

Háldi Transboundary Area

Cooperation strategy



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1. Introduction

The subarctic mountain and plateau area around Hálđi fells is divided between Finland and Norway. The large wilderness area has high natural and cultural values as the most arctic area in the continental Europe with natural watercourses, alpine tundra, mountain birch forests, calcareous bedrock, with native flora and fauna. The whole area belongs to the Sami homeland with extensive reindeer husbandry on both sides of the border. It is also popular destination for outdoor recreation, especially on Finnish side, with long tradition of hiking to the highest point of the country. Finland and Norway share the same rights of free access, and the border is possible to cross anywhere, with certain restrictions.

Because of these values, several protected areas have been established on both sides of the border. Their regulations are quite similar, but administration and management regimes are different. Because of common challenges in management, need of closer cooperation is recognized on both sides. Europarc Transboundary Area (TBA) has been chosen as a tool to organize permanent cooperation, because of good experiences from existing TBA's. Extra funding from Interreg Nord programme has given resources to prepare plan and start implementation of necessary actions.

Official management plans are the main documents setting primary objectives in existing protected areas included in the Hálđi TBA. The Management Plan of Käsivarsi Wilderness Area has been revised and confirmed by Ministry of Environment in 2020. A draft of the Management Plan of Reisa National Park and Ráisduottarhálđi Landscape Conservation Area is in reviewing and confirmation process in state administration. They are made for a 10-year period. Revision of this Cooperation Strategy will be synchronized to these plans and their revision cycle.

More detailed description of the Hálđi area is in the Core information document.

Definition of terms used in this Strategy:

Transboundary Park

A protected area that adjoins across or lies adjacent to international borders,
e.g. Reisa National Park and Käsivarsi Wilderness Area.

EUROPARC Transboundary Area

Two or more protected areas awarded with the EUROPARC Transboundary Certificate,
e.g. Hálđi Transboundary Area (later Hálđi TBA).

EUROPARC Transboundary Area Certificate

Certificate awarded by the EUROPARC Council to protected areas that have successfully undergone the evaluation process for transboundary cooperation and fulfill acceptable share of given criteria for transboundary cooperation in nature protection.

Hálđi region: large geographic area surrounding the Hálđi TBA in Finland and Norway, connected by nature, land use and recreational infrastructure.

2 Background of the cooperation

The cooperation started first in 2005 on informal level between local and regional managers. Based on contacts of staff, Metsähallitus, as the manager of protected areas in Finland, made an initiative of a common development project financed by EU Interreg fund 2008.

After years of project planning in several partnerships, an application to Interreg Nord funding programme was approved 2018. Metsähallitus was the Lead Partner, with partnership agreement between Transboundary Park partners and other Project partners:

- Luonnonvarakeskus LUKE (Natural Resources Institute, Finland)
- Nasjonalparkstyret for Reisa nasjonalpark og Raisduottarhaldi landskapsvernombord (Board of Reisa National Park and Raisduottarhaldi Landscape Protection Area, Norway)
- Halti nasjonalparksenter AS (Halti National Park Center, Norway)
- Gáivuotna suohkan/Kåfjord kommune (Municipality of Kåfjord, Norway)
- Universitet i Tromsø - Norges arktiske universitet (University of Tromsø, Norway)

3 Vision and mission

Vision of the Háldi TBA:

Háldi Transboundary Area is a contiguous wilderness area, managed in good cooperation of partners and support of stakeholders, to preserve high natural, cultural and recreational values of the most arctic area of continental Europe and in the heart of the Sami Homeland.

Mission of the Háldi TBA:

Partners of the Háldi Transboundary Area are committed to joint efforts in management of natural and cultural values of the area and to share their knowledge and good practices for added value through cooperation in the area and further in their organizations.

4 Validity

The time span of this Strategy is 10 years, 2021-2030. It is an attachment of the Cooperation Agreement and enters into force with signing of the Agreement. It shall be revised 2025 within the Cooperation Agreement and the re-evaluation of the Háldi TBA.

5 Organization of cooperation

5.1 Official partners

Official partners of Háldi TBA are:

In Finland, **Metsähallitus Parks & Wildlife** is the legal Partner to the Agreement. Fell Lapland Park Unit is the operational unit responsible for management of the area. Kilpisjärvi Nature Center is a visitor service point providing information about Háldi TBA.

In Norway, **Board of Reisa National Park and Ráisduottarháldi Landscape Protection Area** is the legal Partner to the Agreement. Management of the areas is led by NP Superintendent.

In addition, **Halti National Park Center** is an associated partner to the agreement. It is an official visitor center of Reisa National Park. Partners will set up a **Joint Management Board** according to the Agreement.

Other partners in the Project Halti will continue cooperation as stakeholders in joint actions and future projects. They will also be members of the **Joint Advisory Board**.

5.2 Status of the Strategy

Tha Partners work in their own organizations for the objectives set by national regulations and authorities and their superiors. Protected areas included in the Hálđi TBA have official Management Plans, that have to be followed prior to this Strategy. Decisions of common actions and their implementation shall be made in Joint Management Board as defined in the Agreement.

5.3 Financing

Partners allocate adequate resources for management of the protected areas included in the Hálđi TBA in their annual budgets. Annual repeating actions like JMB meetings, participation in TransParcNet meetings, professional excursions of staff etc. are covered by Partner's budgets. When additional joint actions are decided by JMB for implementation, adequate financing is included in the next year budget.

For larger joint projects, several funding sources are available, e.g. Interreg North and NPA (Northern Periphery and Arctic) programmes and Nordic Council funding for Nordic cooperation. These projects usually need a preparation phase of one to six months, as a joint action. Hálđi TBA cooperation with contacts to stakeholders creates fruitful forum for innovations and new projects.

5.4 Staff involvement

Partners name an **employee in charge of cooperation** whose task is to be in continuous contact to counterparts and follow information from Partner and other sources concerning Hálđi TBA. Their duty is also sharing information further in the Partner organization and coordinate planning of joint actions and projects. They have a chance to participate the meetings of the board or management group of other Partner organization.

Within the Hálđi TBA cooperation, professional excursions are arranged to share information, knowledge and practices between Partners staffs. Short-time exchange of employees is possible.

Opinions of the Project Partner staff about Halti TBA cooperation were asked in an online survey. Results are presented in the Appendix 1.

5.5 Stakeholder involvement

For participation of important stakeholders in the Hálđi TBA, the **Joint Advisory Board (JAB)** is invited, with representatives e.g. from following organizations:

In Finland, Enontekiö municipality, Käsivarsi Reindeer Herding Cooperative, Kilpisjärvi Villagers Association, Kilpisjärvi Research Station of Helsinki University, Natural Resources Institute, Frontier Guard.

In Norway, Kåfjord, Nordreisa and Storfjord municipalities, Reindeer Herding Areas, Statskog, Statens Naturoppsyn, Tromsö University, Frontier Guard.

The JAB is open to other stakeholder that are interested in cooperation.

The JAB has two official meetings in a year, before the meeting of the JMB. The JAB members are informed about Háldi TBA plans and actions beforehand and between meetings.

Partners of the Háldi TBA continue information and cooperation with stakeholders on their sides, including cooperation approach in their information materials.

6 Objectives and actions

The main objectives of the cooperation are:

1. *Organization of Háldi Transboundary Area*
2. *Protection of common natural and cultural values* in the Háldi TBA by means of good cooperation and joint conservation actions.
3. *Effective monitoring, supervision and management* of growing cross-border tourism and other cross-border activities and their impact on common natural and cultural values.
4. *Sharing and synchronizing information, knowledge and good practices*, including other operators and stakeholders working in the area.
5. *Ensuring sustainable development* of cross-border nature tourism in relation to natural and cultural values.
6. *Raising resources* for joint actions and projects.
7. *Creating contacts for wider cooperation* with protected area managers in Sweden, TransParcNet and other northern countries.

Cooperation is described in the next chapters following the structure of EUROPARC Transboundary Area Certificate application.

More detailed plan of joint actions is made in an **Action Plan** table, that is updated annually and implemented in annual level or larger projects.

6.1 Primary fields of cooperation

6.1.1 Nature and landscape conservation

Cross-border cooperation between Finland and Norway in nature conservation have taken place in several actions and projects, many of them funded by EU Interreg, Life or Nordic Council programmes. Largest ones have been conservation projects of vulnerable Lesser white-fronted goose (*Anser erythropus*) and Arctic fox (*Vulpes lagopus*). Monitoring and supervision of large carnivores, Lynx (*Lynx lynx*), Wolverine (*Gulo gulo*), Brown bear (*Ursus arctos*), Wolf (*Canis lupus*) and Golden eagle (*Aquila chrysaetos*) has been made in cooperation for over 20 years. Monitoring of palsa mires in Finland, Norway and Sweden has been started in a project. These efforts are to be continued in the Háldi TBA.

However, nature conservation is organized different way in Finland and Norway. Species and habitat conservation are in charge of other regional units of Metsähallitus in Finland, and Statens

Naturopsyn has an important role in Reisa NP. Research organizations produce nature data in both countries, too. Hálđi TBA cooperation creates a forum for specialists from different countries, organizations and sectors to discuss local nature conservation problems and search solutions together with protected area managers.

Certain risks for natural values are already well known. **Contamination of Atlantic Salmon (*Salmo salar*)** in Reisaelva river by parasite *Gyrodactylus salaris* is a major risk and spreading has to be blocked. Fishers are already informed, and disinfection of equipment is recommended when passing the border from Finland to Norway for fishing. Open border and short distance between rivers especially in Tenomuotki area creates a risk of contamination by fishers carrying parasites. On-site information post and supervision are needed immediately.

The Hálđi Project makes surveys, analysis and comparisons of existing nature data and management plans in Finland and Norway. Focus is in biodiversity hotspots recognized by analyzing biotope and species data. These hotspots are compared to data of existing recreational infrastructure (trails, huts, restplaces) and location of visitors, **to find sites where erosion and disturbance may have negative impact on natural values**. Joint conservation and management measures are planned based on results:

- *Guiding of visitors with information* to avoid sensitive areas in hiking and accommodation during high risk periods (e.g. nesting time).
- *Cooperation with tourism operators* to avoid areas of high risk.
- *Conservation measures* to restrict and restore negative impacts.
- *Relocation of infrastructure* (e.g. trails).
- *Restriction of access* in limited areas and periods (changes in official management plan is needed).

Growth of nature tourism requires more attention in the Hálđi TBA. Monitoring of visitors is developed in the Halti project with pilots of **new methods providing current GIS information**, collected automatically. Especially new tourism activities and new places of interest are in focus. Impact of changing behavior of tourists in nature and potential conflicts with traditional land use need further development of survey and monitoring methods.

Hálđi TBA is one of the most arctic (or alpine) areas in continental Europe. **Climate change is an urgent threat** on several arctic biotopes and species. It may also have unexpected impacts on traditional land use and recreation, like reindeer herding and fishing, too. Therefore, **monitoring of vulnerable and indicator species and biotopes** and other impacts is necessary. Joint actions and projects with research units will belong to Hálđi TBA cooperation.

The landscape of Hálđi TBA consists of three main types: mountains, plateau (vidda) and river valleys. Several ice ages over 10 000 years ago and erosion processes caused by melting ice have shaped the landscape. In open area, results of these processes are visible and easy to recognize for those interested in geological diversity. Several mining sites in the past are interesting part of geological heritage. For protection and nature tourism purposes, information of geological points of interest shall be shared in medias. A **geological map** over the Hálđi area will be produced in cooperation with national geological surveys, if extra funding is available.

6.1.2 Conservation of cultural heritage

Although Hálđi TBA is a roadless and almost unpopulated area, it can be considered as a cultural landscape with a low human influence since the Ice Age. There are several archaeological sites and findings in the area. New surveys were made 2019 by Helsinki University on Finnish site, concerning remnants of early reindeer husbandry. Sites of WW2 has been surveyed on both sides of the border. Closer cooperation between research units and area managers is needed to find resources and use them effectively.

After the first unknown prehistoric settlers since the Ice Age, the Sámi people is the first population mentioned in historic documents and recognized as an indigenous people. Most original names of places are in Northern Sámi (davvisámegiella). Later, Finnish and Norwegian settlers have given new names in their own languages, added by a layer of Kven minority of Finnish origin on Norwegian coast. Result is that many places have names in two or three languages. This mixture of names with different etymological and historical background is an important part of cultural heritage. It is not thoroughly recorded and deserves a specific project within the Hálđi area. Original Sámi and Kven names shall be visible in information materials.

Today, reindeer herding continues traditionally utilizing of the area as an essential part of Sámi culture and livelihood. They are included in the objectives of Wilderness Act in Finland, and in the management plan of Reisa National Park. Climate change, growth of tourism and other changes in land use may threaten it. Most sensitive seasons and sites for disturbance are those where reindeer gather for breeding or migrate between their seasonal pastures. These critical sites have been identified in cooperation with reindeer herders. Visitors, tourism companies and other operators in the area have to avoid these sites in critical times. Area managers are responsible for using their tools to reduce conflicts and protect cultural heritage.

The future development of nature tourism should direct demand and supply in Halti region to "outer ring", destinations close to roads and resorts around the Hálđi TBA. This would **decrease pressure in the core areas** and protect their natural and cultural values and wilderness character and **reduce conflicts between traditional land use and tourism**. Development of tourism within resorts also leaves more money in local economy. Main measures to promote this are:

- *Development of recreational infrastructure and services* in the vicinity of roads and resorts.
- *Information of natural and cultural values* and human impact on them for visitors and entrepreneurs.
- *Cooperation with tourism companies* and development organizations in marketing to share right information of Hálđi TBA and steering them to favorable destinations.

6.2 Secondary fields of work

6.2.1 Environmental education and communication

Population density around Hálđi TBA is very low, and there are only few small towns and schools. Environmental education including surrounding nature and protected areas exists to some extent both in Finland and Norway, depending on schools and teachers. Nature centers in Kilpisjärvi and Storslett have produced material that promotes environmental education at schools.

So far, there has been some cooperation between Partners in sharing information of protected areas and recreational opportunities behind the border, e.g. a map over the whole Hálđi region and web information about North Calotte Trail. Information is mainly focused on own areas and services.

New “**core information**” describing the Hálđi TBA and surrounding Hálđi region has been collected and edited in the Halti project. This information will be used by Partners in their own medias and it is delivered for stakeholders informing and marketing the Hálđi region for visitors. It will be used for internal information by Partners for their own staff, too. Individual website of Hálđi TBA will not be established, because of limited resources for continuous update. Instead, presentation of Hálđi TBA is included in the websites of Partners and they are linked to each other.

Exhibitions in Halti National Park Center and Kilpisjärvi Nature Center will be completed by elements (texts, maps) describing the Hálđi TBA and North Calotte Trail in the Project Halti. A common info screen with compact information about nature, culture and recreational opportunities in Hálđi region is constructed in and assembled in both nature centers.

An **information video** of Hálđi region will be created in Hálđi project, describing the Hálđi region in summer and autumns seasons. Video will be presented in nature centers. If result is satisfactory, similar video will be ordered of winter and spring seasons.

Common cloud storage of information materials (text documents, photos, films) will be created for information staff to share.

Abisko Naturum in Sweden will be invited to join the nature information network in the future.

6.2.2 Sustainable recreation and nature tourism

On Finnish side, domestic tourism to Kilpisjärvi has long roots, because of the only real mountainous area and Hálđi as the highest point of the country. Norwegians became important group later, mainly because of better chance of snowscooter driving. During the last decade, Arctic tourism boom has brought visitors from all over the world. Traditionally, Finnish tourists hike to the peak of Halti by foot or ski. Today, fishing, dogsledding and snowscooter driving, with new activities like mountaineering and mountain biking, have become more popular. These have caused confrontation with hikers and reindeer herding. Tourism on Finnish side is economically important, and the village of Kilpisjärvi lives mainly on that.

On Norwegian side, salmon fishing has been main attraction for a century. Today, the same Arctic tourism boom can be seen spreading from Tromsø. Volumes are still smaller and local recreation has major role in land use. Conflicts between user groups have also been smaller, but reindeer herders are afraid of growing number of tourists in inner parts of the Hálđi region.

All Scandinavian countries share the same traditional right of free access to outdoors, not depending on land ownership and including protected areas with few exceptions. In addition, overnight in tents etc., picking berries and mushrooms etc. are free, with some minor differences between countries. These rights are not depending on citizenship of the country. This makes the Hálđi region ideal for outdoor hiking and activities based on these rights. Especially in Finland, Käsivarsi WA is famous destination of traditional wilderness activities like long distance hiking,

mountaineering and fishing. This may cause problems, if these rights are misused. They also make it challenging for managers to monitor and control visitors. Often indirect measures like informing visitors is the only way to prevent damage to nature or disturbance to reindeer. Restrictions of access often requires complicated official process connected to management planning or even changes in the Act of protected area concerned.

For better data and understanding of current situation and development of visitor monitoring tools, a visitor survey covering the whole Hálđi region was made. In addition, several pilot surveys were executed using PPGIS (participatory planning by geographic information system) tool in the web and analysis of social media forums of visitors in the Hálđi region. Number of visits are monitored using optical counters in entrance points to trails. Results and conclusions are presented in short in the attachment and in a separated report.

Metsähallitus is following the principle of "limits acceptable change" (LAC) in management of protected areas. Anyhow, indicators of change are not yet defined in Käsivarsi WA. Common conclusion made during the Project Halti is that there is **limited potential of growth in nature tourism** in the core areas of Hálđi TBA, when ecological and socio-cultural sustainability have to be followed. Most critical impacts are erosion of biotopes and disturbance of species and conflicts between tourism and reindeer herding. Management measures to prevent them are mainly indirect, like informing visitors and tourism entrepreneurs.

Common understanding of natural and cultural values between managers, visitors and tourism businesses is essential base for management of Hálđi TBA. Sharing information and knowledge in all medias is a continuous action of Partners. In addition, participatory planning of land use in management planning is necessary.

Partners are cooperating with tourism business, to **channel tourism** to circle route around Hálđi region (Hetta-Kilpisjärvi-Kåfjord-Storslett-Alta-Kautokeino-Hetta) and points of interest near roads and resorts (Saana, Treriksöset, Gorsabroa, Guolasjavri, OviRaishiin, Reisaelva river, Kautokeino and Nature Centers in Storslett and Kilpisjärvi). Facilitation will focus mainly on the entrance points. This is where Partners want to give visitors the experience of the Hálđi region. Tourists that pay daily visits in these places can enjoy the nature of Hálđi TBA and spent more time and money within commercial services around. Partners don't do marketing of Hálđi TBA but may promote tourism businesses in marketing destinations and activities that support protection of natural and cultural values, by sharing information and materials of the Hálđi TBA and improving recreational infrastructure.

Border crossing between Finland, Norway and Sweden has been possible for individual hikers without ATV's or animals for a long time. Today, the countries belong to Schengen area with free border crossing. Anyhow, number of tourists passing the border inside the Hálđi TBA has been quite low, but there is growing interest, especially from Finland to Norway and Sweden. Visitors crossing borders need **actual information about regulation** concerning e.g. animals, diseases, MTB's, snowscooters, fishing etc. These may change rapidly, like in the case Covid19 in 2020. The core information produced in the Project Halti includes updated regulation and will be shared by Partners and stakeholders informing visitors. On-line connections between Partners are needed to update information immediately when changes are made.

North Calotte Trail, a part of European Long Distance Path E1, passes through the Hálđi region from Kilpisjärvi to Hálđi mountain and further to Reisa valley and Kautokeino. The Project Hálđi is facilitating visitor centers Kilpisjärvi (Finland) and Halti (Storslett, Norway) and Ovi Raishiin (Norway) and other entrance points to the area with common information of the North Calotte Trail. Long distance hiking will be concentrated on North Calotte Trail by information and cooperation with tourism businesses.

Visitor safety issues are important in remote border areas. There are plenty of risks connected to arctic nature and long distances. There is already good cross-borcer cooperation in emergency issues, e.g. rescue helicopter and hospital are closer on Norwegian side. A common risk analysis and safety plan will be prepared, with focus on border zone.

Covid19-pandemium made a sudden stop for tourism in 2020, but domestic tourism was restored rapidly after restrictions were removed in July 2020. What is the influence in international tourism and in long term, is yet unknown.

6.2.3 Research, survey, monitoring and supervision

There has been quite a lot of scientific research for over 100 years in the area, thanks to Kilpisjärvi Biological Research Station of Helsinki University and Natural Resources Institute in Finland, and University of Tromsø in Norway. In addition, Metsähallitus and Reisa NP as managers of protected areas and Norwegian Institute for Nature Research (NINA) have made surveys and monitoring of biotopes, species and cultural heritage in Hálđi region. There are several ongoing long-term monitoring series, e.g. voles, butterflies and phenology of vascular plants.

In the Project Halti, one action is to compare data of natural and cultural values on both sides of the border. In the future cooperation, this **data will be completed and synchronized** to serve joint management and conservation actions.

Management of growing tourism is the biggest common challenge of the Hálđi TBA. In the Project Halti, several actions took place to **develop monitoring tools for managers**. A common visitor survey based on Metsähallitus standard survey method and covering the whole Hálđi region was executed 2019. Number of visits are monitored using optical counters in entrance points to trails.

Traditional methods using questionnaires give background data and distributions of visitors and combined to number of visits, information about impact in local economy. They are not sensitive indicators of new activities or visits between survey cycle (5-10 years) or outside most popular points of interest and trails. Complement surveys using PPGIS application in the web and social media analysis were piloted in the Project Halti. The purpose is to find new survey and monitoring tools, that give data that is up-to date, have position included and is collected automatically. The piloted methods will be used in the Hálđi TAB according to results.

In addition to visitor monitoring, there is interest in survey and monitoring of **impact on nature and traditional land use** in Hálđi TBA. Because of distances of roadless area, remote sensing methods e.g. based on LIDAR scanning should be developed and piloted.

Supervision of remote border zone is a field of cooperation. On Finnish side, authorities supervising national border and regulation of land use are the Frontier Guard, Police and game and

fisheries wardens of Metsähallitus. On Norwegian side, the Frontier Guard, Police and Statens Naturoppsyn are supervising the area. They already have good cooperation inside national borders and cross-border connections. They are invited to TBA cooperation.

6.2.4 Mutual understanding

On the historical background, there have been close connections and migration of people between inland and coast cross the borders, using big rivers as travel routes. Scandinavian peoples share the same social values, although countries have developed somehow different external and internal political solutions, e.g. alliances like Nato and EU, or state organizations like protected area administration and management.

In the Hálđi region, there has been unofficial contacts and practical cooperation between Partners for over a decade, which have created good base for mutual understanding and partnership. Since 2010, there has been more intensive cooperation in several projects and project preparation. People included in this work know each other and their organizations very well.

In the future, **expanding this knowledge** in Partner organizations is necessary. Core information is available for information of staff and stakeholders. Written in English, it will be translated to all local languages, including native Sami and Kven.

Partner staff will be introduced to each other by **professional excursions** cross the border.

Professional exchange of specialist for temporary work in Partner organization is possible.

6.2.5 Involvement of local communities

In national level there is a good, well-tried and legal systems for stakeholder involvement both in Finland and Norway, obligatory for all state authorities. Partners have good contacts and relationship with most stakeholder on own sides of the border. In Finland, participatory planning methods are used in preparing official management plans, including Akwé: Kon participatory process. In Norway, the Board of National Park with local members is the decision-making body. The Project Halti has a Steering Group with most important stakeholders as members. It will continue as the Joint Advisory Board of Hálđi TBA.

One objective of the Hálđi TBA is to create a forum for contacts between stakeholders and operators working in protected areas. The JAB meetings may include excursions to points of interest and visits to other operators.

6.3 Acknowledgements of socio-cultural differences

Although there have been strong connections between peoples and nations of Finland and Norway through the history and they share the same values and cultural traditions, the border has been there for hundreds of years and caused some differences. Main difference in land use of protected areas is nature tourism. It has a longer tradition, bigger volumes and more importance in local economy in Finland than in Norway. It also means that reindeer herding and Sámi culture have stronger status in land use in Norway.

Organization of state administration and especially nature protection have followed different paths in all Scandinavian countries. In Finland, US National Park Service was adopted as a model of

Metsähallitus as an independent state organization in 1990's, covering administration, supervision and management of protected areas and recreational infrastructure. In Norway, these are more separated in several public organizations. The major reorganization of administration after 2000 based on local boards created a totally new co-governance model.

Differences in culture, society and organizations cause **need of respect and adaptation** in cooperation, but they also create **potential for learning, sharing good practices and creating new innovations**. Cooperation in Hálđi TBA level will produce experiences and knowledge about differences in the whole protected area governance system between Finland and Norway, that can be utilized in development of protected area management in local and national level.

6.4 Language policy

There are four native languages spoken in the Hálđi region:

Finnish, Swedish and all three Sámi languages (in their homeland) are official in Finland. Finnish people study Swedish at school, which is related to Norwegian and makes it possible to understand some of it. Most Finns can speak English.

The official Norwegian language spoken in the region is called Bokmål. Norwegians can understand Swedish and usually speak English but rarely speak Finnish.

Sámi people is an official indigenous minority living in Finland, Norway and Sweden. The Sámi language spoken in the region is Northern Sámi, which is related to Finnish, but not possible to understand by Finns or Norwegians. Sami people can usually speak Finnish, Norwegian or Swedish or all of them.

Kven people is a small official minority of Finnish origin speaking their own language, which is close to Finnish. All Kven speaking people can speak Norwegian and understand Finnish.

Tourists in the region today are international and speak many languages. Usually tourism industry uses English.

Steering documents both in Finland and Norway are usually in national languages only, and only partially translated in English or Sámi.

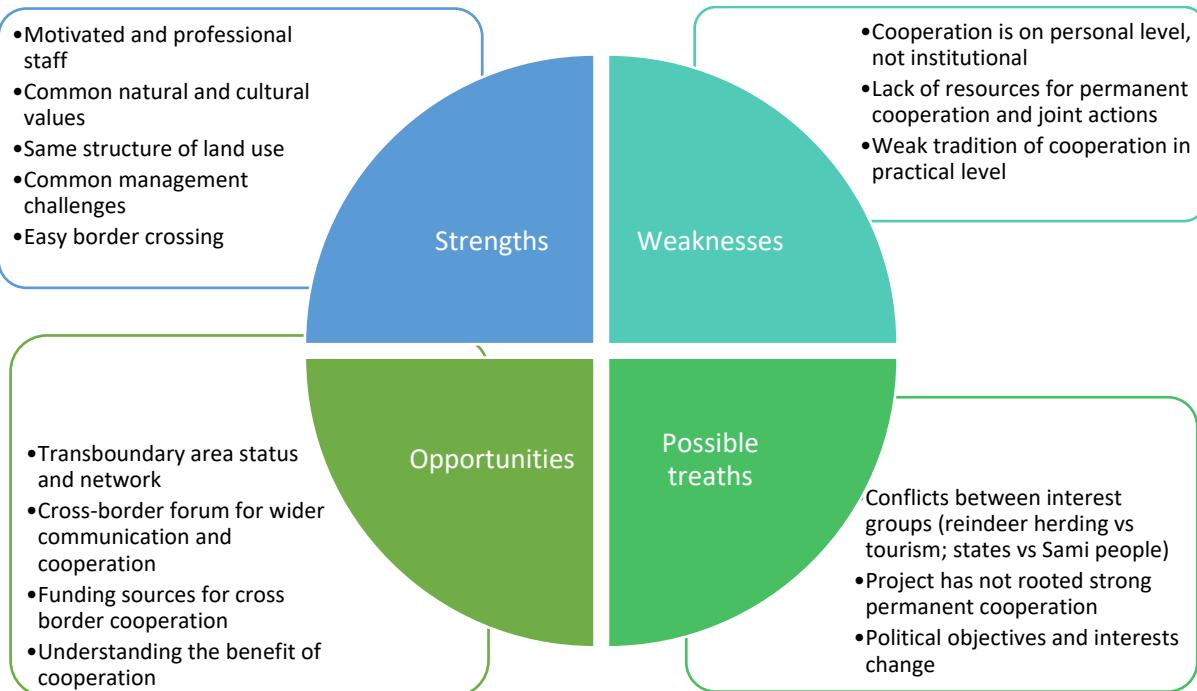
The Partners have agreed the following language policy to be used in cooperation and information:

1. The common working language in cooperation is English. All common documents are written in English and translated to local languages, if necessary, by Partners.
2. Meeting documents of the JAB are prepared in English and all local languages.
3. Language of the JAB meetings is English with interpretation in local languages.
4. The common information materials are prepared and shared between Partners in English.
5. Information materials (websites, signposts, maps etc.) are published in following languages:
Finland: Finnish, Northern Sámi, Swedish, English
Norway: Norwegian (Bokmål), Northern Sámi, Kven, English
6. Other languages are used if necessary.

Appendix 1

Opinions of Partner staffs of Hálđi TBA cooperation

Halti Interreg project partners answered to an online survey about the strengths and weaknesses of the Hálđi TBA cooperation. The most important matters are presented here:



The strengths of the Hálđi transboundary region are strongly linked with the professional staff who understand the benefit of cooperation. Moreover, the similarity of nature, culture and visitors in the protected areas make a natural frame for cooperation. Types of land use in the Hálđi region and thus threads to natural and cultural values are about the same, although they occur in different intensities and relations.

Despite the current project, the cooperation still remains at personal level. More work is needed to root the cooperation into the organizations and working practices. Money and human resources have to be bound to cooperation in long term.

There are many circumstances in the current working environment which support and create new opportunities for the cooperation to prosper. Most importantly, the Transboundary Area status is seen as a strong message of the will and motivation for working together. It creates professional network and stakeholder forum for cross-border connections. Many financing opportunities also support cross border activities and in general, there is a wider understanding of the need of cooperation between northern parts of counties.

Possible threats to the cooperation were not so easy to identify. There was more variation on the answers for this part. In addition to the already mentioned weaknesses, the changes of political interests and problems in relations between the Sami and the state in land ownership questions were seen as the most likely issues to threaten the cooperation.

Appendix 2

Visitor management plan

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1. Conclusions from the visitor survey 2019-2020

The following geographical definitions are used:

Háldi Transboundary Area (later Háldi TBA) is composed of protected areas: Reisa National Park and Ráisduottarháldi Landscape Protection Area in Norway and Käsivarsi Wilderness Area in Finland.

Háldi region is wider and has not any precise borders, but a term describes a geographical area around Háldi mountain, with natural and cultural connections between coast and inland.

During the Interreg Project Halti, visitor survey was executed in the Háldi region, covering both Finnish and Norwegian sides. It was based on Metsähallitus standard survey method, to maintain comparability to previous surveys in the Käsivarsi Wilderness Area and other surveys in all National Parks and other important recreational areas in Finland. It was complemented by several pilot surveys using new methods of PPGIS (participatory planning by geographic information system) survey in the web and analysis of social media forums of visitors in the Háldi region.

The visitor surveys conducted during the project highlight the importance of the region for both local recreation and both organized (commercial) and independent nature tourism. Kilpisjärvi and Käsivarsi Wilderness area are important destinations for Finns, whereas Nordreisa and Kåfjord attract mainly local residents and foreign visitors. This difference, which highly impacts local management strategies, is important to take into account when planning future activities together.

Border crossing for tourism seems to be focusing more on road trips in two or three countries and day tours in the outdoors. Border crossing was not mentioned as an important motivational factor for long hikes or ski tours – even among those who travel along North Calotte Trail. Noteworthy to mention, foreigners reported multi-country trail more important than Finns, who prefer traditional hiking trail from Kilpisjärvi to the Háldi peak and back (using mainly North Calotte Trail).

This in mind, alongside with the national strategies of focusing nature tourism development close to services rather than deep into the wilderness, it is logical to focus the future transboundary area

cooperation also on the outer "ring" of the protected areas. The road which connects the entrance points to the Hálđi TBA, forms a naturally interesting road trip route which offers a great variety of landscapes and trail types. Local tourism industry is developing on the villages along this route and many companies offer services in the region. Public transport is available, albeit not all year around.

Focusing the outdoor activities growth on the outskirts also minimizes the possible conflicts with reindeer herding in the region.

2. Visitor survey and monitoring tools

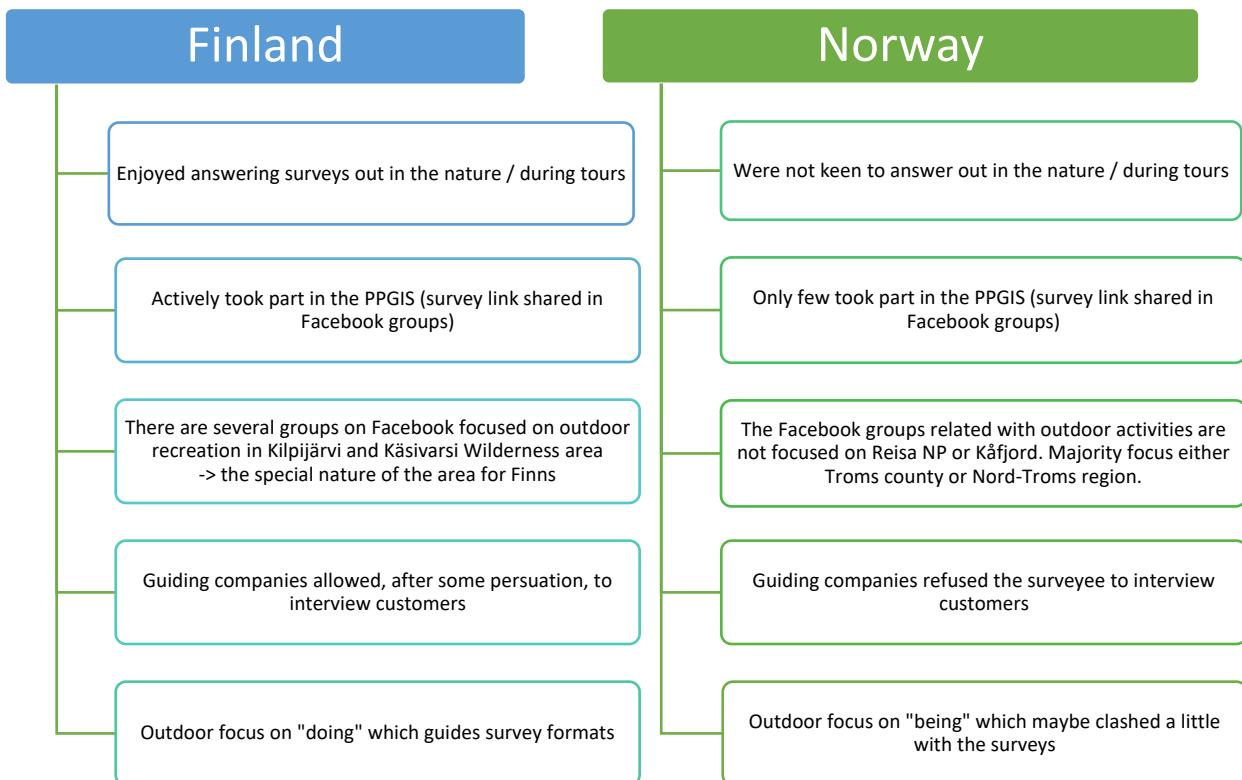
The project executed extensive visitor survey and monitoring tool piloting. These results can be used for the future planning, both jointly but also locally. In the future, it is important to share information about local visitor survey reports to the other parties.

Key findings of the visitor surveys 2019-2020

Demographics	Activities	Motivations	Satisfaction	Issues
<input type="checkbox"/> Younger than before	<input type="checkbox"/> Hiking, trekking, walking	<input type="checkbox"/> Enjoy nature	<input type="checkbox"/> Infrastructure 4,32	<input type="checkbox"/> Rubbish
<input type="checkbox"/> Many first-timers	<input type="checkbox"/> Observing nature	<input type="checkbox"/> Enjoy solitude	<input type="checkbox"/> Activities 4,46	<input type="checkbox"/> Poor trails / marking
<input type="checkbox"/> Small groups	<input type="checkbox"/> Camping	<input type="checkbox"/> Be with friends	<input type="checkbox"/> Environment 4,9	<input type="checkbox"/> Condition of cabins
<input type="checkbox"/> Friends, family & dogs	<input type="checkbox"/> Fishing	<input type="checkbox"/> Challenge oneself	<input type="checkbox"/> Overall 4,8	<input type="checkbox"/> Too many people
<input type="checkbox"/> Appr. 5 nights stay				

The piloted visitor surveys and monitoring tools provided us important experience on planning and executing a transboundary visitor survey.

Despite very similar outdoor recreation culture and legislation in Finland and Norway, there are many differences which impacted the results of the survey. In the project, we did not have the possibility to further analyze the reasons behind these, but it is important to take them into account when reading the results and planning any future visitor surveys. In the following, some key differences in executing the surveys are presented:



Key lessons for planning future visitor surveys and monitoring

Simultaneous, even if independent, surveys in all protected areas provide a wider understanding of non-resident visitors than individual surveys. Local surveys can be better targetted when focusing on local residents as users of the protected areas.

Planning jointly executed surveys requires good knowledge of all areas, especially of local outdoor and recreational culture, but also about local management practices and typical visitor behaviour

New digital tools for visitor surveys (for example, PPGIS) can be very efficient way of acquiring information. They are especially good when reaching for information about different user groups (locals, cyclists, fishers etc) as the survey can be shared for relevant focus groups only. However, it is important to take into account the target groups on-line behaviour when planning these surveys.

Social media (Facebook, YouTube, Instagram, Twitter) follow-up can be cost effective up-to-date visitor monitoring tool. The numbers of social media posts grows rapidly, there is constantly more material for analysis.

Social media responds fast on any changes; the outdoors and nature tourism environment is facing a very different reality compared to summer 2019 when the visitor survey was conducted. Social media can provide important information for protected area management in the changed situation.

The border closure due the COVID-19 pandemic in summer 2020 provides a unique "zero-point" of cross border nature tourism, an opportunity which should not be ignored at research.

3. Visitor management cooperation

Possibilities for concrete joint visitor management actions which have been identified during the project are presented here. As part of the cooperation plan, these possibilities will be revised at a later state together with the PA management, steering and advisory boards and those involved in the decision-making or cooperation.

3.1 The surrounding circle and entrances

During the project, the circular road network around the Hálđi region was identified as the main route of the visitors to use. The same route is also been promoted by the regional tourism operators, and there are some projects in planning for its further commercial development and marketing.

The Hálđi TBA management is not involved in marketing of tourism activities or destinations but being included in these projects in an advisory role might be a way to cooperate both within the Hálđi TBA and the tourism industries towards more sustainable nature tourism.

Focusing the development efforts in the main entrance points of the Hálđi TBA: Kilpisjärvi, Kåfjord, OviRaishiin and Kautokeino, with connections to regional centers of Alta and Hetta. This strategy is also parallel with the needs of reindeer herding within the protected areas, where potential conflict sites like migration routes and breeding areas.

In practice, the work done at the protected area visitor management can include actions such as information production, entrance point information and infrastructure and industry cooperation in forms of education, information and by offering a regular meeting platform for the interest groups.

3.2 The line which connects - North Calotte Trail

Inside the protected areas, North Calotte Trail is the only trail that is both marked and traverses the state border within the Hálđi TBA. There are open and reservable cabins along the trail and especially the Finnish Kilpisjärvi – Hálđi section is popular all year around. An increase of interest towards ultralong hiking trails has been noticed, and in the future, we might see even more hikers completing the entire 800 km trail ending to Kautokeino.

Infrastructure along the trail is the very least outdated in both countries, but the possibilities for any major improvements are limited mainly due to lack of resources and vulnerability of nature. Finding solutions to improve the infrastructure together might be fruitful and attract more visitors to stay along the trail instead of finding less crowded alternatives. Increasing volume of hikers may cause conflicts with reindeer herding in the core areas during critical seasons of migration and breeding. In addition to improving infrastructure, management of visitors by information to avoid conflicts is needed.

3.3 Survey, monitoring and sharing information

Collecting information about visitor behavior, numbers and future trends together is a fundamental part of joint visitor management plans. In many ways the area shares the same visitors, who in many cases visit the protected area from several entrance points during their holiday.

Future joint visitor monitoring practices should be written as part of the annual action plan.

In addition, sharing information about new services or updated services for visitors is important for better customer service. Strengthening the now established cooperation between the visitor centres should be one of the main tasks for the near future.

3.4 Towards more sustainable nature tourism

Protected area management is not directly involved with tourism development. However, these two coexist and cooperation should be established also with commercial tourism operators.

Commercial tourism is growing and it should be included in the Hálđi TBA cooperation. Companies and destination marketing organizations are marketing tourism in the area and together the Hálđi TBA management can have a stronger position to advise and guide the future commercial development in the region.

The Joint Advisory Board has an important role in creating connections and cooperation not only between managers and stakeholders but cross the border.

Common annual seminar or workshop on actual themes with Visit Lyngenfjord, NordNorge Reiseliv, Visit Tromsø, Visit Alta, Visit Kautokeino, Destination Enontekiö, local municipalities, UiT, University of Lapland, Luke, Troms Turlag, Nord-Troms Turlag and other stakeholders is one possible way to bring them together.

4. Action plan 2021- proposed ideas

- Improve information sharing between nature centres
- Arrange annual meeting with reindeer herders of Norway and Finland together
- Arrange annual meeting with tourism industry of Norway and Finland together
- Inviting a regular research seminar to talk together with PA managers
- Informing and educating visitors about the red-listed or protected species
- Promote local traditions and culture to visitors in nature centers and other medias
- Promote historical trails and sites as destinations in the region
- Plan / develop digital predicting tools for visitor monitoring using t.ex. social media
- Conduct social media analysis of the region
- Preparation of common safety plan with focus on border areas