

# 1. Tourism in strategic documents of local self-government bodies of the Łódź voivodeship and Norwegian good practices in tourism management

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## 1.1. Introduction

In Poland, as a result of political changes in the late 1980s, regional development policy gained importance as part of the policy of social and economic development of the state. After Poland's accession to the structures of the European Union, these tendencies have strengthened even more clearly.

Thanks to the decentralization and administrative reform of the state in 1999, 16 voivodeships were created, in which local government and government administration function in parallel. These entities are responsible for conducting regional and sectoral policies (in specific industries). Detailed goals, directions of development and priorities of action are defined in structural and sectoral strategic documents.

Tourism policy is of particular importance in the development of tourism. It is shaped both by the central authority and local self-government units. According to D. Milewski (2005), it consists in: "defining and implementing economic and non-economic goals (social, ecological, cultural and other) related to the development of tourism, with the help of legal, economic and financial, administrative and organizational instruments, as well as those resulting from general state policy" (MILEWSKI 2005: 256).

The Łódź voivodeship does not have particular tourist values when compared to the rest of the country. Nevertheless, the central geographical and communication location, as well as the natural and anthropogenic values possessed allow for the development of tourism functions of some towns, municipalities and counties. For the last few years, the most attractive areas of the region have seen unflagging interest in cultivating various forms of touring tourism (especially weekend tourism), active tourism and tourism in rural areas, both by residents and people coming from outside the voivodeship. Many local government units (hereinafter: LGUs) see tourism as an opportunity for economic and social development.

Local governments that are serious about the development of the tourism function in their area undertake attempts to develop tourism development strategy. The presented article is an attempt to determine the place of the tourist economy in the strategic documents of local government units in the Łódź voivodeship.

Of course, the development of tourism in the Łódź voivodeship, even in attractive tourist areas, faces many barriers and problems. Too short tourist season, competition of neighboring areas, a shortage of tourist products that stand out across the country, problems of promotion and a positive image of the area, and many others have a negative impact on the development of tourism in the region. The Norwegian county of Oppland has also faced similar problems for many years. Currently, thanks to taking appropriate steps and consistent action, the region can boast of developing many "good practices" in the field of tourism management, which can be an example for other local governments from Norway and abroad. Despite the cultural and natural differences, LGUs in the Łódź voivodeship, through observation of positive Norwegian examples and an attempt to adapt them to local conditions, have the chance to avoid mistakes in planning tourism development in their area. In the article, the authors will attempt to present selected Norwegian "good practices" in the field of tourism management, which can be applied in the area of the Łódź voivodeship.

The outlined research problem is made more detailed by defining the main objective and the operational objectives of the article. The main objective is understood as defining the place of tourism policy in strategic documents of local governments at the municipality, county and voivodeship levels. Operational goals are understood as the analysis of general strategies for socio-economic development of local government units at all levels, including analysis of local development plans, development strategies of municipalities and counties, as well as analysis of good practices in the Norwegian county of Oppland in the scope of tourism management.

## 1.2. Definition and characteristics of a good strategy

According to the online dictionary of the Polish language, "strategy" is "the art of commanding the army" or "theory and art of achieving general long-term goals, especially in the field of military (theory and art of conducting wars), business, politics, also in other fields" (Dictionary of the Polish language). The PWN dictionary, in addition to the explanation of the military strategy, gives a very concise definition of it as: "a deliberate action plan in some field" (PWN Dictionary of the Polish language). The authors of the cited definitions of "strategy" emphasize a difficult process of thought that is to precede and organize activities in a given field. These activities should lead to the achievement of a specific goal, which is usually development on a given plane. According to D. Szostak (2009), the development strategy is "a specific instrument by means of which development in the quantitative and qualitative aspect is programmed. It is a kind of a long-term development program of a given organization or a given economic space, containing hierarchically ordered long-term goals and ways to achieve them" (SZOSTAK 2009: 26).

The author emphasizes

that the strategy is to facilitate the achievement of optimal solutions through specific variants of action.

One of the sectoral development strategies is the tourism development strategy, which is an important instrument for shaping the local tourism policy. Proper development of tourism in a given area is not possible without detailed planning of necessary activities. A well-designed strategy is one of the main means of managing tourism and is a cornerstone for shaping a regional or local tourism policy. It is also the basis for applying for external sources of financing for the adopted objectives and tasks. Its main goal is to increase the benefits associated with the tourist movement for all entities of the tourism market, taking into account the interests of residents and environmental protection (principles of sustainable development).

In the case of tourist regions, building a strategy is a more complicated process than designing a strategy for enterprises, due to the nature of the area tourism product, which is shaped by the tourism industry, LGUs and the local community (PAWLICZ 2009). According to D. Milewski (2005), the process of creating tourism development strategy consists of several stages. The author includes in them:

- diagnosis of the existing condition,
- analysis of conditions and possibilities of tourism development,
- defining the mission and strategic goals of tourism development,
- determining options for tourism development strategy and selecting an optimal strategy,
- defining strategic action programs.

In the proposed scheme, as a result of further research, D. Milewski (2009) divides the analysis of conditions and possibilities of tourism development into: identification of key development problems and the construction of the SWOT analysis. The last point is the organization of the process of implementing the strategy and monitoring its implementation, i.e. determining the sources of financing, indicating the entities responsible for the implementation of activities and methods for evaluating the objectives of the strategy.

### **1.3. Legal basis for creating general strategic development documents and in the area of tourism**

Tourism, as an important branch of the local economy, is included in the scope of LGUs own tasks. In the area of strategy development in the tourism sector, attention should be paid to the legislative activity of three units of the main territorial division of the state: municipality, county and voivodeship. The legal basis for undertaking the described type of activity of local authorities should be sought, in particular, in the constitutional laws of LGUs, i.e. in the act of 8 March 1990

on the municipality self-government (Journal of Laws of 2001, No. 142, item 1591 as amended, hereinafter: u.s.g.), Act of 5 June 1998

on the voivodeship self-government (Journal of Laws of 2001, No. 142, item 1590 as amended, hereinafter: u.s.w.) and Act of 5 June 1998 on the municipality self-government (Journal of Laws of 2001, No. 142, item 1592 as amended, hereinafter: u.s.p.).

These normative acts transfer the following tasks related to tourism to the competences of individual LGUs:

- at the voivodeship level:
  - stimulation of economic activity (art. 13 point 2 of u.s.w.),
  - preservation of the values of the cultural and natural environment taking into account the needs of future generations (art. 13 point 4 of u.s.w.),
  - tasks in the field of culture and protection of monuments and care of monuments (art. 13 point 3 of u.s.w.),
  - tasks in the field of physical culture and tourism (art. 13 point 11 of u.s.w.),
- at the county level:
  - tasks in the field of culture and protection of monuments and care of monuments (art. 4 section 1 point 4 of u.s.p.),
  - tasks in the field of physical culture and tourism (art. 4 section 1 point 5 of u.s.p.),
  - tasks in the field of environmental protection and nature (art. 4 section 1 point 13 of u.s.p.),
  - promotion of the county (art. 4 section 1 point 21 of u.s.p.).
- at the municipality level:
  - tasks in the field of culture, including municipality libraries and other institutions of culture and protection of monuments and care of monuments (art. 7 point 9 of u.s.g.),
  - tasks in the field of physical culture and tourism, including recreational areas and sports equipment (art. 7 section 1 point 10 of u.s.g.),
  - promotion of the municipality (art. 7 point 18 of u.s.g.).

In summary, it can be noted that each LGU has statutory and almost identical responsibilities in the field of tourism in the broad sense (and areas of social and economic life that have a strong impact on it). Already on this basis, it should be stated that tourism policy plays an important role at every level of the administrative division of the country. In addition, the conclusion is that the broadly understood tourism policy is closely related to, among others, economic policy, environmental policy, cultural policy and promotional policy of a given administrative unit.

In the case of economic policy, it is based on the idea of stimulating economic activity of particular areas, in particular through the use of service potential of tourism and developing the labor market. Environmental policy focuses on preserving the value of the cultural and natural environment, nurturing riches and natural attractions and unpolluted environment, preventing negative impact of tourist traffic on the environment, qualitative and quantitative protection of tourism space or raising environmental awareness of local communities and tourists.

Cultural policy tends to preserve and maintain elements of national heritage, such as historic architecture, monuments of literature, works of art, local traditions, legends, beliefs and language. In conclusion, in the described areas there is full synergy, because with the help of tourism development it is possible to achieve significant economic (e.g. new jobs), social (e.g. strengthening the sense of identity with the region of the population) and cultural goals (e.g. protection and popularization of the heritage).

The conclusion is that maintaining the desired balance between all the elements described above should be served by a well-thought-out and consistently implemented strategy or tourism development policy. At this point, the question arises about the tools used to implement the tasks entrusted to LGUs.

The implementation of tasks delegated to the competences of LGUs is carried out most fully with the help of legal tools, such as acts of local law. According to art. 87 of the Constitution of the Republic of Poland of April 2, 1997 (Journal of Laws of 1997 No. 78, item 483 as amended), acts of local law are the sources of universally binding law in the area of operation of the bodies that set them. The indicated type of legal acts may be established by local government bodies and local government administration bodies within the limits of authorizations (general or specific) contained in ordinary statutes (art. 94 of the Constitution of the Republic of Poland). Acts of local law, as a source of universally binding law, are sub-statutory, normative and general, and therefore are not individual acts. They can also accept various names (e.g. resolution, regulations, strategy, plan). The condition for the entry into force of acts of local law is their announcement on the principles and in the mode specified in the Act of 20 July 2000 on the publication of normative acts and some other legal acts (Journal of Laws of 2000, No. 62, item 718 as amended).

It should be emphasized that the bodies authorized to establish acts of local law under LGUs are establishing and controlling bodies, i.e. within the voivodeship - only the voivodeship assembly, (art. 18 of u.s.w.), within the municipality - as a rule, the municipality council (article 40 of u.s.g.) and within the county - only the county council (art. 12 of u.s.p.).

It is further worth noting that analyzed individual LGU system laws do not provide for the obligation to establish any act whose normative content could be called a tourism strategy. As a consequence, such regulations may be accepted by the organs constituting LGUs on an optional basis. The only obligatory act of the local law, which, in the opinion of the authors, touches upon the discussed issue, is the voivodeship development strategy adopted at voivodeship level, which in accordance with art. 11 section 1d of u.s.w. should take into account the objectives of the medium-term national development strategy, the national strategy for regional development, as well as appropriate supra-regional strategies and ensure coherence with the voivodeship spatial development plan. The strategy should also include goals in the form of stimulating the economic activity of the region, raising the level of competitiveness and innovativeness of the voivodeship's economy, values of the cultural and natural environment, taking into account the needs of future generations or shaping and maintaining spatial order.

Although the legislator does not explicitly mention tourism as a matter covered by the substantive scope of the voivodeship development strategy, the objectives which the normative act in question is to assume make up the broadly understood tourism policy.

It is worth adding that in practice, the development of the assumptions adopted in the voivodeship development strategy are acts issued by establishing and executive bodies of LGUs, among which local development strategies and programs deserve attention. There are no legal obstacles for the individual bodies of LGUs to be able to optionally delineate and implement the tourist policy directions within the scope of their competences. An example of this may be the adoption of tourism strategies by municipality or city councils, despite the absence of statutory obligations (e.g. Bełchatów, Sulejów and others). The preparation and implementation of the tourist concept can also be served by normative acts of an internal nature adopted by authorized LGA bodies (so-called internal law acts) that bind only organizational structures subordinate to the body establishing such acts. For example, the voivodeship board adopts a resolution regarding the adoption of a tourism strategy, and entrusts it to the head of one of the subordinate organizational units.

Bearing in mind the current comments, there is no doubt that in the process of tourism development the focus should be on integrating tourism planning with other important areas of local or regional community life. The situation in which tourism is attempted to be developed without a carefully elaborated concept is disadvantageous in the authors' opinion. It should be noted that a well-thought-out tourist policy implemented by individual local government units should consistently combine and shape all areas directly and indirectly related to tourism.

#### **1.4. Local governments as entities shaping the local tourism policy**

As a result of the administrative reform carried out in 1999, there is a 3-stage structure of the territorial division of the country in Poland. From January 1, 1999, there are 16 voivodeships, divided into counties. The lowest level of state administration are municipalities. The reform was aimed at construction of self-governance structures, creation of large, compact and economically strong voivodeships, and improvement of central authorities' activities in the area.

The development of individual areas of the country must be a deliberate and planned action, which is not possible without the development of appropriate strategic documents. Documents, which are development strategies (both sectoral and general) at all administrative levels, should be coherent and take into account the documents of superior LGUs. Local governments should cooperate with each other both vertically and horizontally (inter-municipal, inter-city cooperation, etc.).

In the case of tourism development, cooperation in a vertical arrangement should take into account the separation of competences and methods of financing obligations. The strategies of lower-level local governments should therefore strictly refer to higher-level planning strategies and documents. When creating a strategy, one should also take into account the interests of neighboring administrative units so as not to create conflicting and mutually exclusive documents.

Tourism should also be included in other planning documents and sectoral strategies. The most important documents include:

- spatial policy in the form of a spatial development plan, including among others requirements of spatial order, including urban planning and architecture, architectural and landscape values,
- environmental protection requirements, including water management and protection of agricultural and forest land, requirements for protection of cultural heritage and monuments, as well as contemporary cultural goods,
- requirements of health protection and safety of people and property, as well as the needs of disabled people, health protection and safety of people and property, as well as the needs of disabled people,
- economic values of space,
- general communication facilities,
- building general infrastructure in the area.

As stated by P. Gryszel (2005), it is also important to shape the amount of public and legal burdens, such as local taxes and administrative fees, constituting own revenue of the municipality, in a way that encourages potential entrepreneurs to undertake business activity in a given area.

The role of local governments should also be marked when establishing local and regional tourist organizations as institutions facilitating the effective implementation of the tourism policy in the region. The scope of methods and instruments of the impact of local governments on tourism is diversified. R. Pawlusiński (2005) divides them into five categories:

- planning instruments - these include strategies for socio-economic development, local development plans, studies of conditions and directions of spatial development, local spatial development plans, as well as tourism development strategies and others,
- financial instruments - mainly budget expenditures for tourism,
- organizational and legal instruments, i.e. all activities resulting from the establishment of local standards and regulations,

- institutional instruments - creation or participation and cooperation with various types of institutions whose operation is aimed at the development of tourism,
- information instruments - creation of databases of owned resources, infrastructure, tourism development, etc.

Tab. 2.1: Documents and studies influencing the shape of tourism policy at the level of European, governmental and voivodeship administration.

Document name	Date of adoption	Issues
Communication from the European Commission, renewed EU tourism policy: Towards a stronger partnership for European tourism	17.03.2006	<ul style="list-style-type: none"> <li>▪ globalization,</li> <li>▪ demographic changes,</li> <li>▪ transport development,</li> <li>▪ decline in Europe's share in the global tourism market.</li> </ul>
National cohesion strategy: National Strategic Reference Framework 2007-2013	29.11.2006	<ul style="list-style-type: none"> <li>▪ basic assumptions of the country's development with the use of EU funds,</li> <li>▪ main goals and challenges faced by cohesion policy in Poland,</li> <li>▪ distribution of financial resources and the framework of implementation for individual</li> <li>▪ operational programmes.</li> </ul>
Country development strategy 2007-2015	29.11.2006	<ul style="list-style-type: none"> <li>▪ development of culture and tourism,</li> <li>▪ competitiveness and innovativeness of the economy,</li> <li>▪ technical and social infrastructure,</li> <li>▪ unemployment and employment,</li> <li>▪ rural development,</li> <li>▪ regional development and territorial cohesion.</li> </ul>
Directions of tourism development until 2015	26.09.2008	<ul style="list-style-type: none"> <li>▪ tourism development and its impact on national income,</li> <li>▪ building a positive image of the country,</li> <li>▪ sustainable development,</li> <li>▪ setting goals for tourism development: 1) increase of economic importance, 2) improvement of the quality of life of the inhabitants, 3) cooperation and integration for the development of tourism,</li> <li>▪ defining priority areas for tourism development: 1) tourist product with high competitiveness, 2) development of human resources for the development of tourism, 3) marketing support, 4) shaping tourism space.</li> </ul>



Document name	Date of adoption	Issues
Poland's marketing strategy in the tourism sector for the years 2012-2020.	5.12.2011	<ul style="list-style-type: none"> <li>▪ current trends in the tourism economy,</li> <li>▪ analysis of Poland's nearest international competition,</li> <li>▪ analysis of incoming tourist traffic,</li> <li>▪ analysis and segmentation of consumer markets.</li> <li>▪ the image of the country,</li> <li>▪ purpose, mission, methods of implementation, financing, evaluation of strategy</li> </ul>
The code of good practices of the tourism management and promotion system in	2009	<ul style="list-style-type: none"> <li>▪ guidelines for functioning of the three-tier management system for tourism promotion in the country (POT, ROTs, LOTs)</li> </ul>
Development strategy Łódź voivodeship for the years 2007-2020	1/31/2006	<ul style="list-style-type: none"> <li>▪ defining the main developmental objectives of the voivodeship: 1) increase of general level of civilization in the voivodeship, 2) improvement of the competitive position of the voivodeship's economy, 3) creation of a real socio-economic region, 4) owning cultural and economic subjectivity.</li> </ul>
Regional operational programme of Łódź voivodeship for the years 2007-2013	14.11.2007	<ul style="list-style-type: none"> <li>▪ indication of development priorities, including: tourism development through support from EU funds for increasing the attractiveness of tourism in the region.</li> </ul>

*Source: Own study based on the websites of the Ministry of Sport and Tourism, the Polish Tourist Organization and the Regional Tourist Organization of Łódź voivodeship.*

The authors B. Meyer and A. Lewandowska (2009), in the case of controlling local development under the pressure of the dominant tourist function, indicate: planning, economic and financial, marketing, legal and information instruments as the most important tools for the operation of local governments. In the above division, a greater emphasis has been placed on the market conditions of development.

The general development and sectoral strategies at the regional and local level are autonomous. However, they should refer to the development directions included in higher-level strategies and programmes, both sectoral and general (European Union, country, province, county, commune). An overview of selected documents and studies that should be taken into account in the development of tourism development strategies in Łódź voivodeship is presented in the table above.

### 1.5. Tourism in general development strategies of the Łódź voivodeship - analysis of selected documents

There are 24 counties in Łódź voivodeship - 3 township and 21 country counties. From all counties, 19 have entries related to tourism in their strategic documents. Of all 177 municipalities located in Łódź voivodeship, 121 have their own, current, general development strategic documents, such as a local development plan or a local development strategy. Among the municipalities with general planning documents, 108 placed entries on the development of tourism.

The analysis of the general strategic documents of the LGUs of Łódź Voivodeship was carried out using an Internet query. During the research, that is from June 25 to July 8, 2012, two difficulties were encountered. Not all municipalities have their own websites, and sometimes there are problems with opening the strategic documents of a given municipality. Problems with obtaining LGU documents concerned about 5% of the surveyed population.

Despite the aforementioned difficulties, an attempt was made to determine the place of tourism in the general development strategic documents of the local governments of Łódź voivodeship. In the collected documents of municipalities and counties, the following tendencies can be noticed in determining the role of tourism in their general development:

- general analysis of the functional profile of the municipality,
- inventory of resources,
- identification of development problems,
- development opportunities for tourism,
- attempts to determine the directions of tourism development,
- sources of financing and methods of achieving developmental goals.

Local governments located in areas of natural value and having a rich cultural heritage want to develop the tourist function and in planning documents they devote a lot of attention to this issue. There is often an indication of the important function of tourism in the development of a given area (e.g. municipalities of the Tomaszów and Łowicz counties). However, there is a group of municipalities where the declared willingness and even the need to develop tourism is not reflected in the actions. This includes local governments, which limit mentions about tourism in their planning documents to very general statements, saying only that tourism should be developed (e.g. the Chąsno municipality or the Zduny municipality in the Łowicz commune). However, the declaration on the willingness to develop the tourist function does not entail taking specific actions in this area, such as the creation of a strategy or a development plan. There are also local governments that critically assess their chances of development in the field of tourism. In the planning documents of these communes, it is often emphasized that currently the chances for the development of the tourism function are negligible and, first of all, the development of other areas of the economy should be addressed.

An example of this is the Nowe Ostrowy municipality in the Kutno commune, which in the Local Development Programme placed a provision stating that: the municipality "is not currently an attractive area for tourism development, however, there are premises that may make this area more attractive over time (narrow-gauge railway, which is a monument)" (Local development plan for the Nowe Ostrowy municipality for the years 2008-2013). Apart from that, there are also municipalities that do not plan to develop their tourist function. Opportunities for development are seen in other areas of the economy, such as transport, industry, agriculture or non-tourism services. For example, in the Development Strategy for the Tychlin municipality for the years 2008-2015, there was no mention of the development of tourism in this area.

Very often the chapters devoted to tourism are limited only to the inventory of possessed values and tourist attractions. Monuments entered in the relevant registers or records are listed and the characteristics of cyclical cultural and entertainment events are presented. In the case of natural values, watercourses and reservoirs, forest areas and naturally valuable areas subject to legal protection are described, which positively affect the tourist attractiveness of the municipality/commune. Elements of tourist development, such as accommodation and catering facilities, as well as elements of tourist infrastructure are described less frequently. Sometimes the role of the so-called "second homes" can be seen in the development of the tourism function of the area (Local development plan of the Domaniewice municipality for the years 2008-2013). In the case of some local governments, there were also analyzes of the size and dynamics of tourist traffic (Local development plan of the Inowłódz municipality for the years 2008-2013).

A large part of LGUs can identify problems hindering the development of tourism in a given area. Very often, a lack of adequate tourist infrastructure is mentioned (no tourist routes and accompanying development), as well as a low level of tourism development (both accommodation and catering facilities). In addition, promotional and informational problems are mentioned, such as the lack of a tourist information point and the promotion strategy of the area. Other problems include inadequate staff training, low quality of tourist traffic service, and incomplete use of tourist potential. Domaniewice municipality mentions barriers to the development of the tourist function in the Local development plan. These records can, to a large extent, be described as identical with the problems of other LGUs from Łódź voivodeship:

- no marked tourist routes;
- lack of cooperation in the sphere of tourism with neighboring municipalities;
- poorly developed accommodation facilities (hotels, rooms, Saturday-Sunday leisure facilities, agritourism facilities) and catering facilities, as well as tourist-related infrastructure;
- insufficient land development for recreational purposes;
- unused potential of Rydwan and Okręt water reservoirs and areas belonging to the Protected Landscape Area, as well as the Łowicz culture and the proximity of its center - the city of Łowicz;
- no entities/units serving a local tourist offer;

- lack of a municipality's tourist promotion and information system;
- small interest in agritourism (Local development plan for the Domaniewice municipality for the years 2008-2013).

We should also mention the worrying trend, which consists in defining deficiencies and barriers in the development of the tourist function without attempting to determine the directions and methods of changing the current situation.

Some strategic documents include attempts to identify opportunities for the development of tourism. Most often they are seen in: the vicinity of Łódź, good transport accessibility and favorable location in the road network, as well as in the natural and anthropogenic resources possessed. Determining development opportunities usually takes place through the use of SWOT analysis, where the records referring to tourism are placed either in the chances of development, or in the case of negligible preparation for the reception of tourism - in the form of threats.

Łowicz municipality describes in a concise manner the chances and benefits of tourism development in the Local development programme: "The main reason for interest in the issues of tourism development in particular areas is the recognition by local communities of the possibility of obtaining income from conducting tourist activities and their diversification in previously agricultural areas. In order to achieve and systematically increase this income, it is necessary to increase the number of arrivals of domestic and foreign tourists and to extend their stay. Łowicz municipality has valuable natural, recreational and cultural values. They predestine the municipality to develop a recreational and leisure function at the local level, as well as qualified and transit tourism in the region" (Local development plan for the Łowicz municipality for the years 2007-2013).

Some of the local governments, in addition to stating the need to develop the tourist function, are trying to determine the preferred directions of its development. In the strategic documents of LGUs, declarations on the willingness to develop rural tourism often appear. For example, the Brzeziny commune, using local natural values, plans to develop agritourism and eco-tourism, stressing the necessity to take into account the principles of sustainable development:

"The development of tourism in the Brzeziny commune should concentrate on the implementation of agritourism or eco-tourism, as well as qualified tourism (fishing, hunting). This development must take place in accordance with the principles of rational use of the environment in connection with public education in the field of ecology and environmental protection. The development of tourism includes the following elements: improvement of the accessibility of tourist services (transport accessibility system), development and modernization of the tourist base, training of tourist personnel and creation of information and promotion system for agritourism services. At present, the concept of developing local bicycle routes is being developed, which we plan to implement with the use of EU funds" (Plan for the development of the local Brzeziny commune for the years 2007-2013).

In the Inowłódz municipality, in addition to the increased emphasis on nature protection, the use of natural tourist assets and the renovation of historic buildings, we focus on improving transport accessibility, as well as tourism and paratourism development:

"Due to the landscape values, development of tourist traffic, weekend trips and improving the safety of cyclists, and taking into account the mission of the municipality, priority should be given to the construction of bicycle paths separated or connected with a pavement in areas with high tourist attractiveness. At a later stage, it is assumed that bicycle paths will be implemented for other roads, however, not having transit functions, as soon as they are modernized. It would be advisable to implement new car parks, taking into account the increased interest of tourists, especially within areas with high landscape values" (Local development plan for the Inowódz municipality for the years 2008-2013).

In other areas development plans for the recreation and sports base are being developed. An example can be the Brzeziny municipality, where the construction of a retention reservoir for recreational purposes is planned. In turn, as the authors of the Local development plan of the Rogów municipality postulate, the constant development of tourism can only be guaranteed by creating and promoting market demand for specific tourist products. The leading tourist products in the commune should be: sightseeing tourism, active tourism (walking, riding), agritourism. Another example is the Ćwinice Warckie municipality, where in the absence of distinctive natural values and architectural heritage, the development of the tourist is based on the history related to the life of Saint Faustyna Kowalska. Kutno commune can be another example of the directionality of tourism development. According to the local authorities, it is attractive for tourists, has numerous cultural values based on the base of valuable architectural monuments (residential and religious). The creators of the local development strategy included in the document provisions on the revitalization of their architectural heritage as one of the main directions of activity: "revitalization of historic buildings and protection of cultural goods (renovation and adaptation of their functions to current social needs in the field of culture and recreation)" (Local development plan of the Kutno commune with a multi-annual investment plan for the years 2007-2013).

Both in the case of planning documents of municipalities and communes, which take into account the development of the tourism function, very rarely attention is paid to the extremely important issue of tourism education in society, especially of young people. This is a long-term action, the effects of which can be felt only after a few or more years. A few exceptions include the aforementioned Brzeziny commune and the Łask commune, where in the Strategy for the development of the Łask commune for the years 2007-2015, in the part devoted to the chances of education, culture, sport and tourism development, a provision on the dissemination of various forms of tourist activities among youth has been included.

Identification of resources possessed, determination of problems and main directions of activity are the basic tasks of local governments that enable the development of tourism in a given area. However, without specifying the adopted assumptions by defining the sources of financing, responsible entities and methods of operation and evaluation, this process will proceed in a chaotic and slow manner. In Łódź voivodeship, only a small number of local governments decided to take such steps. Apart from local governments with sectoral documents in the field of tourism, the Kutno commune stands out, which has ambitious development plans in the area of tourism economy. The local government plans to create a commune-wide study of tourism development, and within its framework, determine the directions of financial support and the development of areas predestined for the development of the tourist function.

Another example is the Zduny municipality, where, in addition to identifying resources and determining development problems, proposals for concrete actions and a financing plan are presented. However, these are not records of a strategic and long-term nature. They should be defined as ad-hoc and incomplete activities that do not cover the whole of phenomena and processes occurring within the economic reality.

In summary, despite the large number of LGUs from Łódź voivodeship, which in the strategic documents placed entries on the development of tourism, only a few plan its actual development. The analysis allows us to state that the most valuable and well-thought-out plans are those of municipalities and communes that have a tourist function developed. This is most often associated with the above-average occurrence of natural and cultural values in the voivodeship, as well as realistic prospects of obtaining or increasing tourism revenues. A good example can be the municipalities located in the Łowicz commune or municipalities near rivers (the Pilica river and the Warta river) with a better developed tourist function, which present a long and substantive analysis, and often also ideas and implementation plans for specific activities. It is worth noting that in the majority of general development documents tourism is not treated as a priority. Very often, mentions about its development are not based on an analysis of resources and internal and external development conditions. This results in the lack of a deliberate strategy of action. There are no clearly defined goals, entities responsible for their implementation or methods of financing and evaluation of investments. The fact that tourism in general strategic documents of local governments of Łódź voivodeship is pushed to the margin of planning, even in areas attractive for tourists, can be evidenced by the appearance of identical records in the strategic documents of various local governments. When analyzing structural strategies, the authors have come across the same record several times: "The main reason for interest in the issues of tourism development in particular areas is the recognition by local communities of the possibility of obtaining income from conducting tourist activities and their diversification in previously agricultural areas. In order to achieve and systematically increase this income, it is necessary to increase the number of arrivals of domestic and foreign tourists and to extend their stay."

The substantive, as well as stylistic level of records about tourism leaves much to be desired. An example can be a sentence from the Integrated local development programme of the Zduny municipality: "the overall landscape of the municipality is generally not attractive to tourists" (Integrated local development programme of the Zduny municipality for the years 2007-2013). It seems that some of the local governments are aware of their resources and can realistically assess their chances (or their absence) for the development of tourism. Others place pro-forma tourist records, while others overestimate or underestimate their resources and do not formulate their tourism policy in the right way. However, the authors would like to point out that a thorough analysis of the tourism potential of Łódź voivodeship's local governments in terms of developing a tourism development strategy is not the goal of the article.

## 1.6. The most common errors in planning tourism development in strategies and development plans

Summing up the considerations on the role of tourism in the strategic documents of LGUs of Łódź voivodeship, it is possible to indicate a series of repeated errors and shortcomings that appear on most stages of strategy construction according to D. Milewski (2005), discussed earlier:

- errors related to the analysis of conditions and possibilities of tourism development:
  - no analysis of external markets - voivodeship, domestic and foreign,
  - no data analysis regarding tourist traffic in a given area,
  - no analysis of global and national trends in tourism,
  - no critical analysis of competition,
  - problems with defining the main target market/markets.
- errors in defining the mission and strategic goals of tourism development:
  - "wishful thinking" strategies, not based on a thorough analysis of the possessed potential,
  - methodological errors, especially when constructing a SWOT analysis.
- errors in defining strategic action programs:
  - imprecise indication of the sources of financing of the planned activities,
  - lack of methods and contractors for evaluation of accepted tasks,
  - no definition of principles of regional cooperation in the area of promotional activities (creation of a single tourist brand) and focusing on promoting areas within administrative boundaries, omitting the cross-border nature of natural and cultural values and the tastes of tourists and visitors, lack of ideas for extending the tourist season and diversification of the offer.
- other errors:
  - documents created by author teams composed of people who do not have sufficient knowledge of the planning area (usually specialized external companies, outside the voivodeship),
  - language errors, spelling mistakes, etc.

It is worth noting that the analysis of the development directions of the tourist policy of local governments of Łódź voivodeship takes place at the level of having or not having a tourism development strategy/plan. The proper level of analysis should take place at the stage of discussing the substantive content of the planning documents. Unfortunately, the very elaboration of even the best tourism development strategy/plan does not guarantee success. It is only the first step on the way to improving the current situation. In addition, the majority of LGUs of Łódź voivodeship do not have large organizational, human and financial capital. In order to achieve success, determination and consistency in action are necessary, the involvement of all entities that may have an impact on the development of the tourism function of the area, the collection of appropriate funds, supralocal cooperation, as well as substantive and financial support of voivodeship and central authorities.

## 1.7. Tourist development program for the municipality of Bełchatów City for the years 2005-2013

There are several strategic documents on tourism development in the area of Łódź voivodeship. These include:

- at the voivodeship level:
  - Tourism development programme in the Łódź voivodeship for the years 2007-2020 in two parts: part I Tourist audit. Diagnosis of the state and part II strategic. It was prepared at the request of the Marshal's Office in Łódź by PART. The document has no legal effect because it was not adopted in the form of a resolution.
- at the county level:
  - No tourism development strategy.
- at the level of cities and municipalities:
  - Tourist development program for the municipality of Bełchatów City for the years 2005-2013.
  - Assumptions of the tourism and recreation development strategy in the city municipality of Konstantinów Łódzki (document adopted in 2006 and updated in 2008).
  - Tourism development programme in the city of Piotrków Trybunalski for the years 2009-2015.
  - Tourism and culture development strategy in the Sulejów municipality for the years 2007-2020.
  - Tourism development strategy in Łódź (it has no legal force or form of a local government document. This is a study by scientists from the University of Łódź).

Tourist development program for the municipality of Bełchatów City, as the oldest of the presented documents, was selected for detailed analysis. Tourist development program for the municipality of Bełchatów City for the years 2005-2013 was adopted by the Resolution of the City Council No. XXXIX/368/05 of September 29, 2005. It presents a long-term concept of the objectives and tasks of the municipality of Bełchatów City in the area of tourism.

The document is divided into two parts: a diagnosis of the current state, concerning the development of tourism in the Bełchatów municipality and the main, analytical part of the programme. The first part includes the following information: analysis of the current condition taking into account the geographical location, natural and cultural values, tourism development, sports and recreational infrastructure, cyclical sports and cultural events and other elements affecting the development of tourism (industrial facilities and areas such as the Brown Coal Mine "Bełchatów" S.A., Power Station "Bełchatów" S.A. and other tourist attractions like "Uroczysko Kluki" stable, "Napoleon's Farm" and mini-zoo in Wawrzkowizna, etc.). In addition, a SWOT analysis was carried out in the field of tourism development within the city and municipality of Bełchatów. The second part contains information on the creation of a document and an analysis of the main and specific goals set.



Two basic strategic goals have been defined in the Tourism development program, including specific objectives within them:

- Creating a tourist product of the city that distinguishes Bełchatów from other cities by:
  - creating graphic design of the city symbol,
  - promoting existing cultural, sports and tourist events,
  - organization of a new promotional event distinguishing Bełchatów,
  - increasing the attractiveness of Bełchatów by creating new tourist products,
  - adaptation of the offer to the needs of disabled people.
- Activation of residents and enterprises operating in the field of tourism, which includes integration activities for the information flow and tourist promotion of the city, through:
  - cooperation between the local government, the tourism industry and people interested in the development of tourism in the city,
  - creating a coherent tourist information system.

The local authorities, based on their resources, plan to develop active and weekend tourism (based on residents of the surrounding municipalities and communes, as well as residents of Łódź) and business tourism (based on the existing conference and hotel facilities). According to the authors of the document, in the future tourism should become one of the objectives of the development of the local city and municipality. The development of active tourism is to be based on: existing sports and recreation facilities; constant extension of paths and bicycle infrastructure, modernization of transport taking into account the needs of cyclists; sports clubs: football club GKS Bełchatów and volleyball Skra Bełchatów, which attract fans from all over the country and through cooperation with the Kamieńsk municipality, which has sports and recreation facilities for practicing, among others winter sports. Business tourism will be developed thanks to its favorable geographical and communication location, the vicinity of Łódź and its conference and hotel and catering facilities. Other forms of tourism that need to be developed include industrial tourism.

The proposed general and specific objectives should be considered right. The owned resources predestine the city, municipality and commune to develop these forms of tourism. However, the Tourist development program for the municipality of Bełchatów City seems to be an incomplete document. Apart from the potential analysis, SWOT analysis and the correct setting of general and specific development objectives, it lacks very important provisions on the deadlines for the performance of individual tasks, entities responsible for achieving the objectives and sources of financing for the necessary investments. In addition, the tourism research results have not been taken into account, nor has this process been planned for the future. There is a risk that without specifying the indicated parameters, the Tourism development program will be implemented chaotically and inconsistently. The document in its current form should therefore be treated more as a set of recommendations (sometimes very detailed and thought out) than a specific step-by-step strategy. The authors of the Program are aware of the need to create a new tourist product that could become a showcase of the city and help create its brand, but the proposals for action in this area should be described as insufficient.

An opportunity for the promotion of the city may be the development of active tourism and sport. The large potential of the city and the commune in this area should be used to create a coherent system of sports events, recreation and active tourism, gathered under one umbrella in the form of a comprehensive tourism product. As the authors of the document rightly point out, it is necessary to support cooperation and build a system of coordination of activities in the field of tourism. Unfortunately, apart from describing the current state, there are no specific cooperation proposals. According to the authors of the document, the coordination of tourist promotional activities should take place through: a joint presentation of the tourism industry and stands promoting Bełchatów at tourism fairs in the country and abroad, and presenting the city's tourist offer on a joint multimedia presentation and website.

It seems that the proposed courses of action are definitely not enough to achieve success. The coordination process requires cooperation of tourism industry entities from various circles that support, promote and inform about their current and planned activities. Together they work to achieve the intended goal. In addition, promotional activities should focus on building a common brand over administrative divisions and over the interests of various industry groups and entities. To gain knowledge, observe good practices and promote the city, it is desirable to cooperate with other cities of the region and cities similar in terms of history, function, etc.

Other mistakes and shortcomings of the Tourism development program include lack of any comments regarding existing competition and segmentation of current and potential tourist markets. To make new services interesting for new customers and maintain the interest of existing customers, it is necessary to develop a promotional and advertising campaign. It should be noted that the Tourism development program is typically local, in some issues related to regional issues, but without analysis of national or international conditions. The principles of cooperation or implementation of long-term international projects in the field of tourism are not taken into account. In addition, there were also technical failures and errors, such as the lack of a table of contents, the lack of the team of authors of the original document, oversights, as well as editorial, punctuation and spelling errors.

To sum up, despite the imperfections and weaknesses of the Program, the chosen directions of development should be positively evaluated and the apparent willingness to improve the existing situation and undertaking the difficult task of tourism development should be appreciated. At the same time, one should hope that the current activities in this direction will be developed and deepened.

## **1.8. Norwegian patterns and Polish reality - from creation to implementation of the strategy, globalization of thinking about tourism**

In the context of joining cultures, tendency to homogenize reality and the development of global media, internationalization at the economic level, including tourism, can be noticed. The distribution of tourist products and their easier availability forces the creators of the strategy a global approach to tourism, especially with regard to potential consumers (KNOWLES, DIAMANTIS, BEY EL-MOURHABI 2004).

Therefore, it is interesting and necessary to refer to Norwegian experiences in building and implementing strategies. First of all, reference should be made to the administrative division of the state and the implications of the above in the context of development strategies, then the basic elements in Norwegian strategies should be raised, and examples of tourism strategies implementation should be discussed, not only by public administration bodies, but also by external entities.

Norway is a Scandinavian country, neighboring with Sweden, Finland and Russia. It is a constitutional monarchy. Currently, the Glücksburg dynasty rules there. Norway is divided into 19 counties, and further into 430 municipalities. Both municipalities and counties receive funds for the implementation of activities from local taxes, additional fees from the population and local business, as well as from public funds at the central level. The authorities of municipalities and counties are elected in general election every four years. Despite the fact that municipalities differ significantly from one another, their duties and rights are identical.

The central authorities are responsible for the network of national roads and motorways, as well as agriculture and environmental protection, while the county authorities - for regional development (including voivodeship roads and public transport, regional planning, economic development, culture). Competences of municipal authorities in the context of the functioning and development of tourism are the widest - they refer to local planning (including the issues of spatial development, agriculture, environment, roads and ports) and the development of culture and business. From the above it can be concluded that economic development issues are subject to joint regional and local competences, however local authorities are more responsible for spatial development, which is reflected in the prepared strategic documents.

### **2.8.1. Tourism management in Norway by public administration**

The structure of tourism management in Norway affects its functioning. The institution supporting entities involved in the development of the tourist offer is the Innovation Norway organization, which acts as an intermediary between the central state authorities (ministries) and regional and local organizations. Such a structure, as illustrated in the diagram below, enables efficient management of tourism from a central perspective and facilitates the implementation of its development strategy.

Because strategic marketing objectives should refer not only to the domestic market (HULL 2008), Norway counties in the development of general development strategies strongly emphasize the need for international cooperation.

The strategy for managing international relations, made available by the Oppland county, shows the region's approach to managing and animating communal relations. The region wants to be seen as an "active partner in the world of opportunities" (International Strategy for Oppland County Municipality). This has significant implications for potential partners of the county, open to cooperation and networking. The strategic goal of the region is its development for "optimal use of the opportunities of the globalized world", and the operational goal "to motivate, mobilize and facilitate municipalities, institutions, enterprises, organizations and individuals to achieve international success" (International Strategy for Oppland County Municipality). It is worth noting that this approach assumes delegating tasks to local structures, at the same time guaranteeing the support of regional authorities. Oppland County is involved in international relations through participation in international organizations, bilateral agreements with other regions, and participation in national networks to create a platform for international cooperation. It is a co-owner of the European Office of the Oslo Region in Brussels.

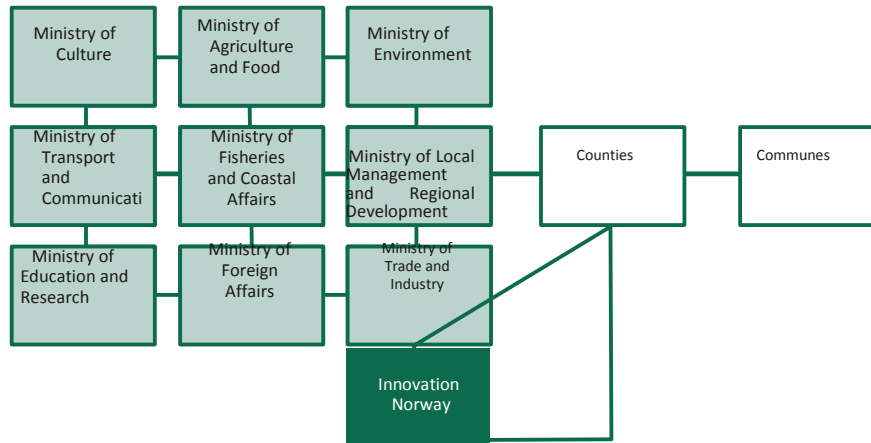


Fig. 1: Structure of tourism management in Norway.

Source: Own study.

The main scope of the municipality's responsibilities concerns contacts with destination managers, and their involvement should concern the animation of cooperation, therefore there is little information on the development of tourism development strategies by municipalities. There are two models of tourism management: the corporate model and the social model. The corporate model is mainly focused on achieving profits from the enterprise, which are allocated for further investment development and personnel costs. The social model, developed strongly in Norway, is based on the philosophy of serving the community and making profits, but the second goal is subordinate to the first.

This approach gives greater investment efficiency, but also allows for a wider development, in line with the philosophy of sustainable development. The local authorities limit their role in the development of tourism to building a positive image of the commune as a tourist absorption area, without interfering in the choice of the area of activity by the local business, e.g. by promoting tourism as a dominant branch. This may be due to the need for autonomy of residents' and entrepreneurs' decisions and their high awareness of the need to increase tourism (MURPHY, MURPHY 2004).

### **2.8.2. Elements of development strategies in Norway**

With reference to the previous part of the chapter, which discusses in detail the strategies of Polish LGUs and the elements taken into account in them, it is important to refer to the method of constructing similar documents in Norway. Due to editorial reasons, the reference to the national tourism development strategy in Norway has been abandoned, and the selected examples of strategies at county, municipality and city level were limited.

The Oppland county development strategy has a total of 20 pages. It is a general document, intended only as a starting point for subsequent detailed regulations and guidelines. It consists of five main chapters. The first one is an introduction, taking into account references to previously issued strategies and a summary of priority axes included in the 2012-2016 strategy. The second chapter deals with the areas of strategy implementation. It is a kind of SWOT analysis, but only taking into account the most important issues, such as local development (especially economic), competitiveness of the region and transport. It is interesting that the reference to the parent documents, e.g. the national strategy, is in the middle of the document. In the fourth part, regional development plans and policies were taken into account, and in the fifth - methods of their implementation. This construction in comparison with Polish strategic documents is distinguished by the use of chronological and logical mixed order: from presenting the situation most distant in time (analysis of strategies implemented), through the current state (SWOT analysis) to national strategic documents and regional development (plans and ways to implement them). In relation to Polish realities, it is important that the strategy is a document concise in its form, however exhaustive, thanks to the thematic limitation to the priority areas of action, without discussing the background less relevant to the whole strategy.

Hedmark county applied a slightly different development strategy. The first part of the document refers to contemporary challenges that the region must face and then formulates a vision. It emphasizes sustainable development and regional values. The third chapter of the strategy presents strategic goals and areas of activity. Hedmark considered increasing the region's competitiveness, development of infrastructure and the area itself as the priority areas.

This strategy is more detailed and also refers to the evaluation of the strategy implementation level and delegates tasks to the competent authorities. This construction allows to monitor the implementation of the strategy to a greater extent and its subsequent evaluation.

Alta municipality (in Finnmark) has not only a general development strategy, as Oppland and Hedmark mentioned above. A tourism development plan was also prepared. The document is quite detailed as for the Norwegian reality, as it consists of 38 pages and covers as many as 8 chapters (Kommunal planstrategi: Alta kommune 2012-2015). The document uses chronological order. The first part takes into account the specificity of the area and the current status of tourist attractions. They were divided into architectural attractions (exposing objects inscribed on the UNESCO list), attractions for active leisure, holidays and events (including festivals). Reference has been made to the broadly understood culture of the area: cinemas, music and food. The fifth chapter is dedicated to the brand Northern Lights and Alta. The sixth chapter provides an overview of the network of wheeled, sea and air transport and points of contact with the brand (regional tourist organization, Alta website, etc.). The last two chapters are crucial for the implementation of the strategy and the full use of its potential, as they relate to the marketing of the place (target groups, visions, missions, strategic objectives, etc.) and to the sources and mechanisms for financing activities to implement the strategy.

Oslo development strategy (for the years 2002-2014) consists of several main parts. The first one takes into account strategic goals of a general nature important for the city. It is included instead of introduction and reflects the environmental and development challenges facing the municipality. In the following part, the current state is analyzed, taking into account environmental, geographic and economic criteria. The third chapter of the strategy refers to the vision of Oslo, and the fourth one presents the ways of its implementation. Sustainable development initiatives, energy and ecological efficiency, strengthening of the “blue and green” structures of Oslo, cooperation for the improvement of the environment in the region, country and the world were considered as priorities (Strategi for baerekraftig utvikling: Miljø- og baerekraftstatus 2002, Byøkologisk program 2002-2014). The strategy is available only in Norwegian.

In the context of building a tourism development strategy, it is worth noting that a thorough analysis of tourism development in a given area is necessary and its dependence on territorial, environmental, socio-cultural, economic, administrative and legal conditions, which is perfectly illustrated by the examples presented above. After making in-depth analyzes, it is necessary to clarify whether the current conditions are conducive to the development of tourism, are neutral, or significantly impede or even prevent it. Sometimes for the region there are development opportunities in areas other than tourism, which can be harmful for a given area (KALTENBORN, EMMELIN 1993).

Referring to the example of Norway, the analyzes carried out in Lillehammer and the potential associated with the geographical location and terrain, as well as the organization of the Winter Olympics there, provided a natural starting point for the analysis of the development direction and potential of the region.

Thus, a polluted river is not a strong point in the context of building a tourist offer. Its presence and condition may discourage tourists rather than motivate them to choose an offer. Its cleaning and restoration of the ecosystem may be an opportunity, but the analysis of the situation should take into account the current state, not an imagined and uncertain future. Bearing in mind the existing state of affairs, weather-climate, social and other conditions, it is advisable to plan the tourist season in advance, especially in the context of the need to extend it.

Knowledge of the environment helps in optimizing the management process. In Norway, resorts whose dominant offer is associated with the winter season plan outdoor events already in May. This is also related to the need of minimizing risk in the event of sudden weather changes. In planning the attractions, mostly the guests' preferences are taken into account. This is possible thanks to the analyses of tourist traffic, but also knowledge of the calendar of holidays in various countries.

Planning of space is similar to time planning. Norwegian municipalities, most often in agreement with the local community and entrepreneurs, manage the space responsibly. They are convinced about the impact of real-time activities on the future functioning of the area (EMMELIN 2000). Most often, the alternative scenario method is used, which, taking into account potential socio-environmental changes, should lead to predicting the state of space in the future. The current state is analyzed (including factors that trigger it) and scenarios are created: the least real (Joker scenario), including the maximum number of changes, three scenarios with partial changes, scenario taking into account only external trends (Trend scenario) and the situation scenario without making any changes (BRUSEWITZ, EMMELIN 1982).

An important element that influences the popularity of Norway as a country of tourist absorption is the innovation of undertaken activities. The latest project implemented in Lillehammer is moonlight skiing. The investment in lighting the slopes resulted in the possibility of extending the offer not only during the year but also during the night. The offer proposed by the region, however, is not limited to skiing, including the possibility of skating (including figure skating), speed skating, hockey, ice-fishing, sleigh rides, snowmobiles, glacier expeditions, snow and ice sculptures. In the warmer season, the Lillehammer offer includes mountain and high-performance cycling, which enables more people to be interested also in spring and summer. The scope of the tourist offer, combined under a common brand, increases the tourist potential of the municipality.

### **2.8.3. Projects supporting the implementation of the strategy - from idea to action**

An example of the implementation of a project based on the regional development strategy may be "Medieval Week", organized periodically in the Buskerud County in Norway. The strategy assumes that sustainable development (which is a priority for the municipality) can only be achieved through development while respecting the past and resources (Regional Planning Strategy for Buskerud County 2009-2012).

The area consists of three municipalities (Flesberg, Rollag, Nore og Uvdal), inhabited by a total of 7,000 residents. Tourist traffic takes place mainly in the winter, which makes it difficult to plan the season. Attempts are made to extend it by organizing events. The medieval motif was used by Flesberg in the 90s, but later activities in this direction were abandoned. To encourage tourists to visit the area, the "Middelalderdalen" project was created, aimed at strengthening cooperation between territorial self-government, tourist and cultural organizations and building a coherent tourist offer proposed throughout the area. The project started in 1999 and consisted of four subprojects. Their goal was not only to make the tourist offer more attractive, but also to stimulate creativity and strengthen the identification of residents with the region. Actors guiding the festival are representatives of: municipalities, tourist attractions, museums, Society for the Preservation of Ancient Norwegian Buildings, companies, universities, agricultural enterprises, NGOs and volunteers. Currently, the festival is held annually, systematically attracting more and more tourists from the state: 12 attractions, 2 thousand tourists in 2001 to 35 attractions and 6.7 thousand tourists in 2009 (MOSSBERG ET AL. 2010). For tourists from abroad there is a website in English, run in the form of a blog with current information about the area and the festival.

"Climate Camp" is another initiative that is an example of effective implementation of development strategies, because Oppland mentions youth as the main target group, and ecology as a basic issue. The mission of "Climate Camp" is to create a research platform on topics related to climate change, cultural heritage and alpine nature for people from different countries and generations. In 2010, a total of 40 young people from Norway, Poland, Lithuania, Great Britain and Palestine participated in the event. They debated climate change by consulting and verifying their views in discussions with scientists and Norwegian politicians. The event was organized by the Oppland District and the Norwegian Mountain Museum in the second half of August. An additional goal of the camp was international integration, which is why in the evenings bonfire games were organized, and on the last day of the visit, young people climbed Galdhøpiggen. "Climate Camp" took place as part of the "Youth in Action" program (Oppland fylkeskommune).

Another project addressed to young people aged 15-20 from Norway, Lithuania, Denmark, Germany and Bosnia, which is part of the Lillehammer strategy implementation is the project "This is my story", also financed under the "Youth in Action" program. The aim of the project was to deepen the understanding of interculturality among young people from partner countries through the implementation of joint film activities. Representatives of groups (one person from each country) met in Lillehammer in February to agree on the goals and manner of the visit of all participants (6 people from each country) in April 2011. The project was of a one-off nature, however, it has a high image-related significance. Not only 30 young people had the chance to visit the region, but they now associate this region with openness and tolerance, as well as the will to cooperate. After the workshops in the field of multiculturalism in Europe and film techniques, the participants created short productions based on their own experiences. In the age of the Internet and the rapid flow of information, movies quickly spread on the web promoting both authors and the region.



The film "Different name, same taste", made by Sindija Virse and Nives Raguž, begins with the presentation of "Lillehammer, youth camp", and the film "Sunglasses" shows fragments of the passage in Lillehammer and the Birkebeineren Hotel. Films are recorded using national languages, but also English or body language.

#### 2.8.4. Shortages and needs in the Polish reality

In the context of the differences between the Polish and Norwegian realities, the high willingness to cooperate in all regions of Norway deserves attention. Tourists rarely include administrative boundaries in their travels, so there is a need for complexity of services, forcing inter-commune cooperation to create a tourist product. Efficient operation of ski passes on ski routes between individual cities in Norway can be a perfect example of building a comprehensive offer in inter-institutional cooperation (ARNESEN, OVERVÅG 2011).

In Poland, the starting point for cooperation between local government units and companies from various municipalities and communes may be Local Tourist Organizations and Local Action Groups. Because their main goal is to promote tourism, using their potential would be fruitful and could be an excellent basis for cooperation. Although it is a complex and ambitious task, it is more effective and profitable in the long run than individual activities.

The local government administration in Lillehammer can be a model in the context of implementing the strategic tasks of the municipality. The basic element contributing to the tourist success of the region is the ability to build a network of cooperation between stakeholders and their real involvement in creating the image of the "green" area, through ecological and tourist activities (WELFORD, YTTERHUS 2004). Creating and animating cooperation is necessary because it contributes to the improvement of the tourist image of the region, which may positively affect the intensification of tourism (GOTWALD 2011).

The reason for the need to adapt the modified patterns to the Polish realities is the difference in conditions, the natural potential, socio-economic and cultural situation, legal, political conditions, etc. Also high prices, specific legislation, attitude to internal and external clients.

In the context of the Łódź region, it is worth remembering that its inhabitants are one of the main target groups for the tourism sector. Lack of significant natural objects, such as mountains or the sea, constitutes a kind of barrier to the development of tourism. The central location and proximity of the capital do not balance the lack of an appropriate offer. Norway also provides benchmarks in this area because, for example, a significant proportion of tourists coming to Lillehammer are owners of "second homes". In addition, in the part of festivals and events, the largest percentage in Norway are residents, not tourists.

### 2.8.5. Conclusion

Local government authorities in Norway support the development of tourism through effective and consistent implementation of development strategies, their modification and adaptation at every level of administration. It is based on the analysis of the resources available, and not on the artificial creation of tourism products. Planning preceded by in-depth analysis may result in the development and optimization of tourism. Strategies are created in a transparent way: chronological or chronological-logical, rarely only logical. The last parts of the strategy always mention activities, projects and sources of their financing, which creates real opportunities for implementing planned or proposed activities. It remains only to formulate the question to what extent Norwegian patterns can be implemented in Polish realities without initiating changes in the human mentality.