry-oriented policy measures for tourism. A number of directorates are also permitted to exercise authority with regard to tourism. The Norwegian Labour and Welfare Administration, the Norwegian Directorate for Civil Protection and the Norwegian Environment Agency are examples.

There is a clear expectation in connection with the strategy work that the coordination of public stakeholders at a national level must be reinforced significantly. Resources should be earmarked for this so as to reinforce both management capability and cooperation on a national level. This will also be necessary if we are to meet the national goal of a low-emissions society and succeed in working with the UN Sustainable Development Goals.

County Governor

The County Governor is the Government's representative in county authorities and is responsible for following up decisions, goals and guidelines issued by the Storting and the Government. The County Governor also provides an important link between local authorities and central authorities. The County Governor has a particularly important part to play in the tourist industry when it comes to helping develop activities linked with agriculture, as well as following up national goals for preserving biodiversity both in and outside conservation areas.

The Governor of Svalbard is the Government's senior representative in the Svalbard archipelago and has the same authority as a County Governor. The Governor is also the Chief Constable and a notary public and must ensure compliance with Norway's rights and obligations pursuant to the Svalbard Treaty.

¹¹The Government is currently compiling a national action plan for the Sustainable Development Goals in the form of a White Paper, which will be completed in spring 2021. The tourist industry must be included in this effort. A business development strategy for the mountains and inland area, a business development strategy for the coastline, and a strategy for the development of densely populated areas and small towns are also being compiled.

Regional level

County authorities

The regional reform provides the county authorities with great responsibility for the measures that will create more jobs, growth and settlement, which includes utilising regional advantages in terms of resources. Besides business development, the county authorities are responsible for regional planning, transport, culture, public health, upper secondary education and other sectors of major importance to the tourist industry. They also deal with coordination with other public stakeholders and their use of measures.

As a result, the county authorities are a primary stakeholder in the operationalisation of the national tourism strategy, based on the regions' own resource bases and opportunities for further development of their own tourist industry. Regional follow-up strategies (smart specialisation¹²) should be created, also providing guidance for the application of regional policy measures and regional innovation systems¹³.

The county authorities extensively fund the regional companies: see the next section.

Regional companies

This level relates to companies covering one county, or an entire region. Their business models, roles and funding all differ, and they are included in regional innovation systems to varying extents. Most companies have agreements with the county authorities to conduct market-oriented assignments and assist with regional development. Service deliveries based on the regional needs of both the industry and the county authorities provide a platform for these companies. The regional level is crucial when it comes to operationalisation of the national strategy. The owners of these companies have to define their future role and business model.

Local level

Local authorities

The local authorities play a very important part in effective development of our destinations. To put it in simple terms, it can be stated that local authorities have four responsibilities. The local authority defines a framework in which the role of the planning authority is particularly important in order to ensure the desired development.

As a *product owner*, the local authority also directly influences the offering to visitors: squares, parks, pedestrianised streets, hiking trails, beaches, cultural offerings, etc. Local authorities also perform vital *hosting functions*. They often act as *development partners* for industry stakeholders as well, and play an important part in destination management.

Destination management

The term “destination management” is now used to refer to the organisation of the cooperation between stakeholders who jointly lead development at a destination, be it formally or informally. Effective destination management is exercised as part of a binding long-term cooperation between business stakeholders, local stakeholders and the political decision-making level (local authority). Efficient destination management will be a prerequisite for the management of further growth of tourism; and this view is shared by the countries responsible for the “Future of Tourism” manifesto (see section 1). It has also been found with the Sustainable Destination labelling scheme that good destination management is a key. The key business stakeholders, together with the local authority (authorities) to which the destination relates, must take responsibility for the organisation of the practical solution.

Destination companies

These companies perform tasks that are appropriate for joint execution by stakeholders; relating primarily to hosting, product development and marketing. Some destinations do not have their own destination companies, but are managed directly via local authorities, commercial companies, regional parks¹⁴ or regional companies. It is up to these companies' owners to provide mandates and framework for the activities, based on needs and financial criteria. The destination companies are undergoing change and have to find a role in the new interaction between responsible marketing, facilitation and value creation. Towns or destinations with extensive tourism must have companies with relevant resources that are able to take on greater roles in networks, clusters and the regional innovation systems for which the county authorities bear responsibility.

¹²Smart specialisation is a policy concept for development (of the industry) where regions work on the basis of their specific (local) conditions in order to drive innovation-based growth.

¹³A regional system of companies and institutional stakeholders create learning and innovation and pass on knowledge.

¹⁴A regional park is a landscape area defined on the basis of its unique natural and cultural value. <https://norskeparker.no/>

Voluntary organisations

Many of the experiences building competitiveness for the tourist industry in Norway are managed by voluntary organisations. Cooperation with outdoor recreation organisations has been of particular importance for the development of nature-based tourism. Emergency response services and auxiliary corps for emergency response and safety, a wide variety of associations that manage local cultural artefacts (lighthouses, sailing ships, built environments, etc.), festivals organisers, games and local guides and storytellers are all required as well. The continuing growth of tourism is dependent on these stakeholders being guaranteed good, long-term framework conditions for their activities and the establishment of appropriate forms of cooperation with them.



@ Thomas Rasmus Skaug - VisitNorway.com



@ VisitNorway.com

4.8 Tourism's place in public planning and administration

Prerequisites for planning and land use

Attractive areas in many locations in Norway are under pressure. This also affects development opportunities for tourism. In particular, discussions are in progress about the use of land in connection with the construction of holiday homes and activity facilities in the mountains and at the seaside. The discussions can readily come to a head when there is a difference between local business interests and the priorities of the wider community, such as some conservation measures, infrastructure developments or wind farms. Climate change will also define new guidelines for land use going forward, and the debate on boundaries for tourism is already in progress (concerning cabin construction, scope of facilitation, installations in the countryside, etc.). Therefore, the planning of towns and other places and how nature is managed also provides a clear framework for how tourism can develop.

The local authorities are responsible for weighing up different interests against one another and helping to define predictable frameworks for all parties involved. The Planning and Building Act assigns great responsibility to local authorities, giving them a powerful tool to work with. To date, (too) many planning processes have not paid sufficient attention to tourism and visitors or “short-term residents” brought to places of all sizes all over Norway as a result of tourism. This means that the ability to cope with visitor flows is inadequate in some places. The foundation for good development is laid in the early stages of the planning processes, and so tourism stakeholders must also be “invited to the table” at an early stage.

To exploit the potential offered by tourism, it is also crucial for the industry's needs and features to be incorporated into public planning and strategic initiatives for local and urban development, and into land use planning as well. The same is true of investments in smart towns, smart communities and other formalised processes, where incorporating visitors (short-term residents) can reinforce the attainment of goals and pave the way for new solutions.

Public benefits and infrastructure

Public benefits in the form of public facilitation and infrastructure are vital as a foundation for value creation in the tourist industry. Many of the negative news stories relating to tourism in Norway over the last few years have been due to the fact that we do not have sufficient arrangements in place for managing developments when it comes to visits. This is particularly true of the major national and regional icons, which Norwegian tourism relies on to work and deliver. Most of these icons cannot be managed by the industry itself without coming into contact with the right of public access or other public interests such as nature conservation or cultural heritage, priorities for road investments or parking fee regimes. The debate on the management of Nordkapp is one illustrative example^{xxix}. This is why countries such as the US, Scotland, Iceland and New Zealand have established national schemes in order to fund facilitation for visits to their national icons¹⁵.

In Norway, facilitation is characterised by bending the rules, low levels of predictability and heavy financial burdens for small local authorities, or considerable efforts by voluntary organisations. All parties involved have benefited greatly from facilitation in areas where assistance has been provided through public investment; National Tourist Routes, National Tourist Trails, world heritage sites and individual cultural heritage sites and historical attractions. Various forms of local joint funding and contributions from private foundations are also keeping some local facilitation moving. However, this does not resolve the entire issue linked with public benefits and facilitation. A coordinated and funded initiative is needed for our national icons. There is a great and unresolved need for facilitation elsewhere as well, in places that are visited frequently, and the tourist industry cannot deal with these challenges alone¹⁶.

¹⁵ Iceland: “The Tourist Site Protection Fund”, New Zealand: “Tourism Infrastructure Fund”, Scotland: “Rural Tourism Infrastructure Fund”

¹⁶ In December 2020, the Ministry of Trade, Industry and Fisheries commissioned the compilation of a separate knowledge base in respect of the funding of public benefits of relevance to tourism. See business.visitnorway.com



4.9 Market development for the future

As indicated previously, tourism is able to influence its own market development at a national level via coordinated market initiatives. This strategy is based on the prerequisite that the position of Norwegian tourism on an international level must be based on target groups of high (economic) value and a low carbon footprint. In this regard, the tourist industry must be capable of assessing what climate impact is acceptable in the long term, with transport currently setting the biggest challenge. The tourist industry does not report collectively on the goals of the Paris Agreement, but the aim is for the tourist industry to contribute on a par with other sectors. That said, even if all emissions in the local tourist industry are reduced, the goals of the Paris Agreement will not be met without reducing transport emissions by 50 per cent (from 2019 levels) by 2030.

If we are to meet Norway's climate goals while also increasing the profitability of the industry, the Norwegian tourist industry must build itself up far more strongly in areas where target groups with a low carbon footprint and high (economic) value can be identified when visiting Norway. It is vital to have a knowledge base that can link these goals accountably and to be able to monitor this in context over time.

Innovation Norway has worked with the Norwegian Institute for Air Research (NILU) to develop an *Emissions Calculator*¹⁷ that measures the carbon footprint of transport to/from Norway and around Norway on the basis of nationalities^{xxx}. Accommodation figures, modes of transport and consumption data from the *Tourist Survey*^{xxxi}, compiled every year under the supervision of Innovation Norway, calculate the daily consumption per person of each nationality. Linking data from these two sources allows us to calculate climate and value creation accounts for 2019. This calculates which visitors have the highest consumption per kilo of CO₂ emissions.

Figure 12 shows consumption calculations from total overnight stays in 2019, from people travelling on holiday and people travelling on business, divided by kilos of CO₂ emissions from the transport element of the trip. This varies from NOK 45 per kilo for visitors from

the United Kingdom, NOK 39 per kilo for visitors from Germany and NOK 37 per kilo for visitors from Sweden, to NOK 9 per kilo for visitors from a few other countries outside Europe (overseas markets). The average for Norwegians travelling in Norway was NOK 33 per kilo, and a total of NOK 25 per kilo for Norwegians travelling abroad.

These figures are relative and calculated in order to exemplify “high yield – low impact”, showing that the ratio of consumption to emissions varies for the different markets.

The Norwegian Institute for Air Research (NILU) has also calculated CO₂ emissions from cruises. This shows emissions of 101 to 176 kilos of CO₂ per visitor per day, depending on the type of ship. Calculations from Innovation Norway's Cruise Survey (2019)^{xxxii} show that consumption on land per visitor per day amounts to more than NOK 500. Assuming that most of them go ashore at each port and that the ships visit one port per day, this gives consumption of NOK 3 to 5 per kilo of CO₂. These calculations include emissions from accommodation and catering on board the ship and are not directly comparable with the figures in Figure 12. Although it is assumed that the actual transport accounts for 75 per cent of emissions (as for tourism in general), there is still a significant difference in consumption per kilo of CO₂ for cruises compared with other forms of travel.

This approach makes it possible to develop future markets, reducing the total carbon footprint even if consumption from international markets (the export value) increases. This will be a long-term process of change, where stakeholders must work together to go on identifying the changes that are having the greatest impact on the industry as a whole. The aim is to be able to manage developments so that there is a decline in the overall footprint year on year. Where flying is the only real alternative, for instance, it is important for consumption and the value creation effect to be high (so as to counter CO₂ emissions).

Longer stays, contributions to seasonal development and increased use of local suppliers can have the same value creation impact on a local level while welcoming fewer visitors with a reduced footprint^{xxxiii}. This is illustrated in Figure 13.

¹⁷ The Emissions Calculator CO₂rism / Method NILU. <https://business.visitnorway.com/no/utslippskalkulator/>

Consumption in NOK per kilo of CO2 emissions

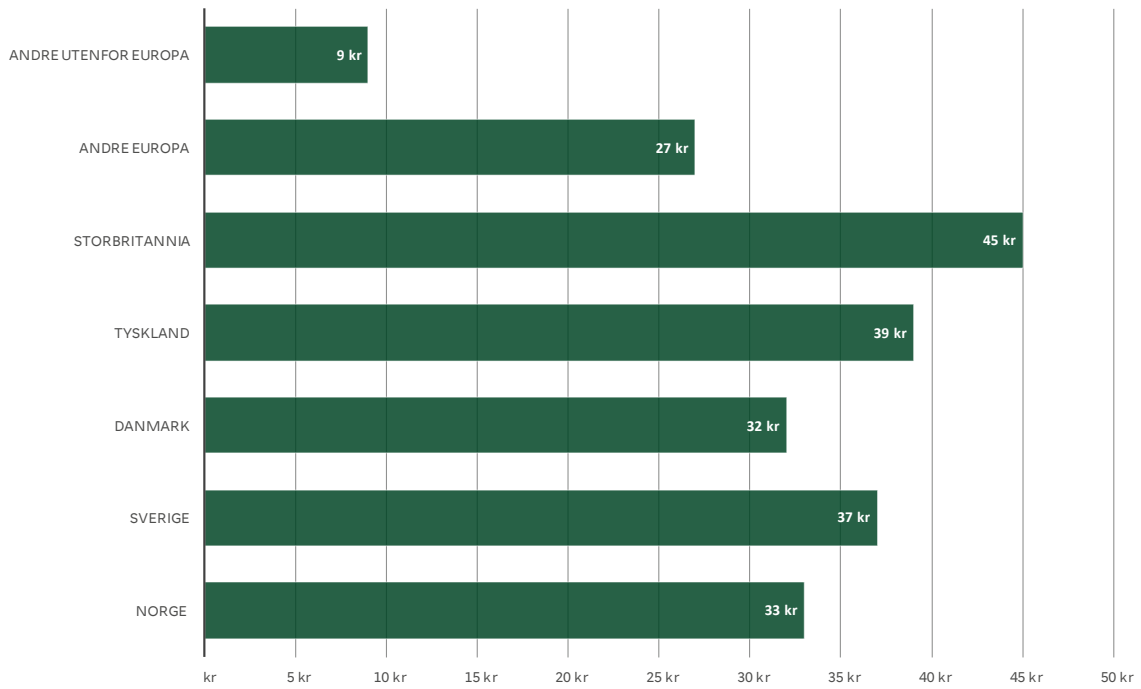


Figure 12 CO2 emissions and value creation accounts for 2019. Based on figures from Innovation Norway’s Emissions Calculator and Tourist Survey



Figure 13 Model showing future market development with balancing of value creation and emissions

5.0

Goals and strategic measures



@ Martin Händlyken - VisitNorway.com

5.1 Ambition and core values

Big impact, Small footprint.

We aim to offer green tourism that people appreciate.

This will be achieved with consideration and our pioneering spirit – and it is something we will achieve together!

Pioneering spirit

We must want and dare to take action at a time when the green shift, digitalisation and the pandemic are presenting tourism with major challenges and taking us into uncharted waters. Once again, we need that unique feature that has placed us in good stead before: our pioneering spirit.

Consideration

The tourist industry must also take responsibility for the future and help us to achieve the UN Sustainable Development Goals. Tourism must be developed with consideration for people who come to visit and people who live permanently in tourist areas. People who work in the tourist industry must be given good working conditions, and we must appreciate the people who want to create value and build businesses. We must show consideration and respect for the resource base used for tourism.

Green

We must make an active contribution to the green shift that we all face. We must create smart new solutions while reducing our footprint and the stresses on our climate and the environment. We must define goals and demonstrate our success to ourselves and our visitors.

Create

Tourism is changing, and it offers major opportunities. If we are to continue to grow, we have to create more, become more profitable and refine our unique resource base still further to create good experiences. The competitiveness of tomorrow must be created; it will not come about all by itself.

Together

Tourism is a co-creative ecosystem of businesses, visitors, local communities, culture, voluntary organisations, transport systems, trade, distribution and lots of public stakeholders. Everyone is dependent on one another, and on us interacting effectively and efficiently in the best interests of us all.

Appreciated

Tourism creates jobs and helps to resolve challenges in society. We must be appreciated by visitors, our own citizens, local communities, politicians, managers, investors, entrepreneurs, jobseekers and partners. What we offer as stakeholders must be worth seeking out or travelling to, whether our visitors live not far from us or in other parts of the world.

5.2 Goals for 2030

The strategy indicates goals and a direction. We must see an increase in value creation, ripple effects and visitor satisfaction. At the same time, developments must help to bring about attractive local communities with happy satisfied residents while also reducing our carbon footprint.

Developments must be based on the UN Sustainable Development Goals and the Government's green shift goal.

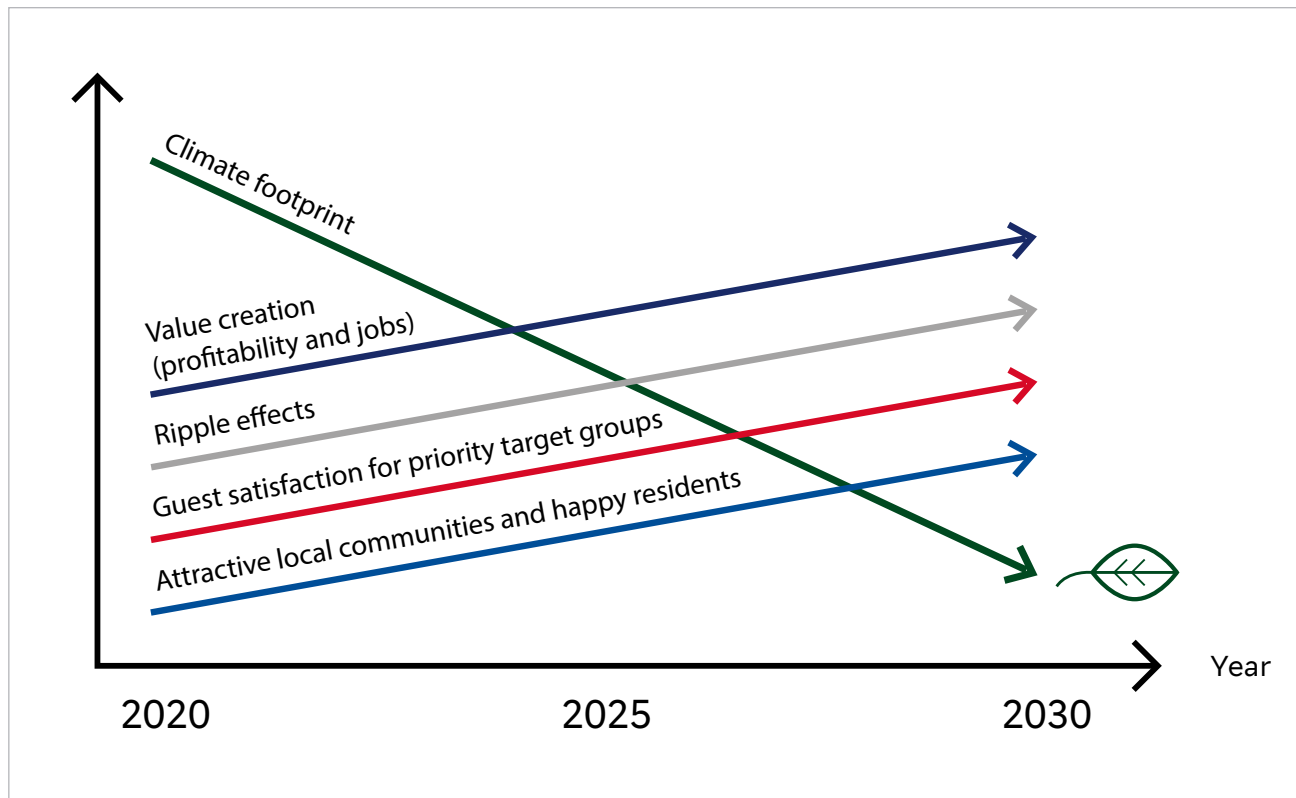


Figure 14 Arrows showing Norwegian tourism as we head towards 2030



Goals and targets

- 1. Norwegian tourism must increase its own value creation and help to create jobs all over Norway**
 - a. We must increase the export value of consumption by NOK 20 billion by 2030, and domestic consumption to a corresponding extent.
 - b. We must increase the number of tourism-related jobs in Norway by 25 per cent by 2030.
- 2. Norwegian tourism must help Norway to become a low-emissions society**
 - a. We must reduce greenhouse gas emissions in the local tourist industry by 50 per cent by 2030.
 - b. We must have the highest possible proportion of visitors with a high value creation effect and low carbon footprint. The carbon footprint resulting from visitors' transport to/from/around Norway must be reduced by 10 per cent a year, using 2019 as a starting point.
 - c. We must be a driving force in the decline in greenhouse gas emissions for the transport sector as a whole.
- 3. Norwegian tourism must help to bring about attractive local communities and happy residents**
 - a. Employment and settlement will increase to a corresponding extent in areas where tourism activity increases in scope.
 - b. The trade and service offering in municipalities offering tourism and cabins must be greater than implied solely by the number of residents.
 - c. We must increase direct and indirect ripple effects of tourism consumption on a local level by prioritising target groups with high local consumption.
 - d. The percentage of residents who believe that tourism helps to bring about growth and development must increase for destinations of all types.
- 4. Norwegian tourism must deliver such high customer value that customers are willing to pay for more things and make repeat purchases**
 - a. We must reinforce our position as a more complete destination for national and international target groups, tapping the potential for culture, food experiences and good encounters with local communities.
 - b. Up to 2030, consumption will increase by 25 per cent in the target groups on which Norwegian tourism focuses.





5.3 Strategic measures

The ambition of the strategy is to provide the tourist industry with a long-term, forward-looking platform that it can use to realise its potential as an industry that creates value and builds communities. The tourist industry must also help Norway to attain the Sustainable Development Goals and goals for a low-emissions society. It is necessary to reinforce the capacity – or capability – of the tourist industry to increase value creation and sustainable growth in order to turn the goals and ambitions into reality, and this requires both restructuring and greater interaction.

Hence the primary focus of the strategy is on reinforcing the restructuring capability, the

value creation capability, the management capability and the interaction capability, while also ensuring good framework conditions and adapted measures. These will be long-term processes guided by the goals of the strategy when it comes to specifying measures and priorities as 2030 approaches.

Reinforcing the capabilities – or abilities – of tourism involves building capacity. The word “capability” is derived from the more popular term *capable*, which means to overcome, be skilled and effective, or to have the power and ability to do something.

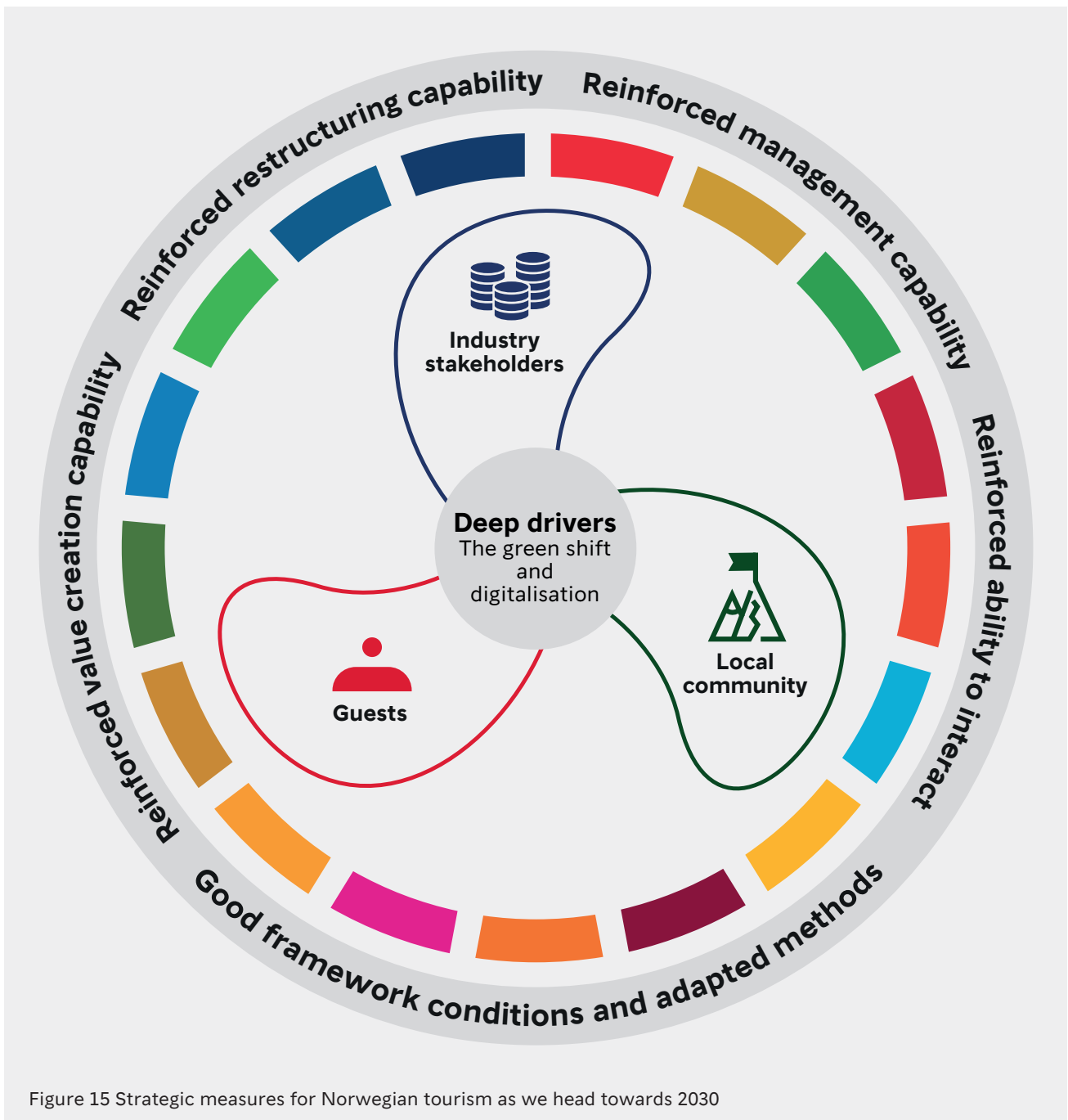


Figure 15 Strategic measures for Norwegian tourism as we head towards 2030

These four capabilities are as follows:

Value creation capability is the ability of stakeholders to turn market opportunities identified into profitable enterprises, and the prerequisites that will allow this to happen. Value creation capability is influenced by the tourism stakeholders' own efforts and business models, as well as by external factors and framework conditions. It is particularly crucial to enhance expertise in digitalisation, efficient operations, market understanding and business cooperation so as to increase value creation within companies and develop concepts to increase value. Access to capital and talented manpower will increase the value creation capability.

Restructuring capability is the ability to make the necessary changes within one's own activities so as to maintain and reinforce competitiveness and the level of activity (operation) at times when criteria are changing significantly. Digitalisation, the green shift, the markets and the coronavirus pandemic are making change particularly necessary in the tourist industry. Restructuring capability and innovation in the tourist industry are vital to the individual companies and industries and to the tourist industry as a whole. This will be essential to long-term success.

Management capability is the ability to prepare effectively for situations created by growth in visitor volumes and travel flows. A long-term approach to the management of natural and cultural resources must be adopted, local communities must be safeguarded and capacity must be available at all levels, including transport systems, infrastructure, voluntary organisations and emergency response functions. What constitutes "good management capability" in practice will vary among different types of tourism, and this must be decided jointly by the administration, residents, business stakeholders and politicians. However, everyone should share a common goal: *to ensure we have the right volumes of the right visitors in the right place at the right time*. Therefore, the use of tools and methods for visitor management and tolerance thresholds in nature management and cultural heritage management, and at local authorities and destinations, will be particularly important.

Interaction capability is the ability of tourism

operators to coordinate their offerings and the structuring and exercising of interaction with public stakeholders and the rest of the ecosystem. The interaction capability is a crucial aspect, permitting efficient working so as to deliver good visitor experiences and sustainable tourism. There is a need for interaction on a national, regional and local level, and in all sectors and stakeholder groups in the tourist industry, and also from corporate level to ministry level. Interaction is needed among commercial stakeholders, fully and semi-public enterprises and the voluntary sector. It is also vital to facilitate more interaction where new potential can be tapped; between tourism stakeholders and the cultural and food industries, for example, and with the R&D communities. Public-private partnerships should be encouraged, along with increased use of networks, clusters and measures to promote innovation and interaction within the tourist industry, but also with other sectors and industries.

Good framework conditions and adapted measures are as follows:

The tourist industry must have competitive framework conditions on a par with other industries, both as an export industry and in order to grow on a domestic level. These conditions must be reinforced at both a corporate and a societal level, i.e. throughout the entire ecosystem, so as to enhance the development of tourism.

At corporate level, this applies to factors such as taxes, charges, adapted schemes for workers and simplifications for inspection and reporting requirements¹⁸. Public measures under the supervision of Innovation Norway, the Industrial Development Corporation of Norway, the Research Council of Norway, Enova, county authorities, municipal business funds and other stakeholders must be adapted so that they become effective measures for all stakeholders in the tourist industry, promoting innovation, restructuring and development.

At a societal level, the needs of the tourist industry must form a (natural) part of national and regional plans (or planning processes) and priorities. Publicly funded route development

¹⁸ See Appendix 2.

must address the needs of the tourist industry and identify the potential for coordination and joint investment. Municipal port development for cruises, investments in route development under the supervision of Avinor and the priorities for national and regional buyers of transport services must be coordinated and harmonised with national goals and ambitions for the development of the tourist industry. It will also be necessary to look at and possibly alter a number of the framework conditions influencing development opportunities in the tourist industry and its ability to manage development. This relates to visitor management, transport licences and distribution of resources to the health service and emergency services in regions welcoming large visitor volumes and/or with a large cabin population. The funding models for facilitation and development of necessary public benefits at destinations must also be assessed.

5.4 Evaluation and performance measurement

The Ministry of Trade, Industry and Fisheries has ordered the national tourism strategy and so is responsible for its evaluation and overall performance measurement.

Evaluation at the halfway point

The strategy must be evaluated halfway through the strategy period, and initiatives must be initiated and measures revised on

the basis of goal formulations. The insights developed in the first phase up to 2025 will be used to identify and prioritise new targeted measures for the next five years up to 2030.

Impacts and performance goals

The strategy must help to reduce our carbon footprint, create jobs, enhance value creation, increase add-on sales, enhance visitor satisfaction and have a positive impact on local communities: see the goals in section 5.2. These are indicators that are to be included in the national monitor proposed as one of the strategic measures in section 6.3. Until this monitor is available, the effects of the strategy must be gauged by means of existing measurement methods where a zero point can be defined for development.

The impact of the primary focus of the strategy should be evaluated both during and after the end of the strategy period.

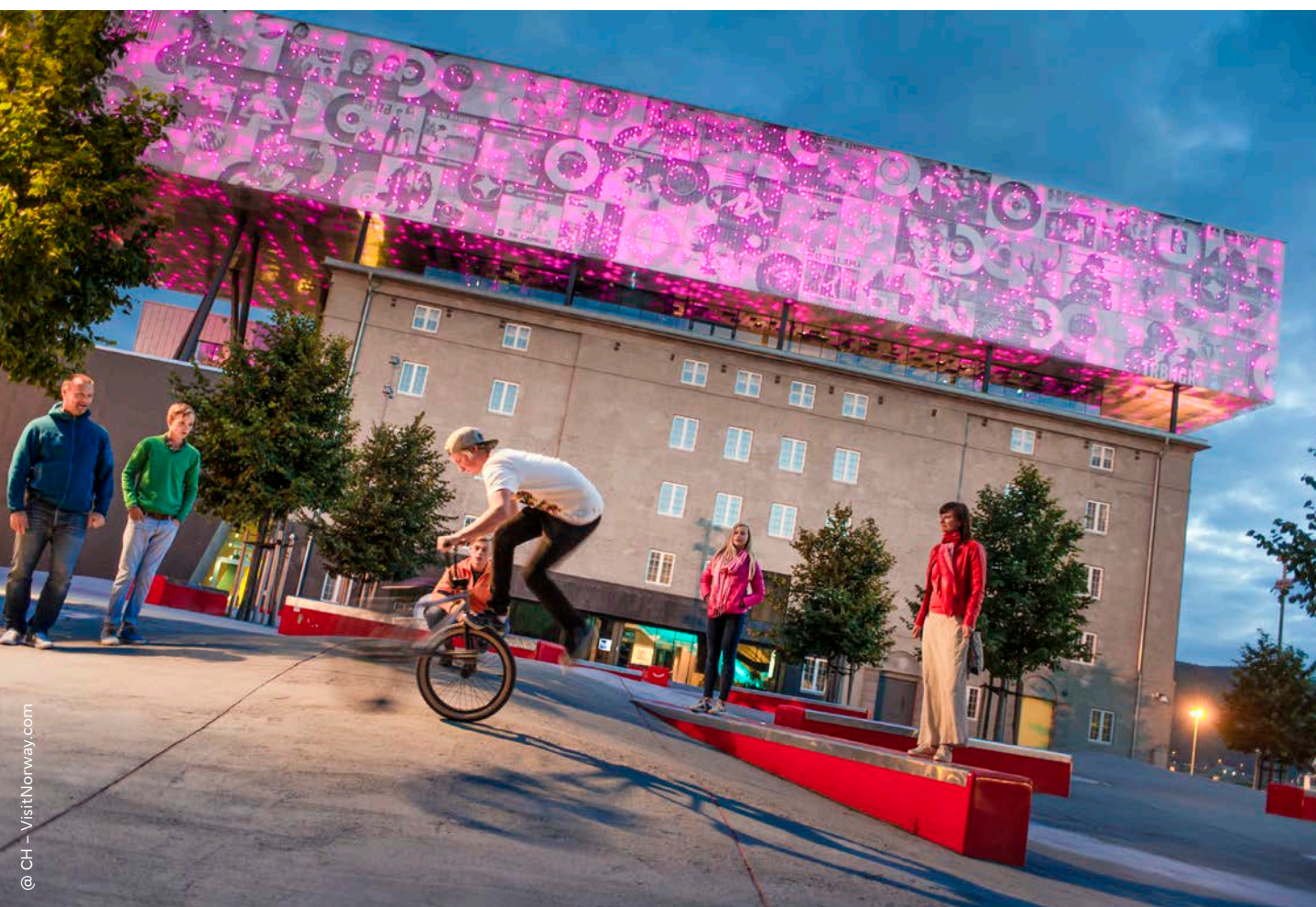
Goals of the strategy in relation to the UN Sustainable Development Goals

The Sustainable Development Goals are a prerequisite for the strategy: see Figure 2 in section 1. All of the initiatives and measures of the strategy must meet on one or more of the Sustainable Development Goals. Further details on this can be found in section 6.6.



6.0

Initiatives and measures



This section deals with important initiatives and measures for reinforcing restructuring capability, value creation capability, management capability and interaction capability, and for ensuring good framework conditions and adapted measures. These primary strategies largely reinforce one another mutually and will reinforce developments in a number of areas. However, the individual measures have been categorised on the basis of where they will have the greatest impact. All of these measures are based on professional advice in respect of tourism and stakeholders' input for the strategy work. It is vital for these measures to be realised in the first phase of the strategy period.

The strategic measure is designed to create scope for mobilisation for more initiatives as 2030 approaches, beyond the measures that are described here. The national strategy must be followed up regularly in order to attain the goals. The national strategy provides both scope

and guidance for regional and local follow-up. The aim is for both private and public stakeholders throughout the tourism ecosystem to relate their own strategies and action plans to the national level, whether this involves continuing, reinforcing or renewing them.

Most of the measures referred to in this section must be implemented as cooperation involving a number of stakeholders. Hence the "follow-up" section primarily indicates the party that should take the initiative for further efforts.

All of the measures are related to how they help towards attainment of the UN Sustainable Development Goals. This is presented as a simple summary at the end of the section. Six of the goals are special priority areas for the national tourism strategy in its entirety: see Figure 2 in section 1.





6.1 Reinforce value creation capability



1. Restart Reiseliv 2021-2024 – a programme for rebuilding following the pandemic

Goal: Efficient, purposeful build-up of activity levels in the tourist industry following the pandemic.

The tourism strategy will provide guidance prior to 2030, but resources are very much needed in order to “kick-start” the industry while also providing it with greater market opportunities and enhanced competitiveness as soon as possible.

Targeted measures must be regularly customised and implemented as the opportunities in the tourism markets become available once more, working in close cooperation with industry stakeholders and their needs and priorities.

There will be a great deal of competition for the attractive target groups as all countries are getting ready to rebuild.

This is why the industry must have significant resources for product development, marketing and recruitment:

- **Marketing:** The aim is to increase the visibility and sales of Norwegian tourism products in Norway and local markets. Rebuilding the international market will be a demanding task as there will be enormous competition for travellers, and it is likely that there will be fewer travellers due to the economic consequences of the crisis. The industry will also struggle to fund its own operations during this period, and there will be little opportunity for it to do this work itself. The Restart Reiseliv initiative will initially be aimed at Scandinavian and European target groups: targeting the initiative at them will be both efficient and strategically important. Restart Reiseliv will also be used to reach out to target groups that will be important in the longer term (making a contribution towards high value creation and lower emissions).
- **Product development:** A grant scheme for strategic and commercial corporate networks in the tourist industry. The aim is to increase growth and value creation within companies through the development and implementation of new market opportunities in existing or new markets, either abroad or in Norway, where cooperation will provide synergies and strategic benefits.
- **Recruitment:** The Norwegian tourist industry is very much in need of talented workers at all levels for its demanding rebuilding phase. This is why a nationwide recruitment campaign is being launched as part of Restart Reiseliv. This need is apparent in traditional tourism sectors, but also in new fields such as technology, green restructuring, visitor management and outdoor activities.

Restart Reiseliv is arranged for these companies, but also for networks, clusters, chains and organisations. Restart Reiseliv is designed on the basis of the current crisis and action packages in order to devise new, customised experiences and digital solutions and develop new concepts and markets, as well as preventing the loss of critical and talented workers in the tourist industry.

Follow-up: The Ministry of Trade, Industry and Fisheries and Innovation Norway, in partnership with trade associations in the tourist industry.



2. Innovation workshop – a method for enhancing innovation and service development within companies

Goal: *To reinforce companies' ability to innovate and start afresh by establishing this as a permanent measure.*

Innovation workshops in various forms are used in many industries as a way of trialling ideas and concepts and initiating specific innovation activities. This must provide a low-threshold offering for entrepreneurs and established companies wishing to adopt a more systematic approach to innovation. Three-day mobile workshop concepts are proposed that will involve design thinking, lean startup and involvement of professional communities across industries. These should be held all over Norway, taking place in locations requested by companies. The financial framework for the measure should provide enough scope to allow 15-20 workshops to be arranged every year. An annual national Innovation Workshop week is proposed for further reinforcement of the initiative. This will involve national and regional activities with a view to focusing more closely on innovation in the tourist industry.

Follow-up: The Ministry of Trade, Industry and Fisheries in partnership with stakeholders for the measures¹⁹.

3. National concept for food and culinary experiences

Goal: *To tap the potential for food and culinary experiences by building up market interest, reinforcing offerings and ensuring deliveries.*

More and more people want to experience the flavours of the places where they visit, and culinary tourism is a growing segment. Norway offers world-class ingredients, producers and chefs. There is now a need for a national concept that links markets, eateries and suppliers while also linking seafood, agriculture, game/harvesting and local specialties. This concept should be based on the findings of the “Nordic Food in Tourism” project, which recommends linking our food and culinary experiences to our natural lifestyles. The protected names and speciality brand labelling schemes will be included in this, of course, as is also in line with the Government’s new “Matnasjonen Norge” strategy^{xxxiv}.

A national “food and drink” month should be established that focuses on food and lifestyle all over Norway as a way of reinforcing the concept still further. This can be done by mobilising producers, eateries and specialist communities and scheduling the initiative for a time of year when many stakeholders need visitors.

A separate accelerator programme should also be created for gourmet eateries with a view that allows them to develop into the international elite. It is important to offer a wide variety of world-class eateries so as to build up international culinary tourism aimed at target groups that travel all year round, providing a high value creation effect for industry stakeholders.

Follow-up: The Ministry of Agriculture and Food, the Ministry of Trade, Industry and Fisheries in partnership with regional food networks, the Norwegian Food Foundation, the Seafood Council, et al.

¹⁹ Innovation Norway, the Industrial Development Corporation of Norway, the Research Council of Norway, DOGA, etc. A complete summary can be found at <https://www.ssb.no/naringvirk>

4. Friluftsliv, Nature the Norwegian Way

Goal: *To enhance value creation for Norway's unique traditions in respect of nature experiences.*

There is a need for an international concept that will use product development to reinforce our unique nature, developing Norway's unique core values for nature-based experiences still further. Establishing a joint platform based on Norwegian outdoor traditions will make it possible to encourage product development and reinforce the development of nature-based experience companies. It will also provide a foundation for highlighting the benefits of Norwegian outdoor life from an international perspective. It will also underpin stakeholders' experience offerings and help us to communicate what we expect from our visitors in terms of their behaviour and "use" of our nature. As a result, this concept will be able to assist with better visitor management as well. A framework must be compiled for the concept, and requirements should be defined (by means of criteria/certifications, etc.) with regard to participants on the stakeholder side of things.

Follow-up: Innovation Norway in partnership with outdoor recreation organisations and relevant stakeholder communities.

5. Innovative cultural experiences programme

Goal: *To deliver innovative projects and encourage the development of commercial concepts.*

The Ministry of Culture and the Ministry of Trade, Industry and Fisheries presented a strategy for culture and tourism in 2019^{xxxv}. Innovative Cultural Experiences is proposed as a direct follow-up. This is a programme that will support initiatives at the point where tourism and culture meet in line with this strategy.

The objective is to encourage initiatives to ensure that good cultural experiences reach a new audience, particularly on an international level, using new technology, new business models or new ways of reaching the market. The programme should include initiatives that also include R&D partnerships and run for longer from pre-pilot to full market trial, or specific initiatives linked with renowned Norwegian authors or artists.

This programme is strategically important as a way of reinforcing stakeholders in both the tourist and cultural industries, but also for achieving the goal of increasing year-round demand and reinforcing Norway's position in the international arena. Innovation Norway's Tourist Survey^{xxxvi} shows that Norwegian tourists who enjoy culture are happiest with their holidays in Norway. Innovative cultural experiences such as programmes must be awarded annual funds for up to ten initiatives a year, and should be operational for five to seven years.

Follow-up: The Ministry of Trade, Industry and Fisheries and the Ministry of Culture.

6. National resource centre for cultural and sporting events

Goal: To tap Norway's potential as an organising country and support initiatives all over the country.

Greater investment in events will help to bring about seasonal development and year-round demand all over Norway. Events are often project-based, which means that skills often vanish when the event is over. The national event strategy for 2020-2030^{xxxvii} identified the need for a national resource centre that can assist individual organisations and organisers with planning, searches and risk assessments, as well as developing tools and creating meeting places where people can swap experiences and gain inspiration. This resource centre will lower the event creation threshold and assist with more targeted and efficient working.

Follow-up: The Ministry of Trade, Industry and Fisheries, the Ministry of Culture and Innovation Norway.

7. Life-long learning – forward-looking further and higher education

Goal: To help ensure that the tourist industry always has access to staff with relevant and up-to-date skills.

A nationally coordinated, programme-based skills boost is needed for further and higher education in the tourist industry. This must meet the needs of both workers and companies. Stakeholders are largely qualifications-oriented, particularly in further and higher education. They are looking for skills that are relevant here and now, which demands a further and higher education offering that identifies changes effectively and adapts constantly to the needs of the tourist industry. Companies are experiencing a period of restructuring and rapid development, so various further and higher education offerings should be trialled. This may be based on the contents of “Notat om anbefalinger for et mer velfungerende marked for etter- og videreutdanning”, prepared by the Norwegian Institute for Adult Learning.

Follow-up: The Norwegian Institute for Adult Learning, along with labour market parties and educational institutions.



8. Sami tourism – a sub-strategy

Goal: A forward-looking platform for the development of Sami tourism.

Sustainable indigenous tourism can assist with revitalisation, local pride, preservation and resumption of ancient traditions, increased awareness, greater value creation in Sami settlement areas, etc. Sami tourism has significant potential, but it must be allowed to develop at the correct pace – and not least, on its own terms.

It goes without saying that a Sami tourism strategy should also assess opportunities and potential for closer links with creative activities (Duodji (Sami handicrafts), visual arts, music, theatre, film), as well as reindeer herding and wilderness industries. The strategy should also provide guidance for the policy measures when it comes to building up sustainable companies working with Sami tourism.

Follow-up: The Sami Parliament.





6.2 Reinforce restructuring capability

9. REIS21

Goal: To create a long-term platform for knowledge-based innovation and restructuring in the Norwegian tourist industry.

A “21 process” is a stakeholder-driven national strategic initiative commissioned by the Government or a ministry in order to promote knowledge-based value creation. A 21 process is characterised in that it meets challenges in important areas of society, develops holistic national strategies for research and innovation, ensures broad involvement by means of open input rounds and creates interaction between the business community, research, special interest organisations and authorities.

Such strategic work is organised in this manner so as to ensure good compliance between the R&D and innovation policy established by the authorities in the industry in question and the strategic ambitions and needs of stakeholders in the business community. This is why such processes are organised with plenty of involvement from the business community and other relevant stakeholders.

REIS21 will provide an important national boost for long-term development and restructuring of the tourist industry and an arena for reinforcement of skills development and innovation in all tourist industries and associated service and experience-based industries. REIS21 aims to submit proposals for a broad and unified strategy across various industries and communities of experts.

Many factors affect the ability of the business community to adapt and start using new expertise and skills. Work on the national tourism strategy has identified five areas that will be of major significance to development ahead of 2030:

- Smart digitalisation (the digital ecosystem for the tourist industry, including an open data platform as a basis for radical innovation)
- Green restructuring (the green transport plan for the tourist industry – with low emissions as a prerequisite ahead of 2030)
- Services and technology (how can technology resolve productivity challenges in the tourist industry)
- Enhanced level of processing (competitiveness on account of high quality and high customer value)
- Valuable jobs (the tourist industry must be able to compete for the best workers)

Reis21, like other 21 processes, needs to allow national teams of experts to explore the topics in question.

The coronavirus pandemic makes a coordinated national initiative of this kind even more crucial, and preparatory work should be initiated as soon as the national tourism strategy has been launched.

Follow-up: The Ministry of Trade, Industry and Fisheries in consultation with labour market parties and relevant R&D institutions.

GRUNNLEGGENDE IDÉ MED 21-PROSESSER:
 FoU-STRATEGI - DER NÆRINGSLIVET SETTER RETNINGEN

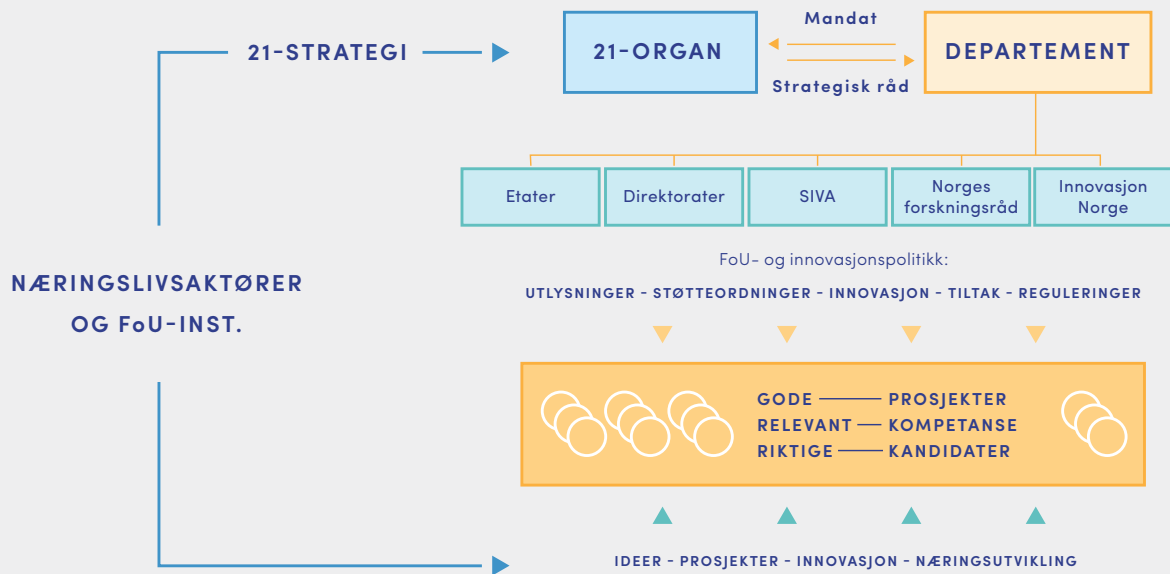


Figure 16 The basic “21 process” concept (Digital 21. 2018, p. 6)



10. A digital boost as a competitive advantage

Goal: *To establish new business areas for the digital solutions of the future.*

There is a need to accelerate the digital shift and encourage key stakeholders to work together on new business opportunities, with the aim of increasing value creation by means of innovation. The Norwegian tourist industry has the potential to be at the cutting edge when it comes to developing customised and forward-looking digital solutions, including development of genuine alternatives to existing TravelTech solutions. It is appropriate to make use of the national cluster programme (Norwegian Innovation Clusters) in order to create a platform of this kind.

This initiative should have a national ambition and be aimed at carriers, hotel chains, major experience stakeholders, leading research communities and digital expertise communities. The aim is to enhance stakeholders' prerequisites and potential for developing new business areas, and to do so as part of a national interaction with leading Norwegian technology communities. The cluster programme facilitates such cooperation and provides a platform for long-term development for stakeholders.

Follow-up: Innovation Norway, the Research Council of Norway and the Industrial Development Corporation of Norway in partnership with trade associations and leading industry stakeholders.

11. Green travel – pilot project for the transport solutions of the future

Goal: *Greater value creation with less of a footprint thanks to seamless green routes to and around Norway.*

75 per cent of CO₂ emissions in the tourist industry are linked with transport, and it is necessary to devise new offerings resulting in low emissions while also being attractive to consumers. These solutions must be adapted to meet the needs of travellers and be seamless in terms of booking and transfer options between different offerings and modes of transport. Trying out new solutions as part of a binding cooperation is needed. Carriers (trains, aircraft, boats/ferries, buses), intermediaries (EnTur), destinations and companies, as well as user organisations²⁰, county authorities and transport authorities are all relevant partners. The project should capture the greater interest being shown in rail travel/night trains. The initiative should include ten different pilots lasting three years and experience transfer between the pilots. Experience from the Grønn Tur project²¹ should be included in the initiative.

Follow-up: The Ministry of Transport and Communications in partnership with major carriers, trade associations and county authorities (where appropriate).

²⁰ The Norwegian Trekking Association, Norges Hytteforbund, the Norwegian Federation of Organisations of Disabled People, etc.

²¹ Grønn Tur 2017-2027: <https://www.dnt.no/gronn-tur-2017-2027/>

12. Destination 3.0 – pilot for stakeholder cooperation at the destinations of the future

Goal: To develop models for organisation and interaction by means of interacting pilots.

Destinations have an extremely important part to play in the successful and sustainable development of the tourist industry of tomorrow, and this requires effective and forward-looking organisation and interaction at a local level.

It is necessary, therefore, to renew organisation at destination level, reinforce interaction in the industry, boost innovation and restructuring, explore funding models and destination management models and develop cooperation with local authorities and relevant public bodies. Norwegian destinations vary widely. The division of roles between stakeholders and the need for organisation will vary. That said, the principles are the same. There must be development and management of destinations in responsible interaction between tourism stakeholders, local authorities and other relevant and key stakeholders. The organisation of the tourist industry is undergoing upheaval at the moment, and there is a need to trial new models and approaches as part of a major national pilot project. The solutions of tomorrow have not been devised, and different approaches to the challenges faced are already being debated in both Norway and many other countries.

Destination 3.0 should be a searchable pilot project based on clear participation criteria in which ten destinations develop and try out models that provide forward-looking solutions based on their local needs and prerequisites. A (national) arena for exchanging experiences and sharing solutions will also be established so as to create synergies between participants. This will make Destination 3.0 transferable to other Norwegian destinations. The project should take two to three years, with a collective start-up for all participants.

Follow-up: The Ministry of Trade, Industry and Fisheries in partnership with the trade associations and Innovation Norway.

13. Klimasmart – a market development calculator

Goal: An analytical tool that is able to calculate optimum market development and is accessible to all.

The tourist industry has to devise new target groups in markets with low climate costs so as to meet the climate goals to which Norway is committed on account of the Paris Agreement. Merely looking at consumption is not enough. A digital methodology that links data on both emissions and consumption should be developed so that knowledge-based strategic choices can be made about market development going forward. This will reveal the consumption per kilo of CO₂ emissions for the various tourist markets on the transport part of the trip. A tool of this kind will make it easier for all elements of the tourist industry to make better assessments of the relationship between consumer impact and climate costs in their own strategic initiatives. The results of the analyses will alter over time. The basic figures for emissions will be updated when new, climate-friendly transport alternatives to and around Norway are available. The Tourist Survey, which is the source of the consumption figures, will identify when we manage to attract new customer groups with higher consumption.

The calculator will support and give reasons for climate-smart market priorities so that the tourist industry can make decisions more easily leading towards the goal of a ten per cent annual reduction in total greenhouse gas emissions from overall (commercial) tourism activity. In the long term, the calculator can be developed further to form the National Monitor, where use of real-time travel and consumption data will increase the accuracy of future analyses still further.

Follow-up: The Ministry of Trade, Industry and Fisheries in partnership with Innovation Norway.



6.3 Reinforce management capability



14. National Monitor – all insights in a single location

Goal: To establish a national monitor, a joint big data analysis tool for the Norwegian tourist industry.

The tourist industry's knowledge base is inadequate and fragmented, and many suboptimal decisions are made at all levels. Current data sources are compiled inadequately and are not suitable for providing a comprehensive view of tourism as an industry and as a sector. The goal is to establish a nationally recognised analysis model (like the one used in the financial industry, for example), which describes the industry and important characteristics in the event of development in the sector, and is designed so that it will gradually be able to simulate future development on the basis of artificial intelligence.

The monitor must provide insight into scope, traffic flows, value creation, consumption, ripple effects, employment, visitor satisfaction, market development, resident satisfaction, carbon footprint and the tourist industry's contribution to the green shift. It should be possible to link it to all relevant and available data sources, such as those developed under the supervision of Smart Cities and the sustainability network under the supervision of the Norwegian Association of Local and Regional Authorities (KS). Existing data from sources such as Statistics Norway, Innovation Norway, trade associations and other institutions must also be linked and made available.

The monitor will make it possible to define clear goals for development at many levels ahead of 2030, and it increases the level of precision regarding strategic decisions for industry stakeholders, planners and policymakers. It will also provide all stakeholders with a common source of insight into and intelligence on the industry.

Follow-up: The Ministry of Trade, Industry and Fisheries in partnership with the Research Council of Norway, Statistics Norway and Innovation Norway.



15. Management and funding of public benefits

Goal: To make the funding and management of important public benefits predictable.

Funding and management of the public benefits of the tourist industry present challenges, and there has been an increasing need to identify long-term solutions over the last few years. Of 30 countries in Europe, 21 have now introduced some form of public benefit funding, and over 40 nations worldwide have done the same^{xxxviii}. The most critical aspect in Norway has been the shortage of decent solutions for managing places with high numbers of visitors that are under major pressure, which is also related to the fact that our attractions are largely nature-based. The current situation is characterised by the fact there are lots of different local models for both funding and management and a lack of national schemes. To deal with the development facilitated by this strategy, sufficient resources must be allocated to reinforce the experience-based infrastructure and visitor management on which Norwegian tourism is entirely dependent. Besides developing the visitor management regimes applied at national parks and world heritage sites and in conservation areas still further, it is important to:

- Complete National Tourist Routes²² by means of planned measures by 2029.
- Reinforce the emphasis on National Tourist Trails²³ by increasing grants over the next five years.
- Establish a similar scheme for facilitation of national icons, which are defined as nature and culture-based attractions that play a part in the Norwegian tourist industry's offering on a national or major regional level. (The US, Iceland and New Zealand all manage their national icons by means of financial contributions directly from Government level.)
- Establish a pilot initiative for a comprehensive trial of an integrated model for public benefit funding based on "Prosjekt for Fellesgodefinansiering" developed by VisitSognefjord and the West Norwegian Fjords^{xxxix}. This should take place as an application-based trial (at a regional level), with three-year periods for a number of pilots followed by evaluation. Another aim of the pilots will be to develop a model for a national scheme that can be introduced on the basis of specific criteria and defined needs.

Follow-up: The Ministry of Trade, Industry and Fisheries in consultation with the Ministry of Climate and Environment, the Ministry of Transport and Communications and the Ministry of Local Government and Modernisation.

²² National Tourist Routes: <https://www.nasjonaleturistveger.no/>

²³ National Tourist Trails: <https://www.miljodirektoratet.no/ansvarsomrader/friluftsliv/nasjonale-turiststier/>







6.4 Reinforce the ability to interact

16. Better coordination of tourism policy on a national level

Goal: To achieve better interaction in respect of the development and coordination of stakeholders involved in tourism policy.

Tourism does not have a comprehensive national management arrangement in the same way as many other industries²⁴. This places even greater demands on coordination on a national level. The ministries and their subordinate agencies are important suppliers of prerequisites for the development of the tourist industry. A solution must be established for a permanent and coordinating function that is able to coordinate the relevant ministries and stakeholders for the measures so as to increase the coordination capacity as facilitated by the strategy. A model is proposed where:

- The Ministry of Trade, Industry and Fisheries establishes a separate coordination secretariat that monitors tourism and strategy efforts on a national level and is responsible for government coordination. A team of senior civil servants from the most relevant ministries is suggested in order to manage this. The established State Secretary Committee for Tourism may be linked to a secretariat of this kind at a political level.
- A national tourism council should also be established, with decent, consistent representation from the various stakeholders in the Norwegian tourist industry.
- This should be followed up with bilateral agreements at an operational level, and it is proposed that Innovation Norway should enter into strategically binding (bilateral) cooperation agreements with other key public stakeholders in the context of tourism, such as the Norwegian Environment Agency, Enova, the Norwegian Directorate for Cultural Heritage, the Centre of Competence on Rural Development, Avinor, Arts Council Norway, Entur, the Norwegian Public Roads Administration, the Norwegian Directorate for Civil Protection and the Norwegian Maritime Authority.

Follow-up: The Ministry of Trade, Industry and Fisheries and Innovation Norway (bilateral agreements).

²⁴ The Norwegian Agriculture Agency, the Norwegian Directorate of Fisheries, the Norwegian Maritime Authority, the Norwegian Petroleum Directorate, et al.



17. Regional follow-up based on regional criteria

Goal: Regional development of the tourist industry on the basis of the national strategy.

The Storting has used the regional reform to provide the county authorities with great responsibility for the measures that will help to create more jobs, growth and settlement, which includes utilising regional advantages in terms of resources. Besides business development, the county authorities are responsible for regional planning, transport, culture, public health, upper secondary education and other sectors of major importance to the tourist industry. They deal with coordination with other public stakeholders and their use of measures.

As a result, the county authorities are a primary stakeholder in the operationalisation of the national tourism strategy, based on the regions' own resource bases, priorities and potential for further development of their own tourist industry. The county authorities should therefore create regional follow-up strategies (smart specialisation), providing guidance and highlighting ambitions, and become a determinative factor in the regional use of measures and the development of regional innovation systems.

Although Svalbard has its own form of governance, it is also important for Svalbard to follow up the national strategy on the basis of its unique criteria.

Follow-up: The Ministry of Local Government and Modernisation and the county authorities.

18. The local authority's knowledge of and role in the development of the tourist industry

Goal: To establish a tourism-related knowledge platform for local authorities working with tourism activities.

Through their roles and responsibilities, local authorities are a main stakeholder when it comes to defining prerequisites for the development of Norwegian destinations. Therefore, local authorities will be the industry's most important partner when this strategy is to be operationalised and targets achieved. A national knowledge platform should be established for the local authority's roles and responsibilities in respect of tourism so as to develop the win-win perspective. Important keywords include municipal planning, statutory assignments, hosting functions, facilitation/public benefits, attractiveness of places, visitor management, destination management, business development and resource management.

The knowledge platform should be based at the Norwegian Association of Local and Regional Authorities (KS) or the Centre of Competence on Rural Development and include all of the topics mentioned, including the needs of the local authorities with lots of cabins in this context. It should be made up of elements such as digital guides, training programmes for politicians and administration and a national professional network for exchange of experiences.

Follow-up: The Ministry of Local Government and Modernisation in partnership with the Norwegian Association of Local and Regional Authorities (KS) and the Centre of Competence on Rural Development.





19. Review of business-oriented measures in the tourist industry

Goal: *To reveal the need for adaptations of existing measures and the need to develop new ones.*

The measures in Norway are generally developed pursuant to the principle of neutrality of the industry. This strategy has indicated the need for restructuring and to increase innovation activity in the industry over the next few years. It is necessary to review measures channelled via Innovation Norway, DOGA, the Industrial Development Corporation of Norway, Enova and the Research Council of Norway so as to ensure that these are all available and relevant to all stakeholders in the tourist industry. Innovation Norway in particular has a broad portfolio of measures that are highly significant to the tourist industry, and it is important for these to be adapted properly to the needs of the industry and the goals in this strategy. This includes measures for destination and market development, including the Sustainable Destination label.

Follow-up: The Ministry of Trade, Industry and Fisheries in partnership with the stakeholders for the measures.

20. Mobilisation for research-based innovation at companies

Goal: *To enhance research-based innovation in the tourist industry.*

The Research Council of Norway must use the scope of its measures to ensure that the business community all over Norway uses research-based knowledge and technology to develop new value creation opportunities, which includes ensuring that research initiatives create new business opportunities to a greater extent. A national mobilisation and qualification measure should be implemented in order to ensure increased participation on the part of travel agencies and knowledge-based development of the tourist industry. Mobilisation should take place on a local, regional and national level in close cooperation with relevant communities of experts, R&D institutions, clusters and trade associations.

Follow-up: The Research Council of Norway.

21. Guarantee schemes for congresses – risk relief for organisers

Goal: *To reinforce Norway as a congressional nation by encouraging Norwegian initiatives and providing risk relief.*

The aim of the national congressional initiative via Innovation Norway is to support congressional cities and specialist communities in their efforts to attract larger international congresses. This is a strategically crucial priority area for Norway, and stakeholders believe there is a need to establish a pre-financing scheme in addition to a guarantee scheme. This will increase the number of initiatives and international congresses in Norway by reducing the risk to Norwegian specialist communities and organisers.

Follow-up: Innovation Norway.



6.5 b) Ensure good framework conditions are in place

22. Official Norwegian Report (NOU) on framework conditions for the tourist industry

Goal: Modernisation and adaptation of important framework conditions for the tourist industry.

It is necessary to regenerate and adapt a number of framework conditions that impact the development of tourism. There has been a lot of input concerning this in the strategy effort. The fact that the wording of certain laws, regulations and schemes also results in unintended consequences for companies, local authorities and civil society is also noted. A public committee should be appointed to conduct a comprehensive review of all relevant framework conditions and provide proposals in respect of modernisation and adaptations in line with the goals of the strategy. This committee should assess:

- How it will be possible to establish a state travel guarantee fund that assists in the construction of effective incoming stakeholders and tour operators based in Norway.
- Visitor management in the countryside and regimes for management of nature-based experiences that deal with all considerations in a balanced, long-term manner. Facilitation must be developed in line with the increase in usage, changing habits and new needs and outdoor activities. This is also applicable to visitor management and facilitation in respect of cultural heritage and major attractions and in vulnerable local communities.
- Funding models for the facilitation and development of necessary public benefits that demand (user) payment or establish various forms of commercial management is not desirable.
- How tourism should be integrated into infrastructure investments analysis models and the priorities of such aspects (development of roads, airports, etc.). These often have a major impact on the industry's value creation potential and development opportunities.
- Criteria for public purchases of transport services (train, bus, boat and air routes) and how the needs and potential of the tourist industry can be included in these, including switching between different forms of public transport ("all the way solutions").
- How route development under the supervision of Avinor and purchasers of transport services should be coordinated with national goals for the development of the tourist industry.
- Criteria for the distribution of resources to emergency response and rescue services, as well as health and medical services for local authorities with large numbers of visitors and/or large cabin populations (e.g. ski resorts). The number of residents is currently used as a basis, which has consequences for tourism stakeholders, visitors and local authorities.
- Emergency response models in relation to accidents that may affect many people at the same time (cruise ship groundings, major events, etc.).
- How rules on the short-term rental of private homes and cabins should be matched with companies' framework conditions and statutory requirements.
- Whether management of regulations on opening hours (for shops) through the scheme involving tourist municipalities operates as intended and does not distort competition.
- Simplification of regulations, the VAT structure, reporting requirements and working hours regulations at company level, including simplification of the organisation of public inspection at companies.

Follow-up: The Ministry of Trade, Industry and Fisheries.



Queen Mary 2

23. Framework conditions for cruise operations in Norwegian waters

Goal: To clarify prerequisites for the cruise industry's activities in Norway.













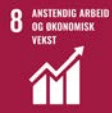
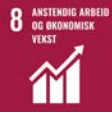




The national tourism strategy must help to enhance value creation and the green shift, with market developments that will help with attaining the goals; namely, enhanced local value creation with lower emissions. The Government has already adopted zero emissions requirements for the world heritage fjords by 2026. Strict requirements that apply only to limited areas may result in greater pressure from visitors and climate impact elsewhere along the coast of Norway. Extending this requirement to all Norwegian cruise ports should be considered, and this standpoint is supported by 13 of the major Norwegian cruise ports. These ports have also proposed a series of other measures, which include statutory authority to impose restrictions on the maximum number of cruise passengers and arrivals per day. This will help to reinforce the ability to manage the situation on a local level, which will be an important prerequisite going forward. It is therefore necessary to consider the framework conditions for cruise operations in Norwegian waters.

Follow-up: The Norwegian Maritime Authority.



6.6 Contribution of the measures to the Sustainable Development Goals

No.	Measures	UN Sustainable Development Goals
1	Restart Reiseliv 2021-2024 – a programme for rebuilding following the pandemic	  
2	Innovation workshop – a method for enhancing innovation and service development within companies	
3	National concept for food and culinary experiences	  
4	Friluftsliv, Nature the Norwegian Way	  
5	Innovative cultural experiences programme	  
6	National resource centre for cultural and sporting events	 
7	Life-long learning – forward-looking further and higher education	 
8	Sami tourism – a sub-strategy	 
9	REIS21	  
10	A digital boost as a competitive advantage	 
11	Green travel – pilot project for the transport solutions of the future	  
12	Destination 3.0 – pilot for stakeholder cooperation at the destinations of the future	 
13	Klimasmart – a market development calculator	 

No.	Measure	UN Sustainable Development Goals
14	National Monitor – all insights in a single location	 
15	Management and funding of public benefits	 
16	Better coordination of tourism policy on a national level	
17	Regional follow-up based on regional criteria	  
18	The local authority's knowledge of and role in the development of the tourist industry	  
19	Review of business-oriented measures in the tourist industry	
20	Mobilisation for research-based innovation at companies	
21	Guarantee schemes for congresses – risk relief for organisers	
22	Official Norwegian Report (NOU) on framework conditions for the tourist industry	 
23	Framework conditions for cruise operations in Norwegian waters	 

See the strategy's knowledge base at business.visitnorway.com/no for further details on what the various measures contribute to the 17 UN Sustainable Development Goals and 169 targets.

7.0

Epilogue



7.1 A 2030 scenario

The tourist industry in Norway in 2030 is based on STRONG IMPRESSIONS rooted in nature, culture, traditions, way of life, food culture and innovative stakeholders. Things are going on all year round, and offerings are created for people who live nearby and people who live in far-off countries. Our international visitors are very prepared to pay for things and have a low footprint: this is because we enrich them with strong impressions and experiences that they value highly, and because they appreciate the fact that our tourist industry is based on the UN Sustainable Development Goals. There are green transport systems that can be used to travel seamlessly to Norway and are used by everyone arriving here, whether they are going skiing, heading off to see the Northern Lights or attending a congress. All in all, this ensures a SMALL FOOTPRINT.

Our digitalisation initiatives mean that people refer to us as “the seamless country”. Travelling to and around Norway is, therefore, easy. This facilitates cooperation among all stakeholders and reinforces company profitability. Stakeholders once again maintain control over their customer relations and have created completely new value chains and forms of cooperation. Our unique TravelTech solutions are scalable and are now exported to many countries.

50 per cent of working people in a number of locations now work with the tourist industry on a daily basis. The flood of tourists continues in locations where the industry is successful. Towns and villages all over Norway now have a pace of life that enriches residents and visitors alike. Young people enjoy working in the industry, train for it and stick with it.



The tourist industry made a decision in 2021 to help Norway to achieve its sustainability goals and commitments in terms of emissions. Fossil energy will not be used by 2030: everything will run on electricity and hydrogen – aircraft, boats, trains, passenger drones and other vehicles. Norway has received a great deal of praise for its pioneering spirit when it comes to building better tourism in the wake of COVID-19. “Consideration” was on everybody’s lips then. Consideration for one another, consideration for nature, consideration for the places where people live, consideration for people who do the jobs – and consideration for the people who create businesses and enterprises. Stakeholders and R&D communities also developed “The Future”. This is an analysis tool based on big data for monitoring tourism, and has a unique, built-in future simulator. This made it possible to trial the impact and consequences of various options, investments and initiatives. Both business stakeholders and politicians now adore “The Future” as it enables them to make much better decisions about what will be a win for businesses, a win for local communities, a win for visitors and a win for our planet. Other tourism nations are listening and learning and will share in our success.

In 2021, tourism stakeholders and politicians learned something vital from the tale of the Norwegian oil adventure. The raw materials themselves are not what build the country. The way in which we refine and manage our resources together is what gives us our success. The outcome is now known as the Norwegian tourism adventure.



References

- Adventure Travel Trade Association (ATTA). 2020. *Adventure Development Index ATDI 2020*. Atta & International Institute of Tourism Studies. The George Washington University. Downloaded from: <https://www.adventuretravel.biz/research/2020-adventure-tourism-development-index/>
- Binggeli, Urs, Constantin, Margaux, and Pollack, Eliav. 2020. "COVID-19 tourism spend recovery in numbers". McKinsey & Company. 20 October 2020. Downloaded from: <https://www.mckinsey.com/industries/travel-logistics-and-infrastructure/our-insights/covid-19-tourism-spend-recovery-in-numbers>
- Bremner, Caroline. 2020. "Meet the experts Euromonitor International". *Impact of COVID-19 on travel and tourism*. Downloaded from: <https://www.adventuretravel.biz/education/webinars/meet-the-experts-series-caroline-bremner-euromonitor>
- Norwegian Directorate for Children, Youth and Family Affairs. 2015. *Universell utforming og tilgjengelighet*. Status. Downloaded from: <https://bufdir.no/uu/Status/>
- Christine, Theresa. 2019. "41 countries around the world that charge a tourist tax". *Insider*, 27. February 2019. Downloaded from: <https://www.insider.com/countries-that-require-a-tourist-tax-2019-2>
- Digital 21. 2018. *Digitale grep for norsk verdiskaping. Samlede anbefalinger*. Downloaded from: https://digital21.no/wp-content/uploads/2018/09/Digital21_strategi_2018.pdf
- DNT 2017. "Grønn tur 2017 – 2027". Downloaded from: <https://www.dnt.no/gronn-tur-2017-2027/>
- Epinion/Innovation Norway (IN) 2020. *Merkevaretrackeren: Norges posisjon som feriedestinasjon*. Visit Norway. Downloaded from: <https://business.visitnorway.com/no/slik-oppfattes-norge/>
- Ministry of Finance (FD). 2021. *Perspektivmeldingen 2021*. Report to the Paper 14 (2020 – 2021) Oslo: Ministry of Finance. Downloaded from: <https://www.regjeringen.no/no/dokumenter/meld.-st.-14-20202021/id2834218/>
- Grythe, Henrik and Lopez-Aparicio, Susana. 2020. *Methodology behind the CO2RISM calculator*. Norwegian Institute for Air Research (NILU). Downloaded from: https://assets.simpleviewcms.com/simpleview/image/upload/v1/clients/norway/CO2RISM_method_NILU_8251f1fd-526b-4812-8f1f-0d60c60e7a1f.pdf
- Hesla, Gyda Katrine, Tronsen, Jo Hermstad, and Larsen, Hanne. 2021. "Nordkapp kommune får medhold: Gratis parkering ved Nordkapplataet". *Nrk.no*, 2 February 2021. Downloaded from: https://www.nrk.no/tromsogfinnmark/nordkapp-kommune-far-medhold_-gratis-parkering-ved-nordkapplataet-1.15356016
- Innovation Norway (IN) Innsikt. 2021. *Turistundersøkelsen*. Downloaded from: <https://business.visitnorway.com/no/turistundersokelsen/>
- Innovation Norway (IN)/Epinion. 2018. *Turistundersøkelsen. Kultur som en del av turismen i Norge. Sommersesongen 2018*. Innovation Norway. Downloaded from: https://assets.simpleviewcms.com/simpleview/image/upload/v1/clients/norway/Ny_Turistunders_kelsen_2018_Om_bruk_av_kulturtilbud_0c98d800-ebde-45d2-877d-6b2c57ff72e6.pdf
- Innovation Norway (IN)/Epinion. 2019. *Cruiseturismen i Norge 2019. Cruiseundersøkelsen – Sommeren 2019*. Innovation Norway. Downloaded from: https://assets.simpleviewcms.com/simpleview/image/upload/v1/clients/norway/Epinion_Innovasjon_Norge_Cruiseunders_kelsen_2019_003__def49cc7-84f4-4360-90d4-b52d5e43ed18.pdf
- Innovation Norway (IN)/Visit Norway. 2019. *Innbyggerundersøkelsen: Nordmenns syn på turisme. Sommer 2019 + vinter 2019*. Available via: <https://business.visitnorway.com/no/markedsdata/innbyggerundersokelsen/dette-mener-nordmenn-om-turismen-i-norge/>
- Innovation Norway. 2019. *Nasjonal Arrangementsstrategi 2020 – 2030: Norge som bærekraftig og innovativt arrangørland*. Downloaded from: <https://business.visitnorway.com/no/nyheter/2019/norge-har-fatt-en-nasjonal-arrangementsstrategi/>
- Innovation Norway. 2020. *Nasjonal Kongressstrategi*. Downloaded from: <https://business.visitnorway.com/no/nasjonal-kongress-strategi/>
- Jakobsen, Erik W. 2021. "Eksportpotensialet i norsk reiseliv mot 2030". *Menon Economics*, 8 March 2021. Downloaded from: <https://www.menon.no/wp-content/uploads/Norsk-reiselivs-eksport-mot-2030.pdf>
- Jakobsen, Erik W. and Dombu, Siri Voll. 2018. *Reiselivsnæringens verdi*. Menon – rapport nr. 104/2018. Menon Economics. Downloaded from: <https://www.nhoreiseliv.no/contentassets/7c0f264418d84b3ab309a43e7fa9ef75/reiselivsnaringens-verdi-2018.pdf>
- Ministry of Climate and Environment. 2021. *Klimaplan for 2021-2030*. Report to the Paper 13 (2020-2021). Oslo: Ministry of Climate and Environment. Downloaded from: <https://www.regjeringen.no/no/dokumenter/meld.-st.-13-20202021/id2827405/>
- Ministry of Local Government and Modernisation. 2019. *Levende lokalsamfunn for fremtiden – Distriktsmeldingen*. Report to the Paper 5 (2019–2020). Oslo: Ministry of Local Government and Modernisation. Downloaded from: <https://www.regjeringen.no/no/dokumenter/meld.-st.-5-20192020/id2674349/>
- Kompetanse Norge. 2018. *Notat om anbefalinger for et mer velfungerende marked for etter- og videreutdanning*. Downloaded from: <https://www.regjeringen.no/contentassets/f3053d412b2b432bab85313e5d7d4529/notat-om-anbefalinger-for-et-mer-velfungerende-marked-for-etter-og-videreutdanning.pdf>

- Ministry of Cultural Affairs (KD) and Ministry of Trade, Industry and Fisheries (NFD). 2019. *Strategi for kultur og reiseliv – Noreg som attraktiv kulturdestinasjon*. Downloaded from: <https://www.regjeringen.no/no/dokumenter/strategi-for-kultur-og-reiseliv.-noreg-som-attraktiv-kulturdestinasjon/id2654372/>
- Ministry of Agriculture and Food (LMD), Ministry of Health and Care Services (HOD), Ministry of Trade, Industry and Fisheries (NFD). 2021. *Matnasjonen Norge*. Downloaded from: <https://www.regjeringen.no/no/dokumenter/matnasjonen-norge/id2834496/>
- Larsen, Sigbjørn. 2019. “Byer og fjorder med felles krav til cruisenæringen”. *Skipsrevyen.no*, 13 February 2019. Downloaded from: <https://www.skipsrevyen.no/article/fjorder-og-byer-fronter-felles-krav-til-cruiseskip-om-lavere-utslipp/>
- NAO. 2020. *Tourism taxes by design*. Copenhagen: NAO. Downloaded from: https://groupnao.com/wp-content/uploads/2020/11/TOURISM-TAXES-BY-DESIGN-NOV12-2020_rettet-compressed-2.pdf
- Norwegian Hospitality Association, NCE Tourism Fjord Norway, Norwegian Society for the Conservation of Nature, Norwegian Tourism Partners, Federation of Norwegian Enterprise, Hanen, Norwegian United Federation of Trade Unions, Norwegian Trekking Association, The Historic Hotels and Restaurants, Innovation Norway. 2017. *Mot et bærekraftig reiseliv. Veikart fra reiselivsnæringen i Norge*. Oslo, 3 July 2017. Downloaded from: <https://www.nhoreiseliv.no/contentassets/b8ac6752ac3f463ebcc8ebb357121b07/veikart-barekraft.pdf>
- Nærøyfjorden Verdsarvpark. 2020. *Status for fellesgodefinansieringsprosjektet*. 2 December 2020. Nærøyfjorden.no. Downloaded from: <https://www.naroyfjorden.no/nyhende/status-for-fellesgodefinansieringsprosjektet>
- OECD 2020. *OECD Tourism Trends and Policies 2020*. OECD Policy Highlights. Downloaded from: <https://www.oecd.org/cfe/tourism/OECD-Tourism-Trends-Policies%202020-Highlights-ENG.pdf>
- OECD 2021. *Managing tourism development for sustainable and inclusive recovery*. Tourism Papers No. 2021/01. Downloaded from: <https://www.oecd-ilibrary.org/docserver/b062f603-en.pdf?expires=1614168502&id=id&accname=guest&checksum=0D8AF58947A7A4119B450753AC17435B>
- Opinion AS. 2018. *Kompetanse og arbeidskraft 2022. Hvordan dekke kompetanse- og arbeidskraftbehovet i reiselivsnæringen mot 2022*. Norwegian Hospitality Association. Downloaded from: <https://www.nhoreiseliv.no/contentassets/b0bbd668996247b880082a8d7c553c91/hvordan-dekke-kompetanse-og-arbeidskraftsbehovet-i-reiselivet-frem-mot-2022.pdf>
- Pedersen, Ann-Jorid. 2015. *Opplevelsesbasert verdiskaping*. Oslo: Cappelen Damm Akademisk
- The Government. 2019. *Handlingsplan for grønn skipsfart*. Ministry of Climate and Environment, Ministry of Finance, Ministry of Local Government and Modernisation, Ministry of Trade, Industry and Fisheries, Ministry of Petroleum and Energy, Ministry of Transport and Communications and Ministry of Foreign Affairs. Downloaded from: <https://www.regjeringen.no/no/dokumenter/handlingsplan-for-gronn-skipsfart/id2660877/>
- Richter, Felix. 2021. “Tourism experts fear long road to recovery”. Statista. Downloaded from: <https://www.statista.com/chart/24108/expected-timeline-for-recovery-of-the-tourism-sector/>
- Sneader, Kevin and Singhal, Shubham. 2021. “The next normal arrives: Trends that will define 2021 – and beyond”. McKinsey & Company. 4 January 2021. Downloaded from: <https://www.mckinsey.com/featured-insights/leadership/the-next-normal-arrives-trends-that-will-define-2021-and-beyond>
- Statistics Norway (SSB). 2021a. “Sattelittregnskap for turisme”. Downloaded from: <https://www.ssb.no/tourismsat>
- Statistics Norway (SSB). 2021b. “Overnattingar”. Downloaded from: <https://www.ssb.no/transport-og-reiseliv/statistikker/overnatting>
- Sun, Ya-Yen, Lin, Pei-Chun and Higham, James. “Managing tourism emission through optimizing the tourism demand mix: Concept and analysis”. *Tourism Management*. 81 (1-11). Downloaded from: <https://www.sciencedirect.com/science/article/abs/pii/S0261517720300856#abs0015>
- World Tourism Organisation (UNTWO) 2021a. “UNWTO World Tourism Barometer”. Market Intelligence. Available via: <https://www.unwto.org/unwto-world-tourism-barometer-data>
- World Tourism Organisation (UNWTO) & International Transport Forum (ITF). 2019. *Transport-related CO2 Emissions of the Tourism Sector. Modelling Results*. Downloaded from: <https://www.unwto.org/news/tourisms-carbon-emissions-measured-in-landmark-report-launched-at-cop25>
- World Tourism Organisation (UNWTO) 2021b. “2020: Worst year in tourism history with 1 billion fewer international arrivals”. Downloaded from: <https://www.unwto.org/news/2020-worst-year-in-tourism-history-with-1-billion-fewer-international-arrivals>
- World Travel & Tourism Council (WTTC) and Oliver Wyman. 2020. *To recovery & beyond. The future of travel & tourism in the wake of COVID-19*. WTTC. Available from: <https://wttc.org/Research/To-Recovery-Beyond>
- World Travel & Tourism Council (WTTC). 2017. *Travel & tourism global economic impact & Issues 2017*. Available via stb.gov.sg
- World Travel & Tourism Council (WTTC). 2020. “Norway. 2020 Annual Research: Key highlights”. Downloaded from: <https://wttc.org/Research/Economic-Impact>



Final notes

- i (WTTC 2020)
- ii (Statistics Norway 2021a)
- iii (Jakobsen 2021)
- iv (Statistics Norway 2021a)
- v (WTTC 2020)
- vi (Jakobsen and Dombu 2018)
- vii (Statistics Norway 2021b)
- viii (Jakobsen and Dombu 2018)
- ix (Jakobsen 2021)
- x (Ministry of Finance 2021)
- xi (Statistics Norway 2021a)
- xii (Ministry of Finance 2021)
- xiii (Ministry of Local Government and Modernisation 2019)
- xiv (Ministry of Climate and Environment 2021)
- xv (UNWTO & ITF 2019)
- xvi (Sneader & Singhal 2021)
- xvii (WTTC & Wyman 2020) (UNWTO 2021b)
- xviii (UNWTO 2021a)
- xix (Binggeli, Constantin & Pollack 2020)
- xx (OECD 2021 pp. 31-32)
- xxi (OECD 2020)
- xxii (Bufdir 2015)
- xxiii (Pedersen 2015)
- xxiv (ATTA 2020)
- xxv (Ministry of Cultural Affairs and Ministry of Trade, Industry and Fisheries 2019)
- xxvi (Ministry of Agriculture and Food, Ministry of Health and Care Services and Ministry of Trade, Industry and Fisheries 2021)
- xxvii (Statistics Norway 2021a)
- xxviii (Opinion AS 2018)
- xxix (Hesla, Tronsen and Larsen 2021)
- xxx (Grythe and Lopez-Aparicio 2020)
- xxxi (IN Innsikt 2021)
- xxxii (IN/Epinion 2019)
- xxxiii (Sun, Lin & Higham 2020)
- xxxiv (Ministry of Agriculture and Food, Ministry of Health and Care Services and Ministry of Trade, Industry and Fisheries 2021)
- xxxv (Ministry of Cultural Affairs and Ministry of Trade, Industry and Fisheries 2019)
- xxxvi (IN/Epinion 2018)
- xxxvii (IN/Epinion 2019)
- xxxviii (Christine 2019) (NAO 2020)
- xxxix (Nærøyfjorden Verdsarvpark 2020)



Appendices

Appendix 1: Mandate, method and involvement

Mandate and assignments

The order

In the autumn of 2019, the Ministry of Trade, Industry and Fisheries tasked Innovation Norway with the development of a comprehensive strategy for the development of Norway as a destination. The complete strategy was submitted to the Government by the Minister of Trade and Industry in April 2021.

Mandate

A comprehensive strategy is to be compiled for the development of Norwegian tourism. The long-term aim of the strategy is to enhance value creation in the tourist industry within a sustainable framework.

This strategy must provide guidance for further development of Norway as a destination by emphasising what has to be done to develop additional competitive and profitable travel agencies that create year-round employment and assist with sustainable restructuring in the industry.

The strategy must be comprehensive and unifying, indicate key opportunities and challenges in the tourist industry and outline areas in which new knowledge, solutions and measures are needed that can assist with profitable and sustainable development of the Norwegian tourist industry. The strategy must maintain a broad approach to various measures that can be deployed in order to attain this goal. It is necessary to state which stakeholders will be responsible for implementing the various measures.

Rod circuit

Innovation Norway was responsible for the work's project management and has emphasised the fact that the finished strategy must:

- be knowledge-based
- meet challenges in crucial areas for the tourist industry and destinations
- be holistic and include research and innovation
- result in broad involvement by means of open input rounds and meetings
- create interaction between the business community, research, special interest organisations and local communities

Organisation

Project director: Håkon Haugli, CEO of Innovation Norway

Project management: Bente Bratland Holm, Director of Tourism and Audun Pettersen, Head of Tourism Development, both Innovation Norway, with the assistance of Mimir AS (professional assistance and assistance with implementation). A number of staff members at Innovation Norway have also made active contributions to the effort.

Strategy work during the pandemic

The strategy management team began working in early 2020, with the actual involvement process beginning in March.

This means that the National Tourism Strategy for 2030 has been developed and launched during an ongoing global pandemic. This has impacted on the process, and not least the content of the strategy. This is one of the first national tourism strategies to be both developed and launched since the start of the pandemic.

Timeline for the involvement process

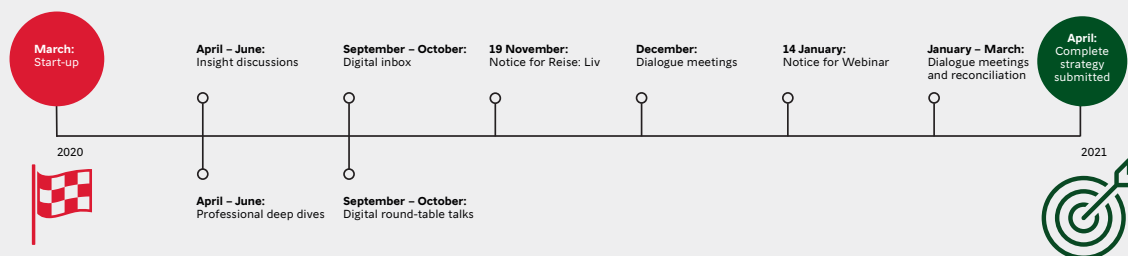


Figure 17 Timeline for the involvement process

Input and discussions were conducted in the form of digital focus groups, insight discussions and qualitative interviews over the phone and using digital meeting platforms, specialist teams and written input.

Method and involvement

Main activities for involvement

The strategy is based on input and insights from around 400 leading individuals representing a wide variety of stakeholders and interested parties who together make up the value-creating ecosystem of the tourist industry. Opinions from the private, public and voluntary sectors have been expressed by means of a broad democratic process.

Input and insights have been acquired and processed from a number of stakeholders both in and outside the industry:

- **35 digital round-table discussions with over 200 intelligent people** from the tourist industry, adjacent industries, trade associations, R&D communities, directorates, etc.
- **160 items of written input** have been received via the digital inbox
- **11 insight discussions** with all county authorities, the Governor of Svalbard and the Sami Parliament
- **6 insight discussions** with members of Innovation Norway’s strategic council for tourism
- **40 professional interviews with 45 members of resource personnel** at Innovation Norway at the offices both in Norway and abroad

The trade associations, county authorities, strategic councils for tourism and other key stakeholders have been consulted via **dozens of dialogue meetings** on a number of occasions following the actual input round.

Communication

Emphasis was placed on open, transparent communication throughout the entire process. The purpose of this was to encourage commitment and broad support along the way, which in turn resulted in lots of useful input for the strategy work, via both the digital input portal and participation in the round-table discussions.

Feedback from input and involvement

All input was analysed and summarised, and eight areas in particular were addressed:

- **Clear goals with associated monitoring at a national level:** need for better measurement, knowledge and documentation of value creation in the tourist industry. Also KPIs for the Sustainable Development Goals, as well as more systematised data on employment, customer satisfaction, attitude surveys, business surveys, carbon footprints, etc.
- **Value creation:** what provides an optimum value creation effect in respect of business development, market and target group selection, forms of travel, year-round demand, type of customer trip (“reasons to go”).
- **Framework conditions:** need to review the organisation of taxes, charges, legislation and other framework conditions that were not prepared in order to regulate tourism at the current level.
- **Organisation:** clarification of roles and distribution of responsibilities at a local, regional and national level.
This is applicable to the industry’s joint arrangement, but also to the public administration and action arrangement.
- **Green restructuring:** measures and instruments that will allow the industry to implement green measures, and for this to be viewed in relation to both site-bound core industries (representing 25 per cent of emissions) and transport and travel to/from destinations in Norway (representing 75 per cent of CO2 emissions).
- **Facilitation:** including funding of public benefits; modern, formalised visitor management tools; efficient infrastructure including transport; and emergency response (blue light agencies).
- **Digitalisation:** in-house and at industry level, including the use of big data, communication, sales/booking, distribution and seamless solutions for end-users.
- **R&D, expertise and recruitment:** future knowledge needs, coordination of R&D initiatives and recruitment of talented manpower.

Documentation of method and involvement process

Further details on the method and involvement process for the strategy are available at business.visitnorway.com/no.



Appendix 2: Framework conditions for the tourist industry

The diversity of the tourist industry means that the industry falls within the scope of almost all ministries, as well as a number of their underlying agencies. Taxes, charges, adapted schemes for workers and simplification of reporting requirements were some of the topics that were addressed during the strategy's input rounds.

This appendix indicates the complexity of the framework conditions but is by no means exhaustive.

Framework conditions that protect the industry's competitive conditions on a national level, but not least as an export industry, will be particularly important when building up value creation going forward. Therefore, the strategy proposes an Official Norwegian Report²⁵ in order to look for opportunities for adaptation and updating.

Tourist industry companies are covered by a number of laws and regulations in addition to those that normally regulate business activities. Examples include the Package Tours Act, the Food Services Act, the Alcohol Act, the Smoking Act, the Act relating to holiday peace and quiet, licences for passenger transport and the Act relating to identification and control of overnight visitors. Elements of the tourist industry are also subject to separate regulations, such as separate regulations on tourist fishing²⁶, whale watching²⁷, cablecars²⁸ and entertainment facilities²⁹.

There is a large scope of supervision for the tourist industry: see the table. Supervision operations are spread across a large number of different directorates, with varying approaches and understandings of tourism. For instance, fishing travel agencies must *register with and report* to the Norwegian Directorate of Fisheries, while *boat rental* is supervised under the auspices of the Directorate for Civil Protection (DSB). The Directorate for Civil Protection also supervises slopes at alpine resorts, while lifts at ski resorts are supervised by the Norwegian Railway Authority. The Norwegian Railway Authority also supervises climbing parks, bouncy castles and suchlike.

The scope of supervision is time-consuming for individual companies, and coordination and simplification are needed.

Examples of supervision at a regular travel agency. (Source: Norwegian Hospitality Association)

Supervision	Ministry
Norwegian Labour Inspection Authority	Ministry of Labour and Social Affairs
Regional safety representatives	Ministry of Labour and Social Affairs
Norwegian Labour and Welfare Administration	Ministry of Labour and Social Affairs
Task control and tax audit	Ministry of Finance
Personnel lists	Ministry of Finance
Norwegian Food Safety Authority (incl. "Smiley face" symbols and food information/allergies)	Ministry of Health and Care Services
Alcoholic drinks inspection	Ministry of Health and Care Services
Fire inspection	Ministry of Justice and Public Security via Directorate for Civil Protection
Lift inspection	Ministry of Local Government and Modernisation
Planning and Building Services	Local authority
Norwegian Metrology Service	Ministry of Trade, Industry and Fisheries
Norwegian Railway Authority (play facilities, bouncy castles, climbing parks, ski lifts)	Ministry of Transport and Communications

²⁵ Official Norwegian Report

²⁶ <https://lovdata.no/dokument/SF/forskrift/2017-07-05-1141>

²⁷ <https://www.regjeringen.no/no/dokumenter/ny-side/id2681521/>

²⁸ <https://lovdata.no/dokument/SF/forskrift/2017-06-21-906>

²⁹ <https://www.nhoreiseliv.no/jushjelp-tariff-hms/lover-og-regler-for-drift/taubane-og-fornoyelsesinnretninger/>

 **Norway**

