

Dag Ørjansen
Tourism in local planning and development : tourist area product and market plans
(destination plans)
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Name: Dag Ørjansen
Title: Assistant professor
University: Lillehammer College
Department: Departement of Tourism and Applied Science
Address: Lillehammer College, PO Box 1004, N-2601 Lillehammer, Norway
Telephone: +47 61288239
Telefax: +47 61288170
E-mail: dag.orjansen@hil.no

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1. Introduction

The main point in the project was to try to find a better framework for the tourism business units own destination planning and try to find a better co-operation with the local planning. By local planning we mean both the traditional long-term development planning, economical planning and short-term development planning.

In order to obtain a foundation to try to answer the main point, the following was undertaken:-

- literature study
- a detailed study of the Lillehammer district (the town and two smaller tourist resorts - Nordseter and Sjusjøen situated in the nearby mountains)

The detailed study included interviews with business managers in the tourist industry, leaders of the public sector who are important for tourism development, and a document analysis of available planning documents etc. (both public and private plans).

Lillehammer has organised the Winter Olympic Games in 1994. All including those interested within tourism were faced with new challenges.

2. Assessment of data material.

The assessment is divided into three groups - business information, organisation information, and plan information.

Business information

Lillehammer, the town.

The strategical planning, whether documented or not, varies according to the type of business, size of business, and leader competence.

Totally the strategical planning is little developed. This leads to more difficult co-operation discussion, weak backing up of tourism organisations (Lillehammer Tourist A/S), as well as the tourist business units receiving difficulties with utilising the destination to their advantage.

Tourism in the town has more regional/local competition than necessary due to large capacity (built to serve the Winter Olympics), and therefore also has a negative economical effect in business and in the community. This implies also that the connection between the business planning and tourist organisations planning becomes too weak, and takes up mainly short-term market development.

The businesses who place more emphasis upon strategical planning will be able to manoeuvre more easily to a powerful position and, therefore, influence the tourist organisation's development to their advantage. These are often the larger businesses who also through larger funds to the tourist organisation feel that it is fair that they should have a greater influence over the strategies and developments. This power perspective seen in the light of a heterogeneous tourist industry makes it difficult to get the optimal development of tourism in the town. On the other side this situation gives room for several smaller firms who specialise in organising and operating the local/regional activity/attraction product. These work strategically intentionally with both product and market development. At other destinations this would be taken care of by the tourist organisation. The large organisers of events will also meet co-operation problems due to the lack of strategical planning, especially within the accommodation sector.

Lillehammer's tourist businesses concentrate to a varying degree on a market mixture between business traffic, course and conference traffic, events traffic, and holiday and leisure traffic, as well as taking care of the local market. Surprisingly in the interviews most put the emphasis on holiday and leisure traffic, both when it applied to the development of the business product and development of the destination product. The reason can be that they feel that they can manage to handle the other traffic segments themselves, or in a chain co-operation and that the connection with the destination product is weaker for these segments. Lillehammer Hotel is a clear exception as this business clearly also accounts for the course and conference traffic. The old traditional full service businesses who had a large amount of holiday and leisure traffic especially during the winter, has had great problems with the changed profiling of the town. The Winter Olympics in 1994 has had a positive effect, but the follow up is lacking on the product development side. These businesses have had to concentrate considerably more on the local market through a service (catering) product of high quality.

Generally the warnings given to the Winter Olympic planning organisation about too great a capacity within the full service hotels in the district have proved correct. So far this over capacity has led to increased competition and lower prices.

Self catering businesses are strongly dependent upon large events of different kinds. The winter sports events and training market means a lot for this type of business.

For all accommodation businesses with the exception of camping, the summer season is a great problem. Include camping then it is undoubtedly the price level of accommodation which is decidedly the greatest problem. Many of the large attractions and activities demand large numbers throughout the summer season. The price of these products remain comparatively steady on a low level, and in which case they are actively contributing to the reduction of the accommodation prices during the summer.

Tourism in Lillehammer is facing considerable challenges if the earnings are to come up to a justifiable level.

The tourist businesses appeared extremely introverted. They worked with the challenges in their own business, and few seemed to have the ability to become involved in the development of the destination products.

The small local firms organising activities and events had good co-operative relations with the accommodation sector. Because of small, but interesting, volume these firms often could choose co-operative partners on the accommodation side from the top shelf. Quite often good and long-term co-operative relations would mean as much as maximising the earnings on short term. These activity and organising firms also work together with the tourist industry outside Lillehammer.

The interviews uncovered few concrete co-operative development projects within the tourist industry. Self catering businesses naturally had an active co-operation with restaurants and restaurants in the full service hotels. The museums had entered into a profiling co-operation. The campsites in Lillehammer worked together regarding signposting and map presentations.

The co-operation with the local council was also weakly developed. Co-operation took place within the infrastructure sector which directly effects the business. Most praise the way this sector functions on the management side.

The managers interviewed did not appear to have any relation to the regional tourist company (Olympia Utvikling Troll Park A/S (Ltd.)) except that they knew that some of the funds were transferred from the destination company to the regional company so that they were indirectly part of the financing.

There was also varying interest for the destination company, Lillehammer Utvikling A/S (Ltd.). Involvement was small and most were mainly occupied in how the tourist office was run as an information office. Of those who were mostly aware had an inbuilt scepticism of what they could and should get back from the paid funds. Many appeared to be positive to the restructuring which was about to be carried out, and should be in action from the turn of the year 97/98. This could only go one way, and that was forwards.

The managers interviewed have come with a number of larger and smaller ideas for product development. All the suggestions went towards the development of Lillehammer as a much stronger holiday and leisure destination. All pointed out the need for a totally new information strategy so that the visitors were able to get a general view of what is offered.

The concentration of events which Lillehammer Olympic Vekst A/S (Ltd.)(LOV) covers continues to have unsolved problems with the financing of large marketing events such as World Cup in Ski Jumping, which is the opening of the winter season. Here a principle solution must be found where the accommodation sector which during the year gets considerable traffic through commercial events and training gatherings on the initiative of LOV also should be committed to be included in financing the clear marketing events.

Sjusjøen

Many of the same information which was found for tourism in Lillehammer applies also for Sjusjøen. The difference is that it is a pure tourist resort, something which makes the businesses stand closer to each other, even if they work together or not. Co-operation is without a doubt understood as more important for the industry at Sjusjøen in that they concentrate primarily on the holiday and leisure market.

Co-operation regarding important product components such as the preparation of ski tracks/pistes function well. The resort's challenge is to be able to adjust to new possible local operators and changes in the existing local operators attitude, and to limit periods of co-operative unrest which normally follows with such changes.

Sjusjøen A/S (Ltd.) (the destination Co.) does not seem to function completely after the objectives. It easily becomes a discussion club for small and trivial cases rather than a company that concentrates on the destination development. The marketing co-operation with Lillehammer Turist A/S (Ltd.) should simplify the work of Sjusjøen A/S (Ltd.). If it is not clearly defined what is included in the conception, 'marketing co-operation' then confusion again can lead to confliction. Important future work will be destination development and the preparation of a product and market plan for the area.

Organisation information

The organisation's grasp for tourism which the 1994 Winter Olympics conveyed has shown to have failed. In this field Lillehammer is not representative in relation to other places who have arranged the Winter Olympics previously. All these places strengthened their tourist organisation

«Troll Park» as a tourist organisation was established by the Olympic organisation. «Troll Park's» geographical area was no natural unity in relation to tourism. The tourism structure was too heterogeneous in the area. Such top-down process only succeeds if financed by public funds. It was the Olympic funds which kept it going in the beginning. When the counties and the industry took over the responsibility the problems started which has gone in several stages and in this way become a tormenting of a completely uninteresting regional company debate. The Ministry of Industry and Trade also did not have a fortunate hand in its influence to establish «Troll Park» as a regional tourist company for Eastern Norway. The result became full liquidation as there was no confidence left from the tourist industry.

Hedmark County Council was the first to pull out and concentrated on their own Tourist Advice Bureau. In the end the tourist trade in Oppland pulled out and then the regional company was in reality finished. Clear parallels are found in other regions that top-down organisations within tourism are not successful unless there are considerable public funds as 'glue'.

The tourist industry in the Gudbrandsdal Valley together with Lillehammer has formed a new regional company. Lillehammer-Gudbrandsdalen Reiseliv A/S (Ltd.). It should be expected that Oppland County will support this organisation.

The result has become a bottom-up organisation system. The problem is that development and new creative work through local and regional plan processes seem to be given low priority in the new structure. Again you can see an over focussing on marketing and promotion.

If the new organisations should be judged on the basis of the old organisations quality in market planning and their data base over traffic as well as market information, then they have a long way to go. The excuse in the beginning is that it is more important to be in operation quickly than to have a high quality on the strategical plan. We can only hope that this does not become the excuse next time. The organisations will always be too small to be able to have a professional staff.

The debate which has arisen by the director in The Research Institute for Eastern Norway regarding the establishing of a consulting centre for the development of the tourist industry in Lillehammer - Gudbrandsdal and other regions should be concluded quickly so that a decision can be taken.

Both the regional organisation and the local organisation need the professional support from such a centre in order to be able to carry through what is expected of them.

Plan information

The similarity between the counties is alarming. Both counties concentrate on dividing the county into several smaller regions and planning in these regions is the answer to revitalise the community planning. Both counties have a general aim for the development and concrete projects in the development programme. The projects are often of research character. Hedmark seems to have had considerably greater achievement within tourism projects. This is surprising and there can be many reasons for this.

An important explanation can be that Hedmark has kept an active county tourist organisation in addition to co-operation through «Troll Park», the tourist advice bureau has been the county's professional body within tourism.

Irrespective of where the differences are between the counties today, the county as a geographical area is less appropriate for tourism planning.

What could be expected of the county plan was a closer concretising of a political programme for tourism development as a link in the total industrial development in each individual region so that there is a foundation for planning in smaller regions.

Today's plans from the counties are less appropriate for the boroughs in their planning of tourism development. With that lies a little advice as to how the County wishes to give its priority, and an overall tourist policy is missing. The plan is also less appropriate to be able to keep the necessary sector co-ordination for tourism (communications, infrastructure, education, conservation and use of the countryside etc.)

The borough's are in a somewhat different stage in the local planning. Ringsaker seems to have taken an all out effort to get its plans revised, whilst Lillehammer is at the start phase with its revising. Lillehammer's plan documents are little actual for further development of tourism. This makes the greatest problem for the development of tourism in the town and the Olympic Park. In both boroughs the sector planning and planning in smaller geographical areas especially physical development planning seem to be most useful where a co-operation is found between the borough and the tourist industry. This applies to Nordseter and Sjusjøen. The reason for this is because these places have tourist activities only, and have a well arranged structure.

The more detailed tourism planning in Lillehammer seems to be considerably more complicated due to many different operators and often with different interests.

There could be a problem that the physical development plans are the only operative form of plan in relation to tourism. Only the physical structure eventually with supplementary regulations are agreed, whilst the policy part becomes more supplementary information.

3 Advice

Introduction

The main aim with the project was to try to find answers to some important questions regarding local tourism development.

Planning within the geographical area at different levels is central in the project.

Georg Kamfjord gives the following arguments about the geographical place in his book «Reiselivsproduktet» (The tourism product):-

"The area dimensions of the tourist product in this matter is an essential condition to create the total product. The area, therefore, becomes also standing as the product itself in many connections. We do not hesitate to mention that this is the most important and the most difficult dimension in the tourist product.

The area dimension must be something more than a theoretical framework. It must give practical meaning in the regional tourism production. The practical meaning we should be able to see in planning, production, marketing and financing and can only become operational through an appropriate organisation"

The visitors who come to an area have either bought a package deal or they wish to choose themselves from the product elements which are offered at the place. Such packages demand an appropriate organisation. Everybody who at a professional level concerns themselves with tourists seem to underline this.

The work such organisation is supposed to cover is decided by those with an economical interest. It is also these who must find the financial basis for the tasks which are supposed to be solved. A local tax on tourism turnover which should go to set tasks as is found in many other countries, is rejected in Norway.

The type of work which most tourist organisations plan to solve is planning, development, management and marketing. The priority of the work between these tasks is decided whether the organisation is a purely private partnership, a partnership where local authorities also participate, or that the organisation is public. By strong public engagement the work within planning and development is naturally given high priority, and with strong private engagement, information and marketing is given high priority. Generally in Norway these organisations are understood as a purely private partnership where the local authorities can buy services if they so wish. The local authorities are free to take on work which they find important for tourism development. The development of the tourism products needs an active partnership (organisation) between the businesses in order that the products should be of good quality for the tourists, such partnership is also necessary to be able to utilise latent synergy effects or create new synergy effects in the local tourism production.

Securing quality and utilisation of synergy effects at area level demands good planning. The relationship to the natural environment and local population also requires good local contribution to the planning.

The local plan sets guidelines for all community development under which also includes the development of the tourist industry. Such planning also invites to active participation from the local population and various organisations. This planning also accounts for what measures public sectors will put into effect. The development in many sectors will have consequences for development of the tourist industry. The borough also needs information on the tourist industries development and possible future strategies as a foundation for its planning. The dependence is mutual.

This implies that there should be a partnership between borough planning and the tourist industries own area product, and market/destination planning in the boroughs where they have decided to develop tourism.

Such partnership takes for granted that this form of planning is accepted as important for the development and that the partners are engaged in the planning as well as that a common understanding is developed.

Placing emphasis on planning as a tool for developing the tourist industry at area level puts new demands on the tourist organisations. Ideally this should not be a new demand, but be a natural part of the area market planning. Experience shows that today's local regional tourist organisations do not have the ability of solving such planning tasks. Work imposed by those interested such as local information, hosts for press and tour operators and profile marketing dominates. The rest of the capacity goes to development work.

Tourist Industries combined area product and market/destination plans - professional contents, work process and organisation.

In the theoretical framework it is made clear that such planning is both important and perhaps a deciding factor whether areas are able to succeed in a constant increasing competition in tourism.

Literature study, document analysis of plans, and interviews in the area indicate that it is possible to introduce area product and market planning, the product/market understanding is there. Both the business and tourist organisations own strategical planning is so weakly developed that there is a long way to go. Co-operation climate is also little developed, neither are the boroughs able to organise the development of tourism.

At area level there are two co-operations which are important:-

- Co-operation between the tourist businesses to create market based products and
- Co-operation between the tourist businesses and the borough.

Product/Market understanding together with knowledge of the distribution channels are so far developed that there should be a foundation for further development of the concept - area product and market plans.

There is an open question regarding today's local tourist organisation as to whether it is suitable to be able to take responsibility for such a comprehensive planning. The attitude of the interested parties (they are only occupied with marketing planning) points in the direction of establishing a separate organisation which covers this comprehensive planning, together with the work connected with the development of the non commercial parts of the tourist product, and the infrastructure.

One alternative is that this work is solved ad-hoc in relation to the local tourist organisation, but is managed by them. The main problem is that it is unlikely that a local tourist organisation will feel it is worth developing the necessary competence in relation to the local development work.

It is clearly defined that the local tourist organisation should be «commercial» or work actively for the commercial businesses. This means from experience priority of short term thinking.

Again the question arises of how development or change should be implemented.

This type of planning - area product and market plans will be to develop a new form of planning. This would need a new type of organisation where personnel have specific qualifications. This should be a project organisation with developing and implementing of the area product and market plan as its main field of work. It is important that those working in such an organisation are not involved in short term development and management problems within local tourism.

Running development work is important for a competing field such as tourism. This will point towards trying to keep the project organisation as something permanent in order that work with development projects and the running evaluation and revising of the area product and market plan is given priority.

The next obstacle is to convince today's interested parties within an area that there are advantages to be gained through such a systematical area product and market planning. If the borough wishes to concentrate on tourism as an industry area, then they should support such planning both directly and indirectly (place terms for support). This means that the borough should demand that the tourist industry

within an area implements such product and market planning with a view of coming to an agreed contracted co-operation project between themselves as well as placing wishes or demands to the borough. Such terms can be placed to the local tourist organisation and, therefore, be a reason to be given local borough funds. Such terms for planning and eventually other terms should also be put forward by other official sectors which administer means i.e. for the development of the tourist industries. It is important that the public terms are co-ordinated. It is also important that this project organisation is also given possibilities to assist the individual tourist business to be able to develop their own strategical planning.

The framework for product and market planning will be the same both for each individual business and for the destination. Regarding destination planning more emphasis should be put on conditions which effect the local community as well as nature and environmental effects.

It is important to get a survey of the areas total activities when it applies to products and markets. Further analysis should be carried out both for resource development and market development as a foundation for strategy analysis. For the area it is important that each business accepts that not all product and market links should be accepted in the areas portfolio. As a business in the tourist market the destination must give priority to products and markets which give the best effect, has acceptable quality and contributes to clear profiles. At the same time it would be important to underline that the development work continues so that each business receives professional assistance with its development and professional assistance with different marketing campaigns for products each business should have in their portefolio.

First time such a plan is carried out it is important to employ the correct professionally competent person to carry through the planning and to appoint a leader of the planning committee who has the legitimacy among all interested parties, and especially among those who are directly involved in tourism production. This person should not have special interest in relation to carrying through the plan. The competent person must know the field of trade, understand the dynamic in the destination area, and have knowledge of how competitors should be able to be brought together in joint projects.

For the area in question it means that Lillehammer Tourist A/S (Ltd.) must be seen as a management organisation which assumes to carry through the routine work within information, hosting and marketing.

Development work should be placed to an ad-hoc project organisation. This project organisation should also be able to be established as a partnership between the tourist industry and the borough, but clearly independent in connection with the routine tasks which are carried out both in the destination organisation and the boroughs industrial section. The project organisation must be small, but with the possibility of hiring in professional competence when the area product and market plan is revised.

Lillehammer faces great future challenges as the borough after the winter Olympics was given the responsibility for the management of the Olympic arenas and established Lillehammer Olympia Vekst A/S (Ltd.) to take care of this work. It should be considered whether this organisation should also be given the responsibility for the development of tourism in the Lillehammer area, or have an office association with such a project organisation. Here there is a mutual dependence between the management of the Olympic arenas and the the development of tourism.

Development means new interested parties. The established interested parties should be heard, but it should be advisable that these should not manage the development work alone which could lead to a fight to divide the traffic, rather than to create new products and new traffic.

There should be no obstacles in the way that the development work at Sjusjøen be resolved together with development work in Lillehammer.

Even if it is necessary in today's situation to argue for two organisations, one for routine work and one for development work, an aim should be to work for a joint tourist organisation.

The interviews show that conditions are favourable to work out a separate product and market plan for Sjusjøen and for Nordseter where all parties take part in the plan process. These two must work together to obtain a joint plan for the Lillehammer mountains.

With regard to the town of Lillehammer, co-operative relationship is more complicated. In this respect it could be most appropriate to divide the planning with the parties involved who could be able to co-operate, form their own work groups. There is a large gap between the campsites and the larger hotels, between self-catering and full service businesses and between activity organisers and accommodation/restaurants.

At the final stage the plan must be co-ordinated for all the groups so that the town of Lillehammer obtains a joint strategic development plan for tourism.

The framework for area product and market plans must have a form which can be adjusted and used by both area and the individual business.

The plan should naturally follow the framework for strategic planning. This contains:-

- **Situation analysis** (internal and external analysis)
- **Goal formulation** (vision, aim and instructions)
- **Strategy formulation** (analysis of the producers, portfolio analysis, expansion possibilities for product/choice of market.
- **Marketing strategy.**
- **Positioning strategy**
- **Market mix strategy** (product development strategy, price setting strategy/distribution strategy, promotion strategy
- **Organisation design.**
- **Strategy for supporting systems.**

(Heath and Wall. 1992).

The first time the plan is worked out more emphasis should be put on situation analysis and the structure of support systems this particularly implies to plan of evaluation so that all the interested parties see the effect of joint projects

The importance in the area product and market planning for tourism development is that there is both the area and the individual business which is the target group. Area development and business development must go hand in hand. If it creates a positive attitude to development work then this can mean that the business can help the project organisation both with experience and work capacity for the development work.

When it applies to the public sector, whether it is national, county or borough, then the policy for the framework of conditions and means for new development organised so that a division between planning and business development is introduced. This division also reflects the way the public sector organises and gives priority to this work. The result is that business development is given priority. Regarding tourism development where the geographical area stands centrally as the 'local factory' it appears that this division and the present priority is often negative instead of being positive for tourist development.

Borough sector planning - framework and work process.

The borough sectors which are important for tourism have little contact with the tourist industry. This means that the planning happens solely on the basis of the planners assessment of the local population's needs and according to general policy as it is formulated in the borough plan. To the extent tourism is considered this is often done to argue for good results in their own sector or because it is professionally believed that they also take care of the tourist industry's needs.

The sector planning within borough planning is little developed and the boroughs use little resources on such plans. The exception is sector plans which are ordered to be worked out by national authorities and where the plan is a base for the distribution of means. One example is the sector plan for sport and leisure.

The different sector's most important plan document is input to the local councils yearly economy plan. The main problem is that this form of plan almost entirely deals with the dividing of the borough's economical means. In this respect it is important that the economical plan according to the borough acts and development programme according to the plan and building act is co-ordinated.

This project has not found any reason to come with concrete suggestions as to how this sector planning should be able to take care of the tourist industry's interest. If the tourist industry is to succeed in developing its area product and market planning, then several borough sectors will face documented needs which must be considered. Hopefully this will create a foundation for stronger co-operation.

Public sectors who are dependent upon income from the travellers should naturally be engaged directly in the area product and market planning. This applies in the first instance to institutions which are included in the cultural sector (museums, galleries, leisure facilities etc.).

It is important for the borough in addition to make it possible for the development of a competitive tourist industry, to look closer into co-operation possibilities with the tourist industries that can give the population both a wider and cheaper service. A well developed tourist industry can be an important criterion for establishing another business.

Co-ordination between local planning and the tourist industry's product and market planning.

Co-ordination or co-operation in the first instance will be actual within collecting information which is necessary to be able to carry out the necessary analysis. The analysis should be the foundation in order to be able to make the correct strategical choices and the analysis should show which positive effect that can be achieved through committed co-operation.

Both the borough development planning and the tourist industry's own area product and market planning will need this information and these analysis, even if perhaps detail level will be quite different. Most likely this need can be solved by a research centre which can offer its services to many areas. Such joint solutions give advantages of large scale business and possibility for access to far greater professional competence.

An active area product and market planning and active borough planning will give greater understanding for the connection between tourism and the local society and, therefore, could give a far more effective and local adapted development.

Co-operation between the borough and the tourist industry demands that there is also an active industrial political co-operative body.

Borough planning is regulated by the plan and building act and by the local borough act. This planning should be both planning for development of the borough as a society and planning for the development of the borough sectors. This planning will give guidance for the development of the tourist industry.

The boroughs industrial plan will be central in the managing of the tourist industry. This plan will give a foundation for the shaping of the long term policy for the tourist development as well as the defining of the incentives which are assumed carried through on short term and included in the development programme/economical plan. Operationally the years budget and development plan will be important plan documents.

In boroughs with a developed tourist industry a tourist plan or tourist analysis should be worked out as a foundation for tourism management strategies formulated in the industrial plan.

In such a strategical tourist plan the following should be considered:

- A situation analysis based on product/markets structure seen from the guest/tourists point of view as well as giving an answer to the tourists industry's economy, local economical effects, and employment preferably based upon the most important product/market segments.
- Analysis of resources for tourism development.
- Analysis of the market's possibility for tourist development.
- Analysis of the development of tourism in other regions. Co-operation/competition.
- A strategic analysis which should conclude in a choice of which parts of the borough they should plan for tourism development, and which product/market strategies each area should plan. Further more a decision should be taken for possible co-operation with the neighbouring areas.
- An action programme which should include:-
 - Programme development .
 - Programme for strategic, operative, and administrative planning in the different geographical areas.
 - Programme for infrastructure and other local incentives.
 - Programme for local, county and state sectors that have effect for tourism development.
 - Programme for physical development planning (land use)
 - Programme for use of means.

The county plan as a base for local tourism development.

White Paper No.14 (1986-87) «About Tourism» and the National Tourism Strategy from 1989 led to the county council through the county plan, planned to point out geographical and theme concentrated areas for development of the tourist industry. The motive was without a doubt hope for a more favourable division of funds.

Later the Ministry's work with the county profiles and programme «concentrate on tourism» led to the fact that the county strategy was to establish large regional tourist companies in partnership with the tourist industry. This was also a follow up where the means adjustment was important. Some counties were more reluctant and kept their tourist board. The conditions for these new companies were that in addition to market activities they should also carry out the necessary planning for the development of tourism in the area, and be the County Council's advisor giving professional assistance for tourism development.

The last revision of the county plan for Hedmark and Oppland shows documentation that these companies brought in ideas for research projects. Strategic overall planning for tourism development seems to be given low priority. The same happened within the regional county planning where the development programme consisted of a bundle of research projects. The problem was to understand in which connection these projects fitted in. Such documentation is missing, but we should not underestimate good professional intuition.

It shows that theme county plans (use of lakes and rivers, conservation plans, etc.) often indirectly deal with tourism. If you require a general view of the county's tourism strategy you should always check such theme plans. Whether this is a deliberate or indeliberate work form within the county planning it is difficult to judge.

As the regional tourist company («Troll Park») did not turn out to be the solution for organising the tourist industry then the county was left almost high and dry in the way tourism should be handled. In Hedmark they kept Hedmark Tourist Advice bureau throughout the period as a professional body for the county, and this bureau in the forthcoming period will get an important function again. In Oppland the County Tourist Advice Bureau is missing.

In the county plan for Oppland they are concentrating on working out a market analysis for the tourist industry and that the county should contribute to development process through use of infrastructure means. In the use of such funds specific terms are placed upon the destination organisation. Such indirect management can have far more effect than being directly involved in the tourism organisation.

Part of the main problem as plan documents and as the negative economical situation in the tourist industry in the area shows, is that they cannot get a grip on the necessary development work. The counties contribute by cementing old structures and old activities.

Which strategies should the county follow in handling tourism?

In the counties where tourism is well developed the county council in its own regional development section have the appropriate tourism competence.

Tourist planning in the county must be the county's responsibility. Advisory groups with representation from the different interested bodies found within tourism are needed in order to give the plan process legitimation.

Tourism must be part of the main strategies which are decided for the development in the county. These can be strategies for residence, centre structure, industrial development, education development, environmental development etc.

This means that the county must take on strategies as to where in the county tourism should be developed and to what kind of tourism development should be given priority. These strategies should be followed up in a development programme and economical plans within the county's sectors, and should have strategies as to the way they would like the state to follow up the county plan. It is important that the county does not go too specifically into areas they are not responsible for. Regarding private industry it is obvious that this should not be planned by the county. This does fully apply if the conception industry business is changed to tourist business.

Where the county can really make a contribution is to start and upkeep a process for tourism development at area level (both regional and destination) In this process it is important that the industrial organisations are invited into the development process. In this connection development processes are understood as strategic planning with emphasis put on reports/evaluation of external and internal forces. Such reports place great demands for an effective information system and analysis competence. To cover this field in Oppland a cautious co-operation with the Research Council for Eastern Norway has been started.

The county as a geographical area is often not suitable to manage such development processes. The distance to the different businesses is too large. A meeting place is needed between the county and borough where tourist businesses can also participate. In this connection the county has concentrated on dividing its area into regions. The way these regions will develop its planning and development strategies are being tested. Should regional co-operation be managed by the county as part of the county planning, or should the managing take place as an inter borough co-operation according to the borough acts. If development work is placed in the centre, then it should be considered that the most possible free standing body where others other than politicians are invited to take part in the development process.

Ideally tourism should establish its own co-operative organisation at regional level, to be able to be in touch with the issues which are on the agenda in the region.

The strategical planning for development of tourism whether it takes place at county level or regional level should take place in partnership between public officials and the tourist industry.

In addition I refer to the following in work notes 8/1992 (ØF/ODH):-

« 4 A further insight into county planning.

In the counties which concentrate on development of tourism as an area of growth, a strategical tourist plan should be worked out.

The following should be considered in this strategical tourist plan:-

- *Situation analysis based on product/marketing structure as seen from the guests/tourists point of view, that also gives an answer to the tourist industry's economy and regional economical effects, and employment preferably based upon the most important product/market segments.*
- *Analysis of resources for tourism development.*
- *Analysis of the market possibility for tourism development.*
- *Analysis of strategies for tourism development in other counties - co-operation/competition.*
- *A strategy analysis which should conclude in a choice of the geographical development area, and which product/market strategies each area should concentrate on. Further more they should make a decision about co-operation with the neighbouring counties*
- *A programme of action which should include:-*
 - *programme of assistance to the different geographical areas so that these can work out their strategical tourist plans.*
 - *programme for use of funds*
 - *programme for important infrastructure i.e. communications etc.*
 - *programme for county sectors and national sectors which are directly and indirectly involved in the tourism production.*
 - *programme for education and research activities.*

In the strategy planning for tourism as a part of the county planning an active dialogue should be arranged with the tourist industry and boroughs. This can happen most appropriately by dividing the county into regions (geographical tourism areas). Plans for such regions should be given status as county team plans.»

This framework from 1992 can be repeated now.

The planning for tourism development lies far behind this framework Even if the framework is not tested out in practice, there are many research projects and consultant reports which support such a framework.

The regional level is most likely the highest level where it is possible to carry through product/market planning in dialogue with the tourist industry.

Regarding the distribution of funds it is important to set terms so that this form of tourist planning is given priority. This applies especially to the participation from the tourist industry. The National Tourist Trade Association has stated that such planning is completely uninteresting.

Without a strong commitment by the county the development processes within tourism would not be started. The tourist industry is in this connection too divided both within the branch and geographically.

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