

# The Keyhole: Healthy choices made easy



About the Keyhole  
Partnership  
Synergies  
Activities  
Future





# Introduction

**Norway, Sweden and Denmark have been working together since 2007 to develop and implement a joint Nordic nutrition label – the Keyhole. The label certifies that the product has met certain requirements for salt, sugar, fat and fibre content. The aim is to make it easier for consumers to find and choose healthier foods.**

The Nordic countries face many of the same challenges in relation to life-style and eating habits. A priority for the Nordic Plan of Action on Better Health and Quality of Life through Diet and Physical Activity is that consumers have an informed basis on which to choose nutritious foods. The effective implementation of and dissemination of information about the Keyhole, for the benefit of producers, food professionals and consumers alike, is therefore a key plank of Nordic co-operation.

The Keyhole is the world's first nutrition label to be backed by the authorities in multiple countries.







# The Keyhole label

## The Keyhole: Healthy choices made easy



The Keyhole is a Swedish-registered trademark owned by the National Food Administration.

The National Food Administration has granted permission for Denmark and Norway to use the label. The countries have jointly formulated the slogan “*Healthy choices made easy*”.





# The Keyhole

## Healthy choices made easy – a Nordic co-operation

Since 2007, Denmark, Norway and Sweden have been working together to launch and implement the Swedish-registered food label, the Keyhole. It was launched in Denmark and Norway in 2009.

The Nordic countries face many of the same challenges in relation to health and nutrition. The commitment to use the Keyhole label in all three countries underlines the shared desire to help Nordic consumers quickly and easily identify healthy products.

Co-operation on the Nordic Keyhole has resulted in a large number of positive synergies and activities in the fields of communication and legislation.

The prospects for the future of the Keyhole scheme in the Nordic countries seem highly positive – although many interesting challenges still lie ahead.



### Healthy choices made easy

A Keyhole product meets one or more of the following criteria:

- Less and healthier fat
- Less sugar
- Less salt
- More dietary fibres and wholegrain

The Keyhole label is printed directly on the food packaging of 25 different product groups.





# The following foodstuffs are eligible for the keyhole

Look out for the Keyhole when you're shopping!

You'll find it on the packaging



Compared to other foods of the same type, products marked with the Keyhole meet one or more of the following requirements:

- Less and healthier fat
- Less sugar
- Less salt
- More dietary fibres and wholegrain



**Fruits and berries**  
Fresh or frozen



**Meat and cold cuts**  
Fresh or frozen



**Fish and shellfish**  
Fish products, fresh or frozen



**Oils**  
Margarine



**Bread and cereals**  
Oats, pasta, rice and breakfast cereals



**Ready meals**  
Soups, pizzas, wraps, sandwiches



**Dairy products**  
Milk, yoghurt, cheese



**Vegetables and potatoes**  
Fresh or frozen



**Vegetable products**  
Soya milk, oat drink, tofu and vegetarian alternatives to meat and fish



# About the Keyhole

## Why a keyhole?

Consumers often do not have the time to read labels when shopping, and many also have difficulty understanding the information provided. The idea behind the Keyhole label is to make it easier for consumers to find and choose healthier products. It also helps consumers to follow their national dietary guidelines.

## What does the Keyhole stand for?

The Keyhole makes it easier to make healthy choices. Compared to other foods of the same type, products with the Keyhole meet one or more of the following requirements:

- Less and healthier fat
- Less sugar
- Less salt
- More dietary fibres and wholegrain.



## Where is the Keyhole?

The Keyhole is generally printed on the packaging, but may also be applied to fish, fruit, berries, vegetables and potatoes that are not pre-packaged. As a rule, all foodstuffs must carry a nutrition label.

Some products are not eligible for the Keyhole label, e.g. soft drinks, sweets and cakes, which are not part of a healthy and balanced diet. Foods with sweeteners are not eligible either.

## Who is behind the Keyhole?

The requirements for the Keyhole are drawn up by the authorities in Norway, Sweden and Denmark. They are dynamic and may change in response to new conditions and information. The label is supported by the Nordic Council of Ministers.



is for all:

- Food marked with the Keyhole is for all healthy people – adults, teens and children
- The Keyhole is for everybody who wants a healthy diet.



# Joint Nordic activities

## Legal basis

Since summer 2007, the work to draft a legally binding basis for the Keyhole label in Sweden, Norway and Denmark has revolved around the following main points:

- The co-operation agreement with Sweden on the framework and the actual use of the Keyhole label in both Denmark and Norway (drawn up and signed on 15 June 2009, open-ended agreement)
- Identical Keyhole ministerial orders, with in-depth review of both the criteria for the label and the relevant product categories
- Consultation in all three countries for the new Keyhole ministerial order in autumn 2008



- Identical guidance for the new Keyhole ministerial orders submitted for consultation in all three countries (autumn 2009–spring 2010)
- Submission of Danish, Norwegian and Swedish Keyhole ministerial orders for notification in the EU on 1 October 2008
- On 17 June 2009, all three countries announced that the Keyhole is a joint Nordic labelling scheme
- Design manual for the Keyhole label – targeting manufacturers and retailers who work with the Keyhole logo on packaging and marketing materials. Available in Danish, Norwegian, Swedish and English.

#### Legal milestones for Keyhole 2010–2012:

- Evaluation of new revision of 2009 Keyhole criteria
- Information campaign for producers
- Rules for marketing in relation to recipes
- Keyhole-certification scheme for outdoors dining in Denmark and Norway based on the current Swedish model: “The Keyhole in the restaurant”





## Joint Nordic communication about the Keyhole

In order to ensure that Nordic communication about the Keyhole is uniform and consistent, the countries have worked closely together to draw up general information about the label. A slogan has been devised, and a communications strategy, action plans and design specifications agreed. The following activities have been undertaken:

- Websites about the Keyhole: [www.noeglehullet.dk](http://www.noeglehullet.dk), [www.nokkelhullsmerket.no](http://www.nokkelhullsmerket.no) and [www.nyckelhalet.se](http://www.nyckelhalet.se). Joint Keyhole information can be found at [www.norden.org](http://www.norden.org)
- Joint press releases on consumer knowledge, based on a zero-point original quantification
- Slogan for the Keyhole: “Healthy choices made easy”
- 30-second TV spot, “What do you have in the bag?”, used to launch the Keyhole in summer 2009 in Denmark and Norway, as well as in subsequent campaigns
- Consumer brochure focusing on promoting knowledge of Keyhole criteria and the products that carry the label. The brochure is designed for use in the retail trade and for information purposes by local authorities to different target groups, e.g. ethnic minorities, senior citizens, nurses, health centres, etc. The brochure is available in 14 languages: Danish, Swedish, Norwegian, Saami, English, Spanish, Surani, Turkish, Arabic, Bosnian, Somali, Urdu, Farsi and Kurdish. It can also be downloaded from the respective countries’ websites.

### Joint communication work 2010–2012:

The level of recognition for the label has rapidly increased among shoppers in both Denmark and Norway, and is well on track to reach the Swedish score of 98%.

Much more work remains to be done to increase awareness of the label and enhance the visibility of the authorities behind it.



## Joint Nordic market analyses of the Keyhole

### Consumer analyses

Two surveys of consumer awareness of the Keyhole label have been conducted – in December 2008 and December 2009. The analyses tracked progress in terms of familiarity, knowledge, awareness, sender (i.e. who is behind the label) and patterns of consumption among shoppers in the three countries.

The analyses reveal a rapid rise in awareness of the label – more than 80% in all three countries. Knowledge and use of the label has also increased, to just under 50%. The analyses serve as a positive source of inspiration for the on-going introduction of the label.

To achieve even greater insight into the use of the Keyhole and its effect both on the market and among consumers, a scientific study of the label is currently being prepared.

### Product analyses

It is also important to document the food industry and the retail trade's acceptance of and work with the Keyhole label, as well as consumers' shopping behaviour vis-à-vis labelled products. In this context, it is appropriate to have Keyhole-labelled products registered as soon as possible in the retail trade's established scan-track system, so that all three countries may initiate dialogue



and analysis with potential partners such as Nielsen and GS1. This process depends heavily on the individual retail chains' and manufacturers' practical work to register for the new label on a product-by-product basis.

Data on the number of products on the market – both overall Nordic totals and numbers per country – have hitherto been based on estimates calculated in positive dialogue with the retail trade and the major manufacturers for certain product groups in local markets. This work shows a clear increase in the number of Keyhole products that consumers are able to find on shop shelves.

## **Anchoring the Keyhole with relevant partners**

Each country has worked hard to involve health, consumer, producer and trade organisations, as well as to forge relevant partnerships to promote the Keyhole. The aim has been to attract support from relevant partners and stakeholder organisations in the Nordic countries, in order to reach out to the key target groups: consumers, producers, the trade, and health and food professionals.

Bilateral and multilateral meetings have been held as part of the ongoing work to involve and incorporate partners, which is crucial to the Keyhole's success.





TILBUD  
SNACKPEBER  
I POSE  
15.00



# Nordic synergies

The Keyhole partnerships have generated multiple synergies & benefits:

- Positive and co-operative partnerships between the three food authorities mean that, for the Keyhole projects, 1 + 1 equals 3
- A joint Keyhole “experience bank”, which is available to the food agencies in all three countries
- Keyhole partnerships in other arenas, such as canteens, restaurants and fast-food outlets
- Joint rules and guidelines for marketing the label, both in general and in the various arenas
- Optimised costs of running the label and developing various communication campaigns and materials
- Joint consumer studies about awareness and knowledge of the label, as well as studies of behavioural changes among consumers, are envisaged for 2011–2012
- Greater opportunities to present healthier food-product development to food manufacturers – the existence of the Keyhole label provides a Nordic marketing perspective, as well as a collective Nordic approach to consumer information.

Instead of launching a product in just a single market, Nordic food producers enjoy advantages from one big Nordic Keyhole market with a population of 19 million consumers across the three countries.

Consumers also benefit from a single joint Nordic starting point and distribution. This underlines the credibility of and commitment to the label, and confers price advantages.





# The Keyhole in the three countries

Sweden, Norway and Denmark have worked actively to promote awareness and knowledge about the Keyhole among consumers, retailers and food producers, as well as relevant partners such as consumer and trade associations, wholesalers, food professionals and local authorities.



# The Keyhole in Denmark

On 1 June 2007, parliament called upon the Minister for Family and Consumer Affairs to work with her Nordic colleagues to introduce a joint voluntary nutrition label based on the principles of the “Spis mest” (“Eat most”) label. This was the starting signal for the Danish Veterinary and Food Administration, from August of that year, to begin work on establishing the framework for the Keyhole label in Denmark.

The Keyhole was officially launched in Denmark on 17 June 2009 by Minister for Food Eva Kjer Hansen.



## The Keyhole in Denmark



Agency	The Danish Veterinary and Food Administration
Website	<a href="http://www.noeglehullet.dk">www.noeglehullet.dk</a>
Year of launch	June 2009
Target group	Primarily women aged 30+
Level of awareness	83% of shoppers
Number of products	At least 500, and rising sharply



## Healthy choices made easy

- Less and healthier fat
- Less sugar
- Less salt
- More dietary fibres and wholegrain



## Consumer-oriented activities

Since the official launch of the Keyhole label, Denmark has developed a communications strategy and plan based on increasing knowledge and use of the label and the labelling scheme among producers, food professionals and consumers.

At an early stage, Denmark established a special reference group of stakeholders from retailers, manufacturers, food professionals, and health and consumer organisations. This was done to ensure maximum market input and involvement in the ongoing process to implement and launch the Keyhole.

## The Danish Veterinary and Food Administration's general citizen information strategy:

- [www.noeglehullet.dk](http://www.noeglehullet.dk)
- TV spot: 30 seconds
- Media information: Press releases, various articles
- Newspaper inserts
- Advertising in newspapers and magazines
- Facebook





10.00

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DRUER  
20.00

TILBUD  
GODE  
GRØNTER  
25.00

TILBUD  
DANSKE GRØNTER  
25.00



## Consumer campaigns

The general information about the Keyhole is supplemented with two targeted promotional campaigns intended primarily for female shoppers aged 30+. The campaigns ran smoothly in collaboration with the Danish retail trade and supermarkets across the country:

- October 2009: “What have you got in the bag?”  
– general information campaign
- February–March 2010: “Healthy choices made easy”  
– a consumer-involvement campaign to highlight the Danish supermarkets that have been most successful in highlighting healthier products.

### The Keyhole campaign: Weeks 5–9 2010

- Message: “Healthy choices made easy”
- Period: 3–21 February
- More than 10,000 consumers participated in the campaign
- 90 shops nominated in nine areas
- 9 winning shops announced by Food Minister Henrik Hoegh on 3 March 2010.



## Local authority activities

Brochures and recommendations for lunch menus and snacks have been revised so that information about the Keyhole is included in all communications to relevant target groups in all public-sector arenas, private institutions and workplaces. The Danish Veterinary and Food Administration's 15-strong Flying Squad, who travel the country promoting healthier diets, act as ambassadors for the Keyhole.

## Manufacturer activities

The Keyhole's success in Denmark is supported by the availability of large numbers of Keyhole products in Danish stores and supermarkets, and on food wholesalers' shelves.

Dialogue and information for the food industry, disseminated through the trade associations (the Danish Agriculture & Food Council, the Confederation of Danish Industry and the Danish Chamber of Commerce), has been an important focus area since the launch in 2009.





Knowledge of the label is generated by, for example:

- [www.noeglehullet.dk](http://www.noeglehullet.dk) (includes a special section for companies and producers)
- presentations at various conferences
- newsletters sent via the trade associations
- presentations at Food-Expo 2010
- media coverage.

## Food-service activities targeting food professionals

The Keyhole aims to ensure that it is easier to make healthy choices at work, in institutions, when eating out or travelling. This work is based on partnerships and anchored in the food professions, via the Danish trade association HORESTA and a series of information meetings with canteen chains and food wholesalers. The Keyhole is intended to be the starting point for the purchase of healthier raw materials and therefore healthier cooking in canteens, institutions, restaurants, etc.



### Keyhole certification of canteens and restaurants

Denmark has earmarked a pool of DKK 2.5 million for 2010–2012 to conduct a study of opportunities and limitations for a certification scheme, and for its operation, establishment and administration.

It will be based on the Swedish scheme. The first step will be to conduct a study of whether it would be appropriate and feasible to apply this model in Denmark. The Danish scheme will target restaurants, canteens and the convenience market, including petrol stations, convenience stores, fast-food outlets, etc.





# The Keyhole in Norway

## The Keyhole in Norway

Work to introduce a voluntary, public-sector health label in Norway started in 2007, when the Norwegian Food Safety Authority and the predecessor to the Norwegian Directorate of Health commissioned the work as a follow up to the government's "Action plan for a better diet in the population (2007–2011)". Consumer and trade organisations had demanded an official labelling scheme that transcended national borders.

Health labelling on food is one of many initiatives designed to improve people's diets in line with official recommendations. It is also one of several initiatives aimed at reducing social differences in diet. These targets must be achieved by influencing buying behaviour, making it simple for consumers to choose healthier alternatives, and by encouraging food producers to develop healthier alternatives.



## The Keyhole in Norway



Agency	Directorate of Health & Food Safety Authority
Website	<a href="http://www.nokkelhulls-market.no">www.nokkelhulls-market.no</a>
Year of launch	June 2009
Target group	Everyone
Level of awareness	90% of shoppers
Number of products	Min. 500–600, with many more to come



## Healthy choices made easy

- Less and healthier fat
- Less sugar
- Less salt
- More dietary fibre and wholegrain





## What the consumers want

A survey was conducted of Norwegian consumers' attitudes to different labelling schemes and proposals for implementing a health label. Consumers were positive about labelling as a way of helping them to find healthier foods, and said that they would have greater confidence in an official state scheme. A reference group was set up to ensure positive dialogue between retailers, producers and consumer organisations.

A number of different labelling schemes were evaluated, e.g. the UK's traffic lights system, the European food industry's GDA label, the Danish "Eat more – less – least" campaign and Finland's Heart label.

Norway's work to introduce a health label was also influenced by the Nordic Council of Ministers' initiative on the harmonisation of various Nordic labelling schemes. In addition, the August 2007 initiative by the Danish Veterinary and Food Administration made the prospect of a joint Nordic labelling scheme topical.







## Bigger market

In their February 2008 report, the Food Safety Authority and the Directorate of Health recommended that Norway co-operate with Sweden and Denmark on a joint Nordic Keyhole scheme. The system was to be based on the existing Swedish Keyhole label, but with different product groups and criteria. One important aim was to encourage producers to develop healthier products with less fat (particularly saturated fat and trans fats), less sugar and less salt. By opting for a joint Nordic scheme, the producers would also have access to a bigger market.

During the process of drawing up the new joint Nordic criteria, Norway's priorities were to introduce requirements for the volume of grain in bread and cereal products, to raise the profile of healthy fish fats in the labelling scheme and to tighten up the requirements for salt and sugar content in certain food groups.

An important element in Norway's work with the Keyhole has also been partnership with the retail trade, producers and consumer authorities, via a reference group. It is important to involve the industry if the Keyhole is to be used to the fullest possible extent.



### Reasons why the Keyhole was chosen:

- It is easy to understand for all population groups
- It requires minimal background knowledge of nutrition
- It does not require complete mastery of the Norwegian language
- It is used on foods that are important in a healthy diet
- It will be accepted by the food industry
- It can help even out social differences in diet.



## Campaigns and awareness

- Awareness of the Keyhole in Norway was 72% in autumn 2008
- After the autumn 2009 information campaign, awareness rose to 84% among food shoppers. The campaign consisted of two TV spots, adverts in newspapers and magazines, the launch of the website [www.nokkelhullsmerket.no](http://www.nokkelhullsmerket.no) and PR activities. A new advertising campaign ran during January/February 2010.
- Suppliers and the retail trade followed up with the marketing of the Keyhole and Keyhole-labelled products.
- 40% think the Keyhole makes it easier to choose healthier food.
- Non-Western immigrant women have a positive attitude to the Keyhole and health labelling on food. One priority for the Norwegian authorities is that immigrants make use of the Keyhole.
- Children and young people have considerable influence on what the family eats. Norway has developed its own presentations of the Keyhole and healthy eating for schoolchildren.
- In January 2010, 90% of those who have primary responsibility for food shopping for the household were aware of the Keyhole.



- Less than half of consumers know that the Keyhole covers fat, salt, sugar and dietary fibres. A mere 20% know that the national food agencies are responsible for the labelling scheme. The Directorate of Health want to make increasing these figures a priority in their future communications work.

## Supervision and monitoring

It is extremely important for the authorities that consumers are able to trust the Keyhole label. Companies use the health label on a voluntary basis – but once it is in use, the regulations must be followed so that consumers are not misled. It is therefore important that the companies have the correct documentation and adequate procedures for ensuring that the products have been labelled in accordance with the regulations.

The Food Safety Authority conducted the first survey of the Keyhole in autumn 2009. No fewer than 32 of the 35 products studied satisfied the criteria. However, the process revealed that several companies needed to pay more attention to the regulations and establish procedures to ensure that the Keyhole is used correctly. The Food Safety Authority was a driving force for a joint Nordic supervision campaign.



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# The Keyhole in Sweden

## The Keyhole 1989–2010

The Keyhole was introduced in Sweden in 1989. The aim was to make it easier for consumers to identify healthier alternatives within certain food groups in order to reduce the risk of cardiovascular conditions. The rules covered foods thought to include too much fat and too little dietary fibre where healthier alternatives were readily available. The rules for the Keyhole label were revised in 2005, and are now based on scientific research and the Nordic and Swedish nutritional recommendations (NNR 2004, SNR 2005). The new rules also cover “fruit and vegetables” and “fish”, which were not included in the regulations in 1989.

In conjunction with the Keyhole becoming Nordic, the terms were further revised in June 2009. On this occasion, the terms and conditions for wholegrain were introduced.



### The Keyhole in Sweden



Agency	The Swedish Food Administration
Website	<a href="http://www.nyckelhalet.se">www.nyckelhalet.se</a>
Year of launch	1989
Target group	Everyone
Level of awareness	98% of the population
Number of products	Min. 2,500



### Healthy choices made easy

- Less and healthier fat
- Less sugar
- Less salt
- More dietary fibre and wholegrains





## Awareness

In 2009, no fewer than 98% of Swedes responsible for food shopping responded that they knew about or had heard of the Keyhole. Most also knew that the label indicates a healthier choice, and expressed confidence in the Keyhole.

## Activities 1989–2010

Website: [www.nyckelhalet.se](http://www.nyckelhalet.se)

Consumer brochure

Campaign materials produced by the retail trade.

Several reports have been compiled by the Swedish Food Administration:

2009 How the Keyhole label is advertised in direct marketing

2009 The range of Keyhole-labelled pre-packaged foods as per September 2009

2007 Control project on the Keyhole label

2006 Keyhole for grain products

2006 Proposal for future Keyhole labelling in mass catering



### Keyhole products 2009:

- Mixed meats, e.g. sausages and cold cuts, 550 different products.
- Pre-packed products made of potatoes, root vegetables, peas, beans and other vegetables, 420 products.
- Bread, 240 products.
- Pre-packaged meals, 94 foodstuffs.

A total of approximately 2,500 unique pre-packaged, Keyhole-labelled food products are available in shops.





## Campaigns

The retail trade has used the Keyhole in several marketing campaigns over the years. ICA has been one of the pioneers in this work. A Swedish Food Administration study conducted during January–June 2009 revealed that 20% of foods advertised in direct marketing were Keyhole-labelled.

## The range

Since 1989, the Swedish Food Administration has worked to raise awareness of the Keyhole label among Swedish food producers. Over time, this has led to an increase in the range of Keyhole-labelled products. In 2009, the Swedish Food Administration took stock of the range of Keyhole-labelled products.



## Keyhole in restaurants

### History

- 1992–2009: Menu labelling in restaurants with the Keyhole
- 2002–2006: KeyMeal, originally an internal project within a restaurant chain, but run in the form of an association, of which the Swedish Food Administration was one of seven members, in the period 2003–2006
- 2006: The report “Proposal for future Keyhole labelling in mass catering”
- 2007: Pilot project on Keyhole certification, involving 67 restaurants
- 2007: Ministry of Agriculture funds start-up of the certification organisation.



### Keyhole in restaurants

The association has seven members: The Swedish Food Administration, the Swedish National Institute of Public Health, the Swedish Hotel and Restaurant Association (SHR), the Swedish Food Federation (Li), the Swedish Food and Drink Retailers' Federation (SDH), the Gryhyttan School of Hospitality, Culinary Arts & Meal Science, and Kristianstad University. The association trains, certifies and follows up on the restaurants. Approximately 300 restaurants are currently Keyhole-certified.

The target for 2010 is min. 500 restaurants.





# The Keyhole & the Future 2010–2012

The partnership on the joint Nordic Keyhole label has been highly successful. Although much has been achieved, many exciting projects still lie ahead:

- How can we further increase awareness and knowledge of the Keyhole label among consumers, and at the same time reach specific target groups via the slogan “Healthy choices made easy”?
- How can we speed up the release of more Keyhole products onto the market and into the shops, and at the same time begin to develop much healthier food products, particularly in relation to ready meals, snacks and fast food?
- How can the Keyhole help change lifestyles and eating habits among Nordic consumers in a healthier direction, and how can we evaluate and document progress towards this?
- How can the partnership on the Nordic label set new and healthier standards for lifestyle and eating habits, including in areas that do not fall under Nordic auspices?

**The challenges are many, but the results will stimulate new and broad-based efforts at local, Nordic and potentially European level.**

The Danish  
Veterinary and Food  
Administration

The Norwegian Food  
Safety Authority &  
the Norwegian  
Directorate of Health

The Swedish Food  
Administration

May 2010





**The Keyhole: Healthy choices made easy**  
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**Nordic co-operation**

*Nordic co-operation* is one of the world's most extensive forms of regional collaboration, involving Denmark, Finland, Iceland, Norway, Sweden, and three autonomous areas: the Faroe Islands, Greenland, and Åland.

*Nordic co-operation* has firm traditions in politics, the economy, and culture. It plays an important role in European and international collaboration, and aims at creating a strong Nordic community in a strong Europe.

*Nordic co-operation* seeks to safeguard Nordic and regional interests and principles in the global community. Common Nordic values help the region solidify its position as one of the world's most innovative and competitive.

**Nordic Council of Ministers**

Ved Stranden 18  
1061 Copenhagen K  
Tel (+45) 3396 0200  
Fax (+45) 3396 0202

**Nordic Council**

Ved Stranden 18  
1061 Copenhagen K  
Tel (+45) 3396 0400  
Fax (+45) 3311 1870

[www.norden.org](http://www.norden.org)





norden

Nordic Council of Ministers

Ved Stranden 18  
DK-1061 Copenhagen K  
[www.norden.org](http://www.norden.org)

