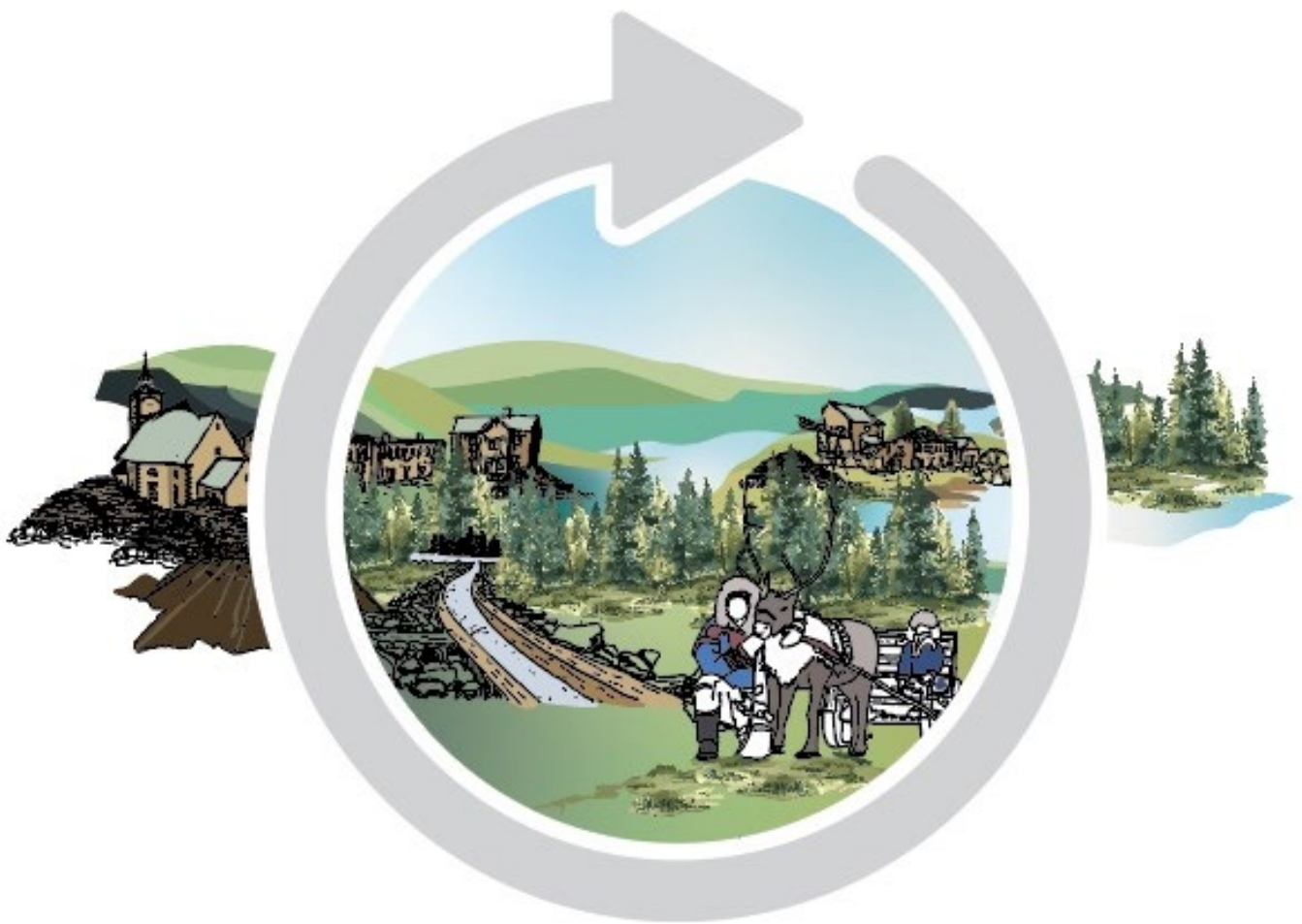


Values and attributes assessment for the World Heritage property of the Røros Mining Town and the Circumference



Sarah Court

Final report: 22 October 2025

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World Heritage property:	Røros Mining Town and the Circumference (55bis, inscribed 1980, significant boundary modification 2010)
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SELECT DEFINITIONS RELATED TO WORLD HERITAGE

Attributes	The elements of a heritage place which convey its heritage/conservation values and enable an understanding of those values. They can be physical qualities, material fabric and other tangible features, but can also be intangible aspects such as processes, social arrangements or cultural practices, as well as associations and relationships which are reflected in physical elements of the property. For cultural heritage places, they can be buildings or other built structures and their forms, materials, design, uses and functions but also urban layouts, agricultural processes, religious ceremonies, building techniques, visual relationships and spiritual connections. For natural properties, they can be specific landscape features, areas of habitat, flagship species, aspects relating to environmental quality (such as intactness, high/pristine environmental quality), scale and naturalness of habitats, and size and viability of wildlife populations. Attributes, and the interactions between them, should be the focus of protection, conservation and management actions. The term 'attributes' is particularly used for World Heritage properties and a clear understanding of the attributes that convey their Outstanding Universal Value is critical for their long-term protection. The spatial distribution of those attributes and respective protection requirements should inform the boundary of the property and other management actions.¹
Buffer zone	For World Heritage properties, it is defined as an area surrounding the property which has complementary legal and/or customary restrictions placed on its use and development in order to give an added layer of protection to the property. This should include the immediate setting of the property, important views and other areas or attributes that are functionally important as a support to the property and its protection. The area constituting the buffer zone should be determined in each case through appropriate mechanisms.²
Heritage place	A heritage place is a specific area which is valued by people for its natural and/or cultural heritage significance. It might be a large area, such as a whole region, landscape or seascape, a city or settlement, or a small area, such as a monument, or a set of buildings. It may be inhabited and used by many people or only by a very few, and it may exhibit varying degrees of human and natural interaction. Every heritage place is a product of many aspects: its specific geographical location, underlying geological, biological and ecological foundations, history, economy, and geopolitical and social-ecological relationships over time. The reasons why the heritage place is considered special and different from other places are often referred to as its heritage values... The heritage place approach is a place-based approach to heritage management. It recognizes the multiple layers of heritage significance and value of places and their interdependencies at different scales and reflects it in the management processes. From a spatial and territorial perspective, a broader management approach is important, as almost always the World Heritage property is part of a larger landscape or seascape and is influenced by spatial, ecological and other types of dynamics occurring at these different scales. Therefore, an integrated approach to managing World Heritage properties is needed to recognize the interconnections and dynamics between the property and any buffer zone(s), and the wider setting.³
Serial property	A nominated serial property includes two or more component parts related by clearly defined links: - Component parts should reflect cultural, social or functional links over time that provide, where relevant, landscape, ecological, evolutionary or habitat connectivity; - Each component part should contribute to the Outstanding Universal Value of the nominated property as a whole in a substantial, scientific, readily defined and discernible way, and may include, inter alia, intangible attributes. The resulting Outstanding Universal Value should be easily understood and communicated; - Consistently, and in order to avoid an excessive fragmentation of component parts, the process of nomination of the property, including the selection of the component parts, should take fully into account the overall manageability and coherence of the nominated property (see Paragraph 114). and provided the series as a whole – and not necessarily its individual component parts – is of Outstanding Universal Value.⁴
Wider setting	The wider setting of a World Heritage property may relate to the property's topography, natural and built environment, and other elements such as infrastructure, land use patterns, spatial organization and visual relationships. It may include related social and cultural practices, economic processes and other intangible dimensions of heritage, such as perceptions and associations. The wider setting might also play an essential role in protecting the authenticity and integrity of the property, and its management is related to its role in supporting the Outstanding Universal Value.⁵

¹ UNESCO/ICCROM/ICOMOS/IUCN (forthcoming 2025) *Managing World Heritage*. UNESCO World Heritage Centre: 128.

² UNESCO World Heritage Centre (2024) *Operational Guidelines for the Implementation of the World Heritage Convention* [online]: paragraph 104. Available from: <https://whc.unesco.org/en/guidelines/>

³ UNESCO/ICCROM/ICOMOS/IUCN (forthcoming 2025) *Managing World Heritage*. UNESCO World Heritage Centre: 1-2.

⁴ UNESCO World Heritage Centre (2024) *Operational Guidelines for the Implementation of the World Heritage Convention* [online]: paragraph 137. Available from: <https://whc.unesco.org/en/guidelines/>

⁵ UNESCO World Heritage Centre (2024) *Operational Guidelines for the Implementation of the World Heritage Convention* [online]: paragraph 112. Available from: <https://whc.unesco.org/en/guidelines/>

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CHAPTER 1

Introduction

When Røros was first inscribed on the World Heritage List in 1980 it only comprised the historic buildings in the town centre. In 2010 a landscape approach was taken and the property was re-nominated with a greatly extended property area and a significantly larger buffer zone, corresponding to the Circumference. This allowed the mining town to be placed in the context of its wider industrial landscape, reflecting the copper working process. Today, in light of the experience of managing this larger World Heritage property for 15 years, it is an appropriate time to review the situation and evaluate if any adjustments are needed.

This report was prepared to support the management team working at 'Røros Mining Town and the Circumference' (hereafter shortened to 'RMT&C') with the aim of improving management and governance. In particular, a review of the Outstanding Universal Value (OUV) was requested in order to understand better the heritage values and attributes of the World Heritage property, with the aim of:

- assessing how the attributes of OUV are identified and included within the property;
- understanding how the attributes of OUV can be better considered in planning processes, ensuring that they are protected, while also allowing the sustainable development of contemporary Røros;
- addressing the Sámi community's contribution to Røros' copper working history and OUV.

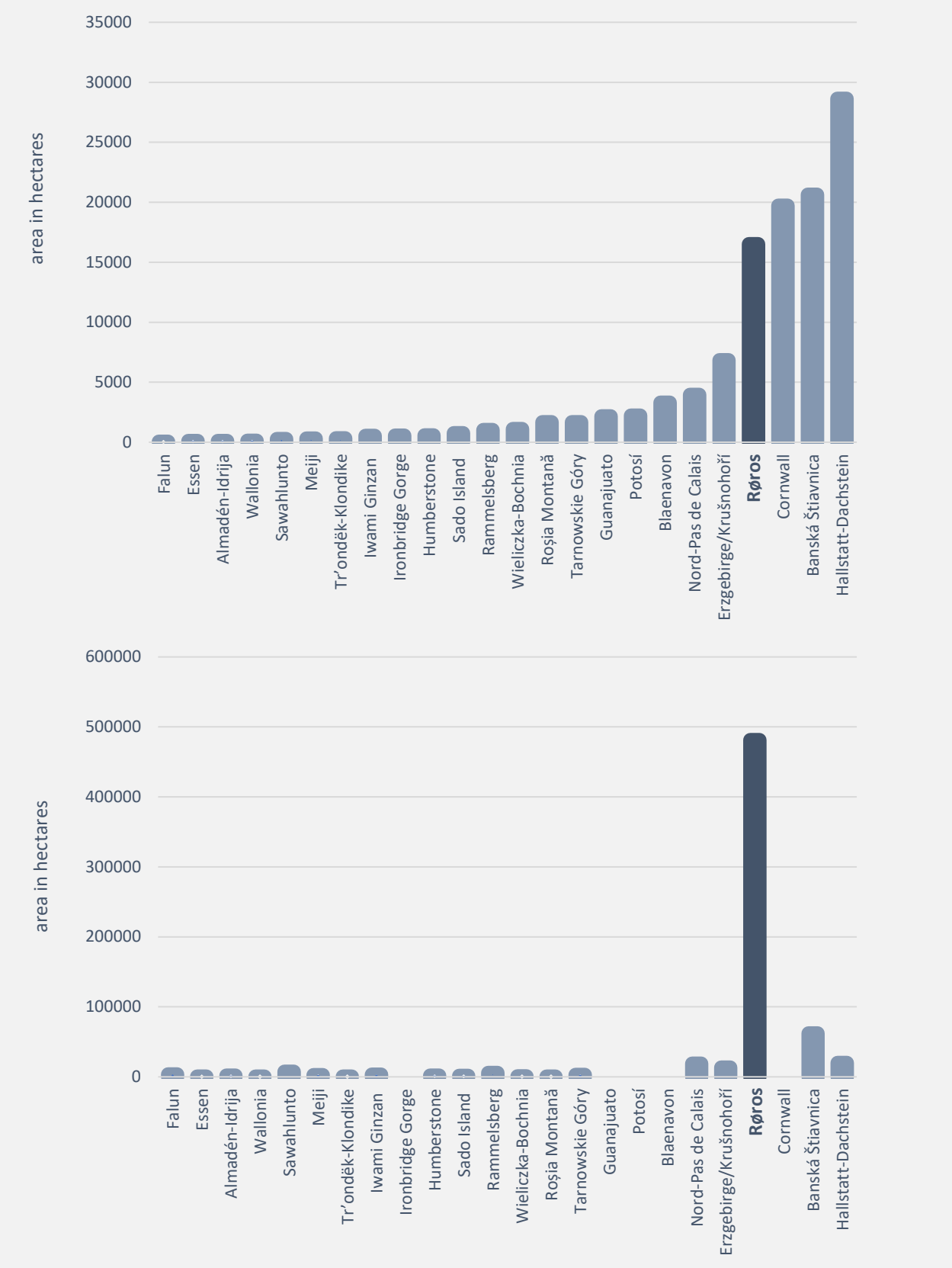
One of the major challenges in trying to understand and define RMT&C is the sheer size and complexity of the property and, in particular, its buffer zone. When viewed together with similar World Heritage properties, it becomes clear that RMT&C is one of the larger mining landscapes on the World Heritage List and that there are no comparable cases in terms of the extent of its buffer zone (Box 1.1). This is a factor that has complicated past attempts to define what constitutes World Heritage, as the sheer size of RMT&C requires working on different geographical scales according to the particular task in hand. For this reason, the present report considers two scales: landscape or urban scale (which in this report will be called 'heritage places'), and the smaller scale of individual buildings, features, etc. (which will be referred to as 'attributes').

In order to provide a clear structure when analysing this complexity, this report:

- looks at how the World Heritage property is currently configured in terms of the various heritage places it encompasses (first part of chapter 2);
- it then looks at the identification of attributes and reviews how they are currently being managed (second half of chapter 2);
- addresses the specific challenge of recognizing the contribution of the Sámi community to the World Heritage property (chapter 3);
- finally, potential steps forward are outlined (chapter 4).

BOX 1.1: WORLD HERITAGE MINING LANDSCAPES

This comparative data from mining landscapes on the World Heritage List shows the area of the properties in hectares (above) and the size of their buffer zones in hectares (below). Røros is among the largest mining landscapes and its buffer zone is significantly larger than any other.



Understanding the current World Heritage property

This report starts by looking at the process of re-nomination Røros Mining Town and the Circumference (RMT&C) in 2010. This allows a better understanding of the logic by which the World Heritage property was defined and its implications for management today. This is important so that existing strengths are maintained and not lost in any future adjustments to the property and its management.

The lengthy process of researching and identifying what heritage should be included in the World Heritage property largely operated at the level of landscapes, aiming to identify those heritage places which were connected to the Røros Copper Works. Although those involved in the re-nomination were knowledgeable about the details of the individual attributes making up those heritage places, the selection process focused largely on the larger landscape scale. Attributes have become more the focus of attention over the last 15 years of managing the property. This experience has highlighted a number of difficulties that arise due to a lack of clarity about what should be considered World Heritage and what is not.

This chapter of the report concludes with analysis about the implications of the current configuration of the World Heritage property and provides some recommendations for the future.

2.1 The re-nomination process

In order to review the way that Røros Mining Town and the Circumference (RMT&C) is currently protected and managed, it is necessary to understand the logic by which it was defined as World Heritage at the time of its 2010 re-nomination. This is important so that existing strengths are maintained and not lost in any future adjustments to the property and its management. It can also help explain why some challenges are being faced today and provide potential solutions.

The documents from the re-nomination process show that initial work was carried out primarily on the scale of heritage places, with the identification of mining areas, smelting settlements, farms, transport routes, etc. for inclusion within the extended property. When reviewing those places for their potential as World Heritage, the analysis also reviewed some of the more notable individual attributes. Working on these two levels made the work complicated compared to other nominations, where the focus is often on a single urban centre or an individual landscape. Indeed, it is useful to remember that RMT&C was inscribed as a serial property and has much in common with extensive serial inscriptions. In order to offer clearer analysis, the approach taken to the heritage places is examined first, then the next section looks at the attributes.

The following points offer a summary of the main steps in the re-nomination process:

- 1980 Røros was a very early nomination, being inscribed in only the third year of the World Heritage List. While recognizing Røros' links to the Copper Works, the main focus of the nomination was on the ensemble of wooden architecture.⁶

⁶ Øverås, O.H. (1978) *Røros. WHC Nomination Documentation* [online]. Riksantikvaren. Available from: https://whc.unesco.org/download.cfm?category=nominations&unique_number=59&filename=55.pdf

- 1994 ICOMOS Norway, as part of an assessment of the property's management, noted the limitations of the original nomination. Their report concluded that Røros was better understood as 'the centre of a large and complex functional system which comprised industrial production and transport as well as other related activities, including agriculture and charcoal burning.' They noted that the property boundaries were arbitrary and that areas immediately surrounding the historical town and considered integral to its functions, should be included. As cultural landscapes had been recently introduced into the World Heritage nomination process, they suggested considering the entire Circumference as such.⁷
- 2001 The ICOMOS Norway report led to a long period of reflection on the best approach to extending the property. In 2001 an early proposal to extend the World Heritage property to include 12 components was put forward. It included heritage places across the Circumference that reflected the full copper working system in the following categories: mining areas; processing facilities; resource production; resource flow; housing, life and society; and landscape.⁸ Ultimately, this proposal was rejected as being too ambitious in terms of the resources that would be required for the conservation and management of so much heritage.⁹
- 2005-7 A subsequent phase of work, based on the 2001 proposal, was informed by substantial additional research.¹⁰ A working group from Riksantikvaren, Røros municipality and the Sør-Trøndelag county council looked at the wider landscape. They envisaged a network of cultural landscapes connected by various transport routes, with Røros as its central hub. The working group evaluated heritage places across the Circumference in relation to the existing World Heritage criteria for Røros Mining Town, assigning them to three categories of priority: they suggested that categories 1 or 2 should be included in the World Heritage property, but not those in the third category. It should be noted that this work explicitly did not consider Sámi heritage places due to a perceived lack of evidence. In 2007 they put forward for consultation a new proposed extension.¹¹

This was a long and complex process, and must have generated much discussion, as the working group's documentation shows an evolution in their thinking. When comparing the working group's maps, written analysis and summary table, variations can be seen regarding the category to which some heritage places are assigned. Their maps are particularly useful as they use clear categories of heritage places, reflecting their approach to Røros as a network of connected places and showing that as much emphasis was placed on the connections as on individual places.¹²

⁷ ICOMOS Norway (1994) *Evaluation of Røros Bergstad in Norway World Heritage Convention* [unpublished document]. ICOMOS Norway.

⁸ Anker, M. L. (2001) *Prosjekt "Avgrensing, vern og forvaltning av verdensarv Røros": sluttrapport* [unpublished document]. Sør-Trøndelag fylkeskommune.

⁹ Andresen, K. & Anker, M.L. (2007) *Utvidelse av verdensarvområdet på Røros – Arbeidsnotat fra «omegnsgruppa»* [unpublished report], 7.

¹⁰ Jorden, K. (2003) *Sætrekk ved kobberverksdrifta ca. 1630-1890* [unpublished report], Espelund, A. (2005) *Fra berggrunn og jordsmonn i Rørostraktom*. Arketype forlag; Fjæran, M. (2006) *Bergstaden – en kulturhistorisk steds- og landskapsanalyse* [unpublished report]. Røros kommune; Berg, I.B. (2007) *Vurdering av Røros-gruvene som kulturminner* [unpublished report]. Norsk Bergverksmuseum. Available from: <https://ra.birgce.unir.no/ra-xmli/handle/11250/223508>; Fjellheim, J. (2007) *Det samiske perspektivet i verdensarven Røros* [unpublished report]; Iversen, E. (2008) *Forurensningssituasjonen ved gruver og smeltehytter innenfor Circumferensen – Rørosfeltet* [unpublished report]. NIVA; Lillegjelten, J.H. (2008) *Oversikt over synlige kulturminner i Storvartområdet – Rapport fra Rørosmuseet etter oppdrag fra Riksantikvaren* [unpublished report]. Rørosmuseet; Rohde, T. (2007) *Naturverdier i Circumferensen* [unpublished report].

¹¹ Andresen, K. & Anker, M.L. (2007) *Utvidelse av verdensarvområdet på Røros – Arbeidsnotat fra «omegnsgruppa»* [unpublished report], 7.

¹² See Andresen, K. & Anker, M.L. (2007) *Utvidelse av verdensarvområdet på Røros – Arbeidsnotat fra «omegnsgruppa»* [unpublished report]. The working group's summary table is on p.3, maps are found on p.6, 8 and 9; and written summaries of significance for each heritage place are found throughout.

2007 Shortly after the working group had presented its conclusions for review, the Directorate for Cultural Heritage invited heritage specialist Jukka Jokilehto for advice and he agreed that the extended property should be 'sufficiently large to include all the most important elements that show how Røros Mining Town functioned,' comprising the town and smelter area in Røros, the grazing and agricultural landscapes around the town, parts of the transport routes and waterways, and the Storwartz and Nordgruvene mining areas.¹³ Jokilehto's advice was largely followed as the nomination file was drawn up.¹⁴

2009 By the time that the nomination file was submitted, the heritage places making up the World Heritage property were grouped in three components: the town and cultural landscapes; Femundshytta; and the Winter Transport Route. Not all the heritage places considered in earlier phases of work were included and the nomination file states that both Femundshytta and the Winter Transport Routes were selected as representative of other similar places. The nomination file was a thorough document that described both heritage places and many attributes. However, it was a long, complex narrative text and, as a product of its time, did not provide a clear list of heritage places nor an inventory of the attributes.

All the heritage places which were excluded from the property, were noted as being heritage of particular interest in the buffer zone. The nomination file introduced an element of confusion regarding the Circumference when it was made equivalent to the buffer zone and yet was included in the name of the property. Various statements about the Circumference show an ambiguity about its relation to Outstanding Universal Value (OUV).

A Statement of Outstanding Universal Value (SOUV) was provided in the nomination file. It included a long section on the cultural landscapes, emphasizing Røros' connection not only to the mining areas but also to the farming landscapes that were essential to its survival. Great emphasis was also placed on the experience of the miners and workers in such a harsh environment.

2009-10 As part of the nomination process, a technical advisory mission was sent to Røros and this informed the final ICOMOS evaluation, which ultimately recommended that the World Heritage Committee approve the extension of RMT&C. ICOMOS stated that 'the proposed Outstanding Universal Value is defined by the interconnection of the existing World Heritage Site into the wider natural, cultural, social, and economic framework with which it is intimately intertwined. This profound interrelationship is implicit in the wording of the original inscription and the current extension application as a consequence serves to make explicit what was previously implicit.'¹⁵

It should be noted that even at this late stage, further revisions were made to the definition of the property. Although the details of these negotiated changes are not available, they can be seen in the different emphasis given by the ICOMOS evaluation when listing key heritage places. More evident are the significant differences between the SOUV in the nomination file and that given in the ICOMOS evaluation, which ultimately became adopted as the official version.

¹³ Jokilehto, J. (2007) *Røros, Mining Town, extension. Observations following the mission, 23-26 September 2007* [unpublished report].

¹⁴ Norwegian Ministry of the Environment (2009) *Røros Mining Town and the Circumference: Norwegian nomination 2009 for extension of WHS Røros Mining Town. Management Framework and Plans* [online]. Available from: <https://whc.unesco.org/uploads/nominations/55bis.pdf>

¹⁵ ICOMOS (2010) *Røros Mining Town and the Circumference (Norway) No 55bis* [online]: 312. Available from: <https://whc.unesco.org/document/153757>

2.2 Selecting heritage places

The above overview of the process leading to the 2010 inscription of RMT&C also shows the multiple actors who were involved. While there was a shared understanding of the World Heritage property as part of a wider industrial landscape, the definition of the exact physical area to be included changed over the years.

Box 2.1 provides an overview of the heritage places which were considered for inclusion in the property and buffer zone during various phases of work. The heritage places are grouped in the thematic categories used by the 2005-07 working group for their maps, as this is a helpful structure for navigating the long list of locations that were studied. The final column notes which heritage places ultimately ended up within the property or buffer zone. It should be noted that some documents only refer to a category of attributes (such as roads, the railway or power lines), without naming the specific location; these cases are indicated with a dotted symbol in the table below.

BOX 2.1: HERITAGE PLACES CONSIDERED FOR INCLUSION IN THE WORLD HERITAGE PROPERTY

	2005-2007 MAP CATEGORIES ¹⁶	2005-2007 REPORT CATEGORIES ¹⁷	2009 NOMINATION FILE ¹⁸	2010 ICOMOS EVALUATION ¹⁹	NOW IN THE PROPERTY OR BUFFER ZONE
Røros Mining Town	1	1	WH	WH	WH
MINING LANDSCAPES					
Raudhåmmåren	1	1	BZ		BZ
Storwartz	1	1	WH	WH	WH
Nordgruvene	1	1	WH	WH	WH
Killingdal	2	2	BZ		BZ
Gruvåsen	2	2	BZ		BZ
Allergott	3	3 2			BZ

¹⁶ Andresen, K. & Anker, M.L. (2007) *Utvidelse av verdensarvområdet på Røros – Arbeidsnotat fra «omegnsgruppa»* [unpublished report].

¹⁷ Andresen, K. & Anker, M.L. (2007) *Utvidelse av verdensarvområdet på Røros – Arbeidsnotat fra «omegnsgruppa»* [unpublished report].

¹⁸ Norwegian Ministry of the Environment (2009) *Røros Mining Town and the Circumference: Norwegian nomination 2009 for extension of WHS Røros Mining Town. Management Framework and Plans* [online]. Available from: <https://whc.unesco.org/uploads/nominations/55bis.pdf>

¹⁹ ICOMOS (2010) *Røros Mining Town and the Circumference (Norway) No 55bis* [online]: 312. Available from: <https://whc.unesco.org/document/153757>

FARMING LANDSCAPES					
Sundbakken	1	1			WH
Rørosgård, Sundet, Hjortengan	2	2			WH BZ
Småsetran, Østerhaga, Djupdalshaga	1		WH	WH	WH
Stikkjilen	2	2	WH		WH
Stormohaga, Kvitsandshaga			WH	WH	WH
Kjerkgardsahaga			WH	WH	WH
Mølmannsdalen	2	2			WH
Åsvollen	2	2	WH		WH
Narjordet	2	2	BZ		BZ
Korssjøgårdene	2	2	WH		WH
Holla	2	2	WH		WH
Fjølburøsta, Øya, Ljøsnåvollen	2	2 3			BZ
Orvos	3	3	WH		WH
SMELTING LANDSCAPES					
Tolga	1	2	BZ	BZ	BZ
Eidet	1	2	BZ	BZ	BZ
Feragen	2	2 3	BZ	BZ	BZ
Femundshytta	2	1	WH	WH	WH
WATER LANDSCAPE					
Femundshytta	2				WH
Femunden-Feragen	2	2	BZ		BZ
NATIONAL PARK LANDSCAPES					
Femundsmarka	1		BZ		BZ
Forollhogna	1		BZ		BZ

POWER LINES					
Nordgruvene-Storwartz	2		WH	WH	BZ
Kuråsfossen power station		2	WH	WH	WH
WATER TRANSPORT ROUTES					
Femunden-Hådalssvassdraget-Røros	1		BZ		BZ
RAILWAY					
Røros-Nordgruvene-Eidet-beyond	1		BZ	WH	WH BZ
Røros-Tolga-beyond	1		BZ	WH	WH BZ
Glåmos station			WH		WH
Røros station			WH		WH
Håmålsvoll, Reitan, Stensli, Tolga stations			BZ		BZ
SUMMER ROADS					
Røros- Storwartz-Vika	1		WH BZ		WH BZ
Røros-Nordgruvene-Eidet-beyond	1		WH BZ		WH BZ
Gammelallmanveien	1		WH BZ	BZ	BZ
Røros-Feragen, with branches to Femunden and Brekken	1		WH BZ	BZ	BZ
Branches off Gammelallmanveien to Gruvåsen and Tolga	2		BZ	BZ	BZ
Røros-Åsvollen-Møllmannsdalen-Femunden	2		WH BZ	BZ	WH BZ
Røros-Narjordet	2		WH BZ	BZ	BZ
Røros-Raudhåmmåren	2		WH BZ	BZ	BZ
Feragen-Femund	2		BZ	BZ	BZ
Gammelalmanveien			BZ	BZ	BZ
CABLEWAY ROUTES					
Røros-Storwartz	1		WH	WH	WH

WINTER TRANSPORT ROUTES					
Røros-Eidet	1				WH BZ
Røros-Tolga-beyond	1				BZ
Røros-Korsjø-Holla-Tufsingdal	1		WH	WH	WH
Røros-Storwartz-Feragen-Femunden-beyond	1				WH BZ
Tolga- Gruvåsen	2				BZ
Os-Narjordet-beyond	2				BZ
Allergott->north	3				BZ
SÁMI CULTURAL LANDSCAPES					
Reindeer herding areas			BZ		BZ

Some comments on the changing approaches that can be seen in Box 2.1 are provided below:

Mining landscapes

There was always a consistent agreement that among the large number of potential mining sites, the Storwartz and Nordgruvene mining areas should be part of the extended World Heritage property. However, the boundaries of Nordgruvene were reduced over time, so that by the time of inscription Rørdalen gruve and Fjellsjøgruva were no longer included.

The most significant change in approach to the mining landscapes was that Raudhåmmåren was excluded from the property, despite it being originally considered as a first priority.

Farming landscapes

This large category seems to have been the subject of a great deal of discussion, with various different farming areas being considered over time. Ultimately, all the farming areas near to Røros were included in the property, regardless of their rating. In the case of Orvos, originally considered not be World Heritage, this inclusion may only have been because it was located between Røros and the Nordgruvene area, so it naturally fell within the boundaries. An exception was Hjortengan, where the proposed combined area of Rørosgård, Sundet and Hjortengan was truncated specifically to exclude it.

Fjølburøsta, Øya and Ljøsnåvollen were also excluded, possibly because they were further away from Røros and more distant locations were difficult to incorporate into the property.

The case of Narjordet can usefully be compared to Holla and Korssjøgårdene, which were all originally in the second category for inclusion as World Heritage and were all farming areas lying on winter transport routes. However, while Holla and Korssjøgårdene were included within the Winter Transport Route component, the winter route on which Narjordet was located was not selected and so, presumably for this reason, it was left in the buffer zone.

Not all the farming areas were mentioned in the nomination file; this is shown in the case of Mølmannsdalen, which is not mentioned but evidently influenced the property boundaries in that area.

Smelting landscapes

This is a category that saw a major change of approach. The 2005-07 working group included both Tolga and Eidet on their map of heritage of the highest priority, although later in their written analysis they placed them in the second category. This should still have ensured their inclusion as World Heritage but by the time of the nomination file they were considered as supporting heritage in the buffer zone.

Femundshytta went on a reverse journey: it was originally included as second priority on the 2005-07 map, both as a smelting and a water management landscape. It then became a first priority as a smelter and was ultimately the only smelting site added to the property. The nomination file explained that Femundshytta was selected as representative of all smelters due to it being located in a relatively untouched landscape.

Water management landscapes

This was a category originally considered when the 2005-07 maps were made, with both Femundshytta and the Femunden-Feragen area included. Femundshytta was later defined only a smelting landscape and the water management area was included within that. Instead, the dams and flumes that made the Femunden-Feragen route navigable were excluded.

National parks

National parks were included as categories in the 2005-07 maps and described in the nomination file. Possibly this was because these areas demonstrate the natural environment in which the Røros Copper Works had to operate and parts of them were included in the buffer zone. However, no explicit reference was made to how these support the property's OUV.

Power transmission lines

In the 2005-07 maps the longest power transmission lines are considered among the connections between different heritage places. For this reason, the power connection between the Nordgruvene and Storwartz mining areas is shown on the 2005-07 map in the second category and the Kuråsfossen power station was also considered a second priority in the working group's analysis. By the time of nomination, Kuråsfossen was considered important enough that the ICOMOS evaluation explicitly named it as an attribute. As a result, the property boundary in that location was very specifically extended to ensure the power station and the power transmission lines to Nordgruvene were included. However, the transmission lines to Storwartz were left in the buffer zone.

Water transport routes

A series of different transport routes were included on the 2005-07 map, with the Femunden-Hådalsvassdraget-Røros route considered of first priority. However, by the time of the nomination file all water transport is considered to be a feature of the buffer zone only.

Railway transport

The 2005-07 maps considered the railway as connections between heritage places and the railway lines between Røros-Tolga and Røros-Eidet, as well as the Arvedalslinja branch line, were considered of first priority. The ICOMOS evaluation implicitly considers them when noting that 'transport systems' are attributes of OUV. The nomination file places more emphasis on the stations than the lines, indicating Glåmos and Røros

stations as part of the property, while other stations are mentioned in the buffer zone. The north-east corner of the boundary around the Nordgruvene area seems to correspond to the end of the Arvedalslinja branch line, where it ended at the location of the former Tyvold/Rugldalen station.

Summer roads

A number of these were indicated as a first and second priority for the World Heritage property on the 2005-07 map, even though they are not emphasized elsewhere. Possibly the importance of the Winter Transport Route, as a defining feature of the Røros landscape, led to under-recognition of the summer roads, even though they were essential during the warmer months.

The only road considered important enough to be mentioned by name in both the 2005-07 work and the nomination file is Gammelalmannveien, although it does not end up as World Heritage but remained in the buffer zone.

Cableway routes

In 2005-07 consideration seems to have been given to cableways as a form of connection between different heritage places and the cableway route that connected Storwartz to Røros was included as a top priority for World Heritage.

Winter transport routes

The 2005-07 maps highlighted winter routes leaving Røros in four directions, as well as other routes across the Circumference, with all but one proposed as a priority for World Heritage. However, by the time of the nomination only one route was selected as representative of the others, on the basis of it passing throughout a relatively untouched landscape.

The ICOMOS evaluation of the nomination file noted that 'it is possible that its course was very variable and included quite different paths,' stating that therefore 'it would be beneficial to the nominated Route for areas with the potential to reveal traces of alternative paths to be identified and preserved so as to allow future research.'²⁰ In fact, the World Heritage Committee noted at the time of inscription that further research on the Winter Transport Route might lead to its future extension.²¹

Sámi cultural landscapes

The 2005-07 working group decided not to include any Sámi heritage due to a lack of evidence. However, by the time of the nomination file enough supporting research had been carried out so that Sámi cultural landscapes were identified in the buffer zone (see chapter 3 for analysis of this issue).

2.3 Working with attributes

Due to the huge area of RMT&C, taking an overview of the heritage places across the Circumference helped define which should be included in the property area. However, for management purposes it is also necessary to be able to work at the smaller scale of attributes. Nomination files are now expected to include a list of

²⁰ ICOMOS (2010) *Røros Mining Town and the Circumference (Norway) No 55bis* [online]: 312. Available from: <https://whc.unesco.org/document/153757>

²¹ World Heritage Committee (2010) *Decision 34 COM 8B.34* [online]. Available from: <https://whc.unesco.org/en/decisions/4017>

attributes but this was not a requirement in 2010 when RMT&C was re-nominated. It has subsequently been necessary to define them and, due to the sheer size and complexity of the property, this has often been attempted by trying to group attributes into thematic categories. Box 2.2 provides an overview of these different approaches.

It should be noted that even when attributes are formally identified and listed in various management documents, additional attributes might be mentioned in other sections of the same text. This suggests that even while the need for defined attributes is recognized, a definitive solution has not yet been found. However, it is interesting to note how some attribute categories in Box 2.2 reoccur over time and these should be maintained in future work because they reflect a consistent understanding of the heritage values and attributes of RMT&C.

Today, properties with unclear attributes are often advised to return to the SOUV and analyse it to extract the attributes.²² However, it is noted that a recent attempt to do this, in the context of the Climate Vulnerability Index (CVI), resulted in a definition of attributes which is the least aligned with the others. This is possibly due to the fact that the CVI methodology is largely based on the SOUV alone and may highlight the weakness of RMT&C's Statement and the need to support its interpretation with additional knowledge.

Creating thematic categories of attributes is useful, as this provides a framework for their management. However, it is also necessary to identify the precise attributes within those categories in order to have an inventory of what exactly constitutes World Heritage. So far, the best attempt at creating a detailed attribute inventory is the annex to the 2019-2023 Management Plan, which provides thematic attribute categories ('tema') and then lists the individual attributes ('signifikante objekter/deler') at each heritage place ('Verdensarv-attributt').²³ While it is highly useful, some colour-coded text and the use of question marks suggests it was a work in progress and that a final version is still required.

This is not just an intellectual challenge but one that has practical implications for management. When looking at the overall situation regarding the attributes of RMT&C, currently there are issues related to:

- the lack of a complete inventory of attributes that is used consistently by all actors in the management of the property;
- incomplete representation of all elements of the copper working process;
- new research and a reconsideration of the past selection process which suggests that there are potential attributes of OUV located outside the property boundaries.

The following examples illustrate specific situations that would benefit from clarity on this subject.

²² UNESCO/ICCROM/ICOMOS/IUCN (2022) *Guidance and Toolkit for Impact Assessments in a World Heritage Context* [online]. Available from: <https://whc.unesco.org/en/guidance-toolkit-impact-assessments/>; UNESCO/ICCROM/ICOMOS/IUCN (2023) *Enhancing Our Heritage Toolkit 2.0* [online]. Available from: <https://whc.unesco.org/en/eoh20/>; UNESCO/ICCROM/ICOMOS/IUCN (forthcoming 2025) *Managing World Heritage*. UNESCO World Heritage Centre.

²³ Verdensarvrådet (2019) *Vedlegg III Tema, attributter, signifikante objekter m.m* [online]. Available from: <https://verdensarvradet.no/wp-content/uploads/2019/10/Vedlegg-III-Tema-attributter-signifikante-objekter-m.m.xlsx>

BOX 2.2: CATEGORIZATION OF ATTRIBUTES

There have been several attempts to group RMT&C's attributes into categories in order to better support its understanding and management. Key examples are provided below and their categories have been organized to highlight where they have common approaches.

1993 ICOMOS REPORT ²⁴	2001 NOMINATION PROCESS ²⁵	2010 NOMINATION FILE ²⁶	2019 MANAGEMENT PLAN ²⁷	2023 PERIODIC REPORTING ²⁸	2024 CVI ²⁹
Røros Bergstad and other settlements	Housing, life and society	Røros mining town	Urban communities and settlements	Røros Mining Town	The mining town of Røros
	Landscape	Urban agricultural landscape		Cultural landscape of urban agriculture	
Mines, smelting works	Processing facilities		Smelters	Smelter industrial landscape	Industrial infrastructure
				Femundshytta smelter and cultural landscape	
	Mining areas	Industrial landscape with mining	Mining landscape	Storwartz Mining Field Nordgruvefeltet Mining Field	Unique cultural landscape
Transport system, the forest, water power and labour	Resource flow (transport of resources)	Cultural landscape with transport systems (roads, routes and cable cars)	Transport	Winter Transport Route with lodging farms	Significant cultural history
Impact on nature, traces of agriculture, utilisation of natural resources	Resource production		Power and energy		

²⁴ ICOMOS Norway (1994) *Evaluation of Røros Bergstad in Norway World Heritage Convention* [online]. ICOMOS Norway.

²⁵ Andresen, K. & Anker, M.L. (2007) *Utvidelse av verdensarvområdet på Røros – Arbeidsnotat fra «omegnsgruppa»* [unpublished report].

²⁶ Norwegian Ministry of the Environment (2009) *Røros Mining Town and the Circumference: Norwegian nomination 2009 for extension of WHS Røros Mining Town. Nomination Dossier* [online], 38. Available from: <https://whc.unesco.org/uploads/nominations/55bis.pdf>

²⁷ Verdensarvrådet Røros bergstad og Circumferensen (2019) *Forvaltningsplan For Verdensarven Røros bergstad og Circumferensen 2019–2023* [online], 23–24. Available from: https://roros.kommune.no/wp-content/uploads/2021/01/Forvaltningsplan-for-verdensarven-R%C3%B8ros-bergstad-og-Circumferensen-2019-2023_.pdf

²⁸ Riksantikvaren (2024) *Røros Mining Town and the Circumference* [online]. UNESCO World Heritage Centre. Available from: <https://whc.unesco.org/document/217772>

²⁹ CVI (2024) *Røros Mining Town the Circumference. SOUV, rainbow version* [unpublished document].

- The SOUV recognizes RMT&C as an industrial system but not all elements of that system are currently represented by the identified attributes. For example, not much attention has been given to the natural resources needed to ensure the continuous copper working process, meaning that, for example, charcoal kilns have not been identified as attributes.
- Another fundamental aspect of the copper working system was the need to supply resources to ensure the survival of the copper workers and their families. The SOUV states that: ‘urban agriculture with its specialized system for use of resources show in an outstanding and coherent manner how people were forced to exploit to the full all available natural resources in order to survive and establish a community in an area that could not provide enough food for its own population.’ This aspect of OUV is conveyed by attributes related to farming, however, it fails to recognize any attributes related to the Sámi’s provision of food and other supplies, which were equally necessary to survival given the limitations placed on agriculture by the climate.
- The Winter Transport Route is now better understood than at the time of re-nomination. It is now known that its path was different to that which was mapped out and this needs official recognizing. In addition, the value of only having a single stretch of the route, when there were multiple, is questioned.
- The 2005-07 nomination proposal placed great emphasis on transport as vital to the copper working system and still providing important connections between heritage places. The winter routes were important but seasonal alternatives were also necessary and other land- and water-based routes have not been fully recognized as attributes.
- The case of the managed decline of the wooden buildings at the Christianus Sextus mine highlights that not all the heritage in the area can be conserved. This raises the question if this mine should be selected as an attribute of the World Heritage property given its state of conservation.
- Accommodation farms, such as those at Holla and Korssjøgårdene, were largely selected on the basis of their location marking the Winter Transport Route. However, if the individual attributes were judged by other criteria than location, Oddentunet farmhouse and its associated farm buildings at Narjordet – among others – stand out as important potential attributes.
- Other farms supported transport across the property in different ways: for example, the Norvike farm, just north of Femundshytta, provided winter storage of materials from the mines until water transport was possible in the summer.
- Although not always considered a priority for World Heritage, Femundshytta was selected as representative of smelters on the basis of being located in a relatively untouched landscape. However, Femundshytta is not necessarily representative of smelters in terms of the qualities of those attributes themselves. In addition, the sequence of smelters that were built over time and the evolution of smelting technology means that the usefulness of representativity here can be questioned. Recent research highlights, for example, the importance of the surviving furnace at the Eidet smelter, which is not represented by the example at Femund, and which is not located in the World Heritage property.
- World Heritage recognizes place-based heritage, often making it difficult to integrate intangible attributes. However, when intangible practices are known to have taken place in specific locations, they can be mapped and included in management. In the case of RMT&C, this is the case of the practice of winter transport along certain routes. However, specific connections to other intangible attributes are missing, despite their inclusion in the nomination file and while the management plan refers to them, they could be better integrated.³⁰ This includes music and dance, adapted agricultural practices, etc.

³⁰ Verdensarvrådet (2019) *Immateriell kulturarv i tilknytning til Verdensarven Røros bergstad og Circumferensen* [online]. Available from: <https://verdensarvradet.no/wp-content/uploads/2019/10/Immateriell-kulturarv-temaoversikt.pdf>

2.4 Analysis of RMT&C's current configuration

'The proposal for an expanded World Heritage property that we present here can be characterised as a network of cultural landscapes where the transport routes are the links and the landscapes are the nodes. The mining town is located as the central hub of this network.'³¹

'...a cultural landscape that provides a unique picture of how the mines and the mining town functioned as a complex and at times vulnerable system that verged on the limits of what was possible in an inhospitable environment with a harsh climate.'³²

Much of the current management approach to RMT&C is commendable and serves as a positive example for other World Heritage properties nationally and internationally. However, as the intention of this report is to indicate potential improvements, this section does not emphasise the successes and necessarily takes a critical approach to analysing the present situation. This by no means should be taken as a criticism of past or present management approaches. The following pages provide an analytical overview of the situation at the World Heritage property, both in terms of its definition as heritage and with respect to its heritage management system. This serves as rationale for the recommendations made later.

Work towards the 2010 re-nomination changed the way Røros was defined as simply an ensemble of historic wooden buildings to being the centre of an intricate industrial system. Perhaps the most striking feature of the 2005-07 approach was the way that the Circumference was understood as a series of interconnected heritage places, with as much emphasis placed on connections as on the landscapes themselves. In this sense, the Røros extension was ahead of its time, as the concept of cultural landscapes was relatively new and this was an ambitious attempt to bring together multiple landscapes within a system. It was a highly significant and important step which saw the approach to RMT&C evolve in parallel to the developments in heritage management that were taking place internationally.

To understand how different an approach was taken at RMT&C, it is worth noting what was done at other similar properties. For example, preparations for the nomination of the Erzgebirge/Krušnohoří Mining Region began just two years after Røros' renomination. However, in that case a series of mining landscapes were defined which could essentially be regarded independently. While the Erzgebirge/Krušnohoří components are best understood together within the same geological context, they were historically and technologically separate landscapes that, despite some knowledge exchange, did not depend on each other.³³

Nevertheless, taking such an innovative approach at Røros had the disadvantage of making it more difficult to define the World Heritage property, particularly when there were few relevant examples to learn from.

³¹ Andresen, K. & Anker, M.L. (2007) *Utvidelse av verdensarvområdet på Røros – Arbeidsnotat fra «omegnsgruppa»* [unpublished report], 7.

³² UNESCO World Heritage Centre (2010) *Røros Mining Town and the Circumference* [online]. Available from: <https://whc.unesco.org/en/list/55/>

³³ UNESCO World Heritage Centre (2019) *Erzgebirge/Krušnohoří Mining Region* [online]. Available from: <https://whc.unesco.org/en/list/1478/>

The property became more complex in terms of its geographical extent and also in the variety of heritage typologies that were included (e.g., vernacular wooden architecture, industrial heritage, agricultural landscapes, historic routes, etc.). The fact that the early 2001 proposal for the property was rejected for including too much heritage showed the very real need to balance ambition with pragmatism.

One unintended consequence of a focus on heritage places was perhaps a lack of a structured approach to attributes. Although the high-level definition of World Heritage at a landscape-scale was necessary, it was not so useful when needing to solve management issues that arose within the heritage places, when there was a need to have clarity at the scale of attributes. As management approaches matured over time, this issue has been recognized but not yet resolved.

It is, therefore, perhaps no surprise that some of the original structured logic of a network of heritage places was lost, nor that this led to some unforeseen challenges arising after inscription. It is therefore useful to highlight some of the implications of this nomination process for the management of the property today:

The property and its buffer zone

Many of the management challenges at RMT&C seem related to an ambiguity about what exactly is World Heritage and what is not. Even the name of the property itself is a reflection of this because 'Røros Mining Town and the Circumference' includes references to:

- a) the mining town, which is just one of the heritage places (albeit the most significant one) of this serial property and,
- b) the Circumference, which forms the buffer zone.

One text in the nomination file even seems to suggest the Circumference as an essential part of the property:

The Property comprises historic sites and cultural landscapes that explain why Røros Mining Town came into existence and how it developed and functioned. However, the mining town cannot be fully portrayed without the Circumference [...] there are traces of activities linked to Røros Copper Works in almost the entire area. Together the Property and the Buffer Zone constitute a totality in which Røros Mining Town has been the driving force that has stamped its mark on the entire area while being completely dependent on the resources provided by the Circumference (and by areas far beyond).³⁴

The explanation of this confusion can perhaps be seen in another statement where it is explained that the Circumference could not be nominated in its entirety because certain areas within it would not meet the requirements for integrity. Instead, the areas that best illustrate how the mining town developed and functioned were nominated for World Heritage and the rest was adopted as the buffer zone.³⁵ This reveals the buffer zone was defined as an area containing heritage of secondary importance, rather than focusing on it as a management tool for protection. Moreover, as the precise attributes of OUV were never fully defined, there was a conflation of the property and buffer zone which does not help manage what should be two distinct areas.

Statement of Outstanding Universal Value

The Statement of Outstanding Universal Value (SOUV) is the key reference for the effective protection and management of any World Heritage property.³⁶ However, it is a necessarily short document and cannot

³⁴ Norwegian Ministry of the Environment (2009) *Røros Mining Town and the Circumference: Norwegian nomination 2009 for extension of WHS Røros Mining Town. Management Framework and Plans* [online]: 8. Available from: <https://whc.unesco.org/uploads/nominations/55bis.pdf>

³⁵ ICOMOS evaluation 313

³⁶ UNESCO World Heritage Centre (2024) *Operational Guidelines for the Implementation of the World Heritage Convention* [online]: paragraphs 154-7. Available from: <https://whc.unesco.org/en/guidelines/>

provide all the details about a heritage place. Indeed, it is a common challenge to ensure it includes sufficient information about the significance of a heritage place to be able to identify attributes. Nevertheless, as it plays such a foundational role in guiding management activities, it is very important to understand how well it is fit for purpose.

- The SOUV text tied the new nomination back to the old definition of Røros as an ensemble of wooden buildings, rather than bringing those wooden buildings forward into the new understanding of Røros as a system. For example, the nomination file's proposed SOUV included the following: 'the large number of well-preserved outbuildings with stables and cowsheds are a rarity and constitute a clear reminder of the miner's dual occupations – mining and farming.' Yet the final SOUV did not include this and thereby failed to make more connections between the original World Heritage property and the wider industrial system. Overall, the SOUV was perhaps a missed opportunity to clarify the overall copper working system and help define the property and its attributes within that structure.
- The SOUV describes the Røros area as a 'mining landscape' but not as a *copper working* landscape. This is reflected in the fact that there are more mines in the existing property than smelters, and not much emphasis is placed on other less prominent (but essential) steps in the copper working process, such as charcoal production.
- The SOUV is important for emphasizing the landscape-scale of the property, however, when talking about the human presence across that landscape, attention is almost entirely focused on Røros. Instead, people lived and worked at the mines, smelters, farms, charcoal-producing hamlets, and Sámi settlements, all of which were essential for supporting the copper working. Moreover, it is only when all the smaller locations are recognized, that the uniqueness of Røros can be understood as a considerably larger town that served as an administrative, trade and social centre, and which continues today to have a significantly greater density of heritage attributes.
- In the SOUV, under criterion (iii), there is a reference to Røros' 'unique culture' but it lacks any explicit reference to which people contributed to this culture. The supporting information provided in the nomination file explained that this included German, Danish, Swedish and Norwegian immigrants, but also the few existing Norwegian farmers, as well as the Sámi population. At the present time, attributes related to these diverse communities are not fully represented in the World Heritage property, particularly their intangible heritage. Above all, the absence of a reference to the Sámi community is highly problematic and addressed in more detail below (chapter 3).
- The SOUV mentions that Røros' 'buildings and installations evolved.' This temporal issue was not fully addressed in the selection of heritage places but is relevant when identifying attributes. Activity moved from one mine to another as the copper veins were followed and lost. Smelting moved across the landscape following the availability of natural resources. Major changes also took place at Røros once a railway line provided a permanent connection and supply route to the wider world.

Overall, analysis of the current SOUV shows that it reflects the significant improvements made during re-nomination which allowed a more holistic, landscape-scale approach to be taken. However, on some themes there is some missing content, which does not help a balanced identification of the attributes conveying OUV. In order to be able to work with it, a more in-depth analysis is needed to draw out the implicit understanding of the property that lies behind the text.

Network of heritage places

It has already been noted that the final SOUV text was a late negotiation and significantly differed from the version proposed in the nomination file. It maintained some of the logic of taking a systems approach to the Røros Copper Works when it made the important statement that RMT&C forms 'a cultural landscape that provides a unique picture of how the mines and the mining town functioned as a complex and at times vulnerable system that verged on the limits of what was possible in an inhospitable environment with a harsh

climate.’ It also noted that ‘various activities [...] have been carried out in the area constitute a coherent and interdependent unit.’ However, it provides no details of what those activities were.

As mentioned, the re-nomination process and the criteria by which the extension was defined seems to have departed from the logic of the original World Heritage property. If they had started work by defining the copper working process, perhaps they might have noted where there were some elements of the system missing. For example, the integrity of the World Heritage property might have been strengthened through the inclusion of heritage places associated with:

- charcoal burning, e.g., the Nørdalen area around Narjordet;
- Sámi reindeer husbandry, e.g., the Ridalen area;
- natural resource gathering, e.g., Sølendet nature reserve.

Instead, these elements of the copper working system are missing from the World Heritage property.

In addition, the maps created during the 2005-07 work on the nomination placed as much emphasis on transport routes as on cultural landscapes. However, during the nomination process this seems to have weakened, so that by the time RMT&C was inscribed the various routes were of secondary importance and only winter transport routes had priority. Although winter transport was undeniably important, the delicate RMT&C system required transport all year round in order to function. Overlooking water transport routes, for example Feragen-Femund water management landscape with its log flumes and canals, is similar to overlooking charcoal burning areas – in both cases, an element allowing the overall system to function is missing. It should also not be forgotten that in addition to major transport routes, people constantly moved around the different locations within the landscape: daily, weekly and seasonally. A more sophisticated approach to transport and connectivity may be useful.

Representativity

It is not surprising that with such a large amount of potential heritage, the difficult but practical decision to select only representative heritage places was taken. This led to the selection of Femundshytta, as a representative example of a smelting area, and one stretch of the Winter Transport Route selected to represent the wider network.

These were not necessarily clear decisions: for example, the 2005-07 work had originally assessed Eidet and Tolga to be more of a priority for World Heritage than Femundshytta. The nomination file explains that the selection was made on the basis of landscape intactness, rather than the specific significance of the heritage itself. This approach merits reflection because it means that the individual heritage places and the attributes located there may not necessarily be the best in terms of representativity of the heritage, rather they best represent heritage places within untouched wider settings. The greater physical integrity of Eidet’s stone smelter building, compared to Femundshytta’s archaeological remains suggests that this decision could be reconsidered.

Representativity may also need to be considered in terms of chronology. For example, it is known that RMT&C had a sequence of smelters over time where new technologies were adopted. This means that individual locations may not be representative of others from a different time period.

Boundaries of the property

Boundaries in a World Heritage context have a specific role to play in protecting attributes. They are a requirement at nomination and ‘should be drawn to incorporate all the attributes that convey the

Outstanding Universal Value and to ensure the integrity and/or authenticity of the property.’³⁷ During the Third Cycle of Periodic Reporting it was recognized that RMT&C’s boundaries ‘do not limit the ability to maintain the property’s Outstanding Universal Value but they could be improved.’³⁸

The property boundaries were drawn up around the final selection of heritage places. Almost all were included in one large component that included Røros mining town, its surrounding agricultural landscapes, as well as the two mining landscapes. The boundaries joined the town and mining areas with large corridors that followed the various transport routes that connected them. The nomination file considered the Winter Transport Route to be a separate component even though it was attached to the Røros component and so shared contiguous boundaries. It is worth noting that at the time of inscription, the World Heritage Committee already foresaw a future extension, at least with regards to the Winter Transport Route, once further research had been carried out.³⁹ Only the Femundshytta component was defined in isolation, presumably due to the great distance from the other heritage places.

The boundaries of the property do not correspond precisely with the legal protection provided through municipal land-use plans and other protection mechanisms. There are large areas that have protection, such as the conservation zone covering the historic centre of Røros town, and some individual attributes are listed and have legal protection, but even collectively these do not match the property boundaries. Nor do zones in the various municipal plans match the property boundaries. This means that attributes of OUV are located in different protection regimes and there is no consistent approach.

The decision to include almost everything in a single, very large component has the consequence that the World Heritage property also includes sizeable areas with no heritage values, such as the airport and some modern industrial areas. In addition, as was mentioned above, there are other potential attributes of OUV located outside the boundaries, which needs addressing. In this respect, RMT&C can be considered both too large (it contains non-heritage areas) and not large enough (it does not include all potential attributes of OUV).

Buffer zone

The buffer zone also has a precise role to play in World Heritage management, as it should have ‘complementary legal and/or customary restrictions placed on its use and development in order to give an added layer of protection to the property.’⁴⁰ A major change in the 2010 nomination was the inclusion of almost all the Circumference as a buffer zone. The result of delineating such a huge area of 497,750 ha as a buffer zone (more than thirty times larger than the property area) means that it also functions as the wider setting.

The nomination file was optimistic when it stated that the buffer zone has a role in ‘protecting the property visually’ and ‘provides vital protection of the Outstanding Universal Value.’⁴¹ In reality, the buffer zone currently exists only as a reference area for consideration of World Heritage and does not have any formal

³⁷ UNESCO World Heritage Centre (2024) *Operational Guidelines for the Implementation of the World Heritage Convention* [online]: paragraphs 99-102. Available from: <https://whc.unesco.org/en/guidelines/>

³⁸ Riksantikvaren (2024) Røros Mining Town and the Circumference [online]. UNESCO World Heritage Centre. Available from: <https://whc.unesco.org/document/217772>

³⁹ World Heritage Committee (2010) *Decision 34 COM 8B.34* [online]. Available from: <https://whc.unesco.org/en/decisions/4017>

⁴⁰ UNESCO World Heritage Centre (2024) *Operational Guidelines for the Implementation of the World Heritage Convention* [online]: paragraph 104-5. Available from: <https://whc.unesco.org/en/guidelines/>

⁴¹ Norwegian Ministry of the Environment (2009) *Røros Mining Town and the Circumference: Norwegian nomination 2009 for extension of WHS Røros Mining Town. Management Framework and Plans* [online]: 8, 20. Available from: <https://whc.unesco.org/uploads/nominations/55bis.pdf>

legal status. Although activity within the 42-km radius should be considered for the potential to affect World Heritage, it does not guarantee protection.

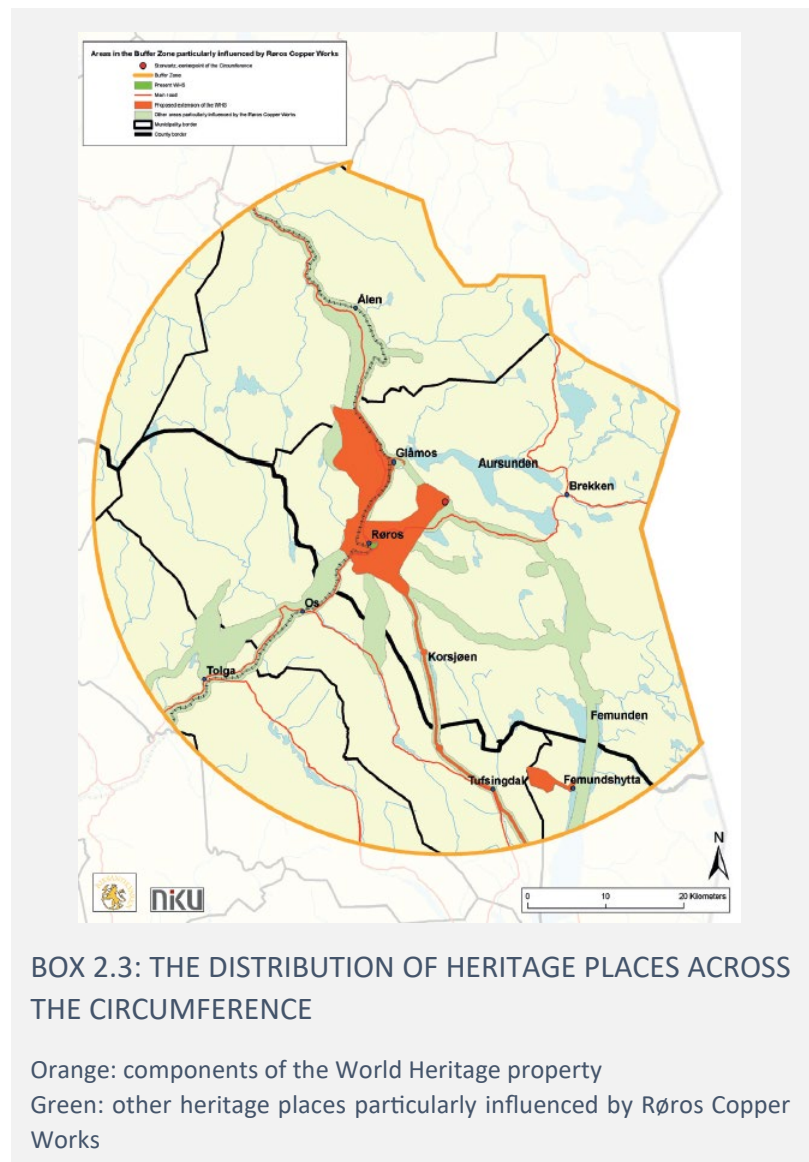
The decision to define the Circumference as the buffer zone was evidently a complicated one. The early ICOMOS Norway recommendation had been to consider the Circumference as a cultural landscape but by the time of the property's inscription it had become the buffer zone. The boundary of the buffer zone largely followed the rim of the Circumference but exceptions were needed for the area lying over the national border in Sweden and the part of the Circumference in Tydal municipality, so it was never a complete circle.

There is clear logic and even a certain poetry to the Circumference as the buffer zone and it is certainly a relevant area for consideration as the Copper Works were given full use of the resources in the area. When seeking resources to support copper

working, a very pragmatic approach was taken based not on the precise borders of the circular area but on geomorphology and the availability of the natural resources, even beyond its extension. In the past the boundaries of the Circumference may have been more flexible than has perhaps been recognized, yet it has become a more rigid concept in management. Box 2.1 showed that there are various cases where it is not entirely clear if they should be considered World Heritage or not, as they seem to be excluded only on the basis of geographical location far from Røros within the Circumference. In addition, it should be recognised that heritage places that were directly related to the Røros Copper Works, such as the smelter at Drevsjø, but which lay outside of the Circumference, were not even considered for World Heritage status.

When considering the heritage places located within the Circumference, it is interesting to note that they are not evenly distributed but form clusters, presumably determined by the natural environment, resources and transport connections. A map included in the nomination file illustrates this (Box 2.3). It also suggests that, much like the fact that the World Heritage property contains significant non-heritage areas, so too does the buffer zone.

Undoubtedly, the area of privileges was the historical and functional context of Røros Copper Works, without which the World Heritage cannot be understood, however, a historical area does not necessarily equate to a management tool.



BOX 2.3: THE DISTRIBUTION OF HERITAGE PLACES ACROSS THE CIRCUMFERENCE

Orange: components of the World Heritage property
Green: other heritage places particularly influenced by Røros Copper Works

Legal and planning frameworks

Many of the issues noted above could be considered theoretical, until they are seen in the context of planning procedures, when the real implications emerge of not having clearly defined World Heritage. Norway became a State Party to the World Heritage Convention when it was ratified in 1977, thereby agreeing to take on the obligations outlined in the Convention. In theory, this international treaty law is implemented through existing national legislation and administrative processes and is referenced in relevant white papers to the Storting. However, in reality the process of domesticating the Convention into the national legal framework has not been completed and at RMT&C the property does not have defined legal protection.

The entire Circumference was the subject of a joint regional plan, led by the two county councils.⁴² It provided a very important framework within which to coordinate the county councils and the municipalities in order to have a shared approach to management of the entire area. Although it did not add any additional protection to the heritage, it did identify key actions to improve management, such as the need to develop shared guidelines for dealing with land and building planning cases. It formed the basis of much coordinated work, although it has not been able to resolve all issues and it is now due to be updated.

At the level of heritage places and attributes, the county council has authority for decisions related to the Cultural Heritage Act, while the municipality takes decisions under the Planning and Building Act. While the Planning and Building Act covers the property and most of buffer zone, its administration is shared by the different municipalities and it is here that approaches could be made more consistent. At both county and municipal levels, there are a range of professionals involved, including planners and cultural heritage specialists. Within the county council there are also different individuals responsible for state-owned heritage and privately-owned heritage. In all cases, across the entire World Heritage property, there is a need for a consistent, shared approach to decision-making and early communication as cases arise.

Of particular note, Røros' municipal area plan includes cultural heritage areas, as well as a special consideration zone for the historic centre of Røros, which are shown on the webGIS available for use in planning and building applications. This system means that cultural heritage must always be given consideration in planning decisions, however, 'consideration' does not necessarily guarantee any legal protection. In addition, it has already been noted that these areas do not correspond to the World Heritage property boundaries, meaning that not all the property is given the same type of consideration. Similarly, Engerdal municipality includes the Femundshytta component in its municipal area plan, which is also given consideration under the Cultural Heritage Act. Each municipality also has a cultural heritage plan, which lay out provisions for heritage in planning processes. In all cases, there is full awareness of the importance of World Heritage and other local heritage, which must always be considered carefully in planning applications. However, there is no formal definition of what this means in practice or how heritage should be weighed up when permission is being requested for a project with other potential social benefits.

Some of the individual attributes of OUV are legally protected under the Cultural Heritage Act and some are registered SEFRAC buildings, such as Røros' historic buildings. However, not all attributes of World Heritage are recognized within these heritage categories, leaving some with an ambiguous protection status. Currently management efforts continue to conserve and protect all recognized attributes of the World Heritage property but should a legal case arise, there may not be any legal basis on which to argue definitively for heritage protection in some cases. This is particularly the case of those potential attributes of OUV that are

⁴² Hedmark Fylkeskommune & Sør-Trøndelag Fylkeskommune (2011) Regionplan for Røros bergstad og Circumferensen [online]. Available from: <https://dms-cf-09.dimu.org/file/0331wTu9JAHm>

outside the property boundaries: the management plan includes places such as Tolga and Norjordet in conservation efforts, however, development in these areas would not necessarily be stopped by World Heritage considerations, as they are not officially attributes of OUV, nor located within the property.

The current planning system also struggles to define the relationship between specific heritage places, or even individual attributes, and their wider setting. For example, the buffer zone is described in the nomination file as providing visual protection, yet in the case of the Winter Route there is no formal mechanism to defend it from projects that might have visual impacts, such as a proposed signal tower. Even in the case of the historic town centre of Røros, it is very well protected regarding projects proposed within that area but it is difficult to respond to housing development proposals in the area immediately around it. This is illustrated by the Reinholdthagaen proposal, where development on the ridge that forms the visual backdrop to Røros would disrupt the intact circle of mountains against the skyline that surround the property.

Finally, there is currently no recognition of differences within the property between continuous landscapes (such as Røros) and relict landscapes (such as the mining areas, the Winter Route and Femundshytta). This is an important distinction because some heritage places need to be considered as living heritage places, with the ability to develop sustainably in a way that also conserves OUV; while at other places there is a greater need to avoid modern disturbances into a landscape whose characteristics are those of another time.

2.5 Conclusions and recommendations

The World Heritage property of Røros Mining Town and the Circumference (RMT&C) has a positive reputation for an overall robust management system, which has been updated over time in parallel with international developments in heritage management.

However, the experience gained on the ground since its re-nomination in 2010 indicates that management dilemmas still occur due to the current configuration of the World Heritage property. These situations do not always arise at the level of the entire World Heritage property but often emerge when working at the smaller scale of attributes (both individually and in groups) within heritage places.

This highlights the difficulty of establishing such an extensive and complex World Heritage property. Many of these issues have only emerged over time and it is only now that potential solutions can be suggested, based on the experience gained managing RMT&C and also drawing on experiences at other World Heritage properties. In particular, the ongoing research and reflection about the copper working process and its requirements, carried out since 2010, have greatly improved understanding of the overall industrial system and all the individual elements that were required to support it in such an extreme geographical location. Future consideration of the World Heritage property would benefit from checking that the entire copper working system is included (Box 2.4). In this way the full story of RMT&C can be told and the integrity of the property better managed. This clear and shared understanding of OUV can then provide the foundations for more structured and coherent decision-making regarding management and planning, avoiding the confusion the team experiences today.

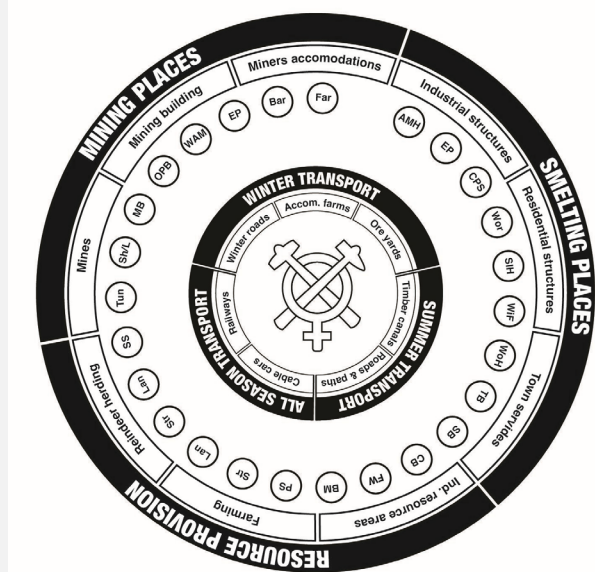
BOX 2.4: THE SYSTEM SUPPORTING RØROS COPPER WORKS: CATEGORIES OF ATTRIBUTES

It is essential that future management efforts take into consideration the full and complex copper working system that is at the heart of RMT&C's OUV, including the connections between each element of that system. Due to the extreme conditions found in the Røros area, survival and production could only be ensured by creating a network of activities and resources, much like an ecosystem.

The following table organizes the heritage of RMT&C into types of heritage place (i.e., mining places, smelting places, places related to resource provision and transport connections) and then lists types of attributes that are found at those heritage places. It is based on a re-working of past approaches to categorizing attributes that was summarized in Box 2.2 together with new input from the current heritage management team. As a result, it provides a clearer overview of all the elements that were needed to support RMT&C.

This table was the basis for the diagram of the copper working system that is used in the Annex to guide and structure future work to identify attributes of OUV

MINING PLACES	SMELTING PLACES	RESOURCE PROVISION	TRANSPORT CONNECTIONS
Mines - Tunnels - Shafts/lifts	Industrial structures - Administration/manager's house - Energy provision (river, waterwheel) - Copper processing structures (smelter house, roasting kilns) - Workshops - Slag heaps	Industrial resource areas - Charcoal burning - Fire wood (for mining and roasting processes) - Building materials - Power station	Winter transport - Winter Roads - Accommodation farms - Ore yards
Mining buildings - Mining buildings (shaft towers, lifts) - Ore processing buildings - Workshops - Administration/manager's house - Energy provision	Residential structures - Winter farms (houses, land) - Workers' houses	Farming - Structures (house, stables, storage, accommodation) - Land (animal grazing areas, cultivation fields, gathering areas)	Summer transport - Timber transport canals (dams, chutes) - Roads/paths - Storage buildings
Miners' accommodation - Barracks - Farms	Town services - Trade buildings - Social buildings (church, school, pharmacy)	Reindeer herding - Structures (gamme, stabbur and storage places) - Land (grazing areas, gathering places) - Sacrificial sites	All season transport - Railway (train line, stations) - Cable cars



The following recommendations are offered for consideration:

1. Inventory of heritage places and attributes

The basis for resolving almost all of the management challenges currently being faced at RMT&C relates to a clear and shared understanding of the heritage places and attributes that constitute the World Heritage property. The various past attempts to define RMT&C have suffered from changes in approach, leading to inconsistent and contradictory lists of attributes. In light of the issues highlighted above, the best way to resolve this would be to undertake a full review of all potential attributes and establish which ones are representative of the Røros Copper Works and convey OUV.

One suggested methodology is provided in the Annex, which could be used to structure a short series of participatory workshops in order to make a shared selection of attributes. The final result should be used to lead to an inventory of all attributes, including any necessary descriptions, documentation and georeferenced locations for inclusion in relevant GIS, in particular, those used in relation to municipal planning and zoning. It might also be useful to write short statements of significance for each of the heritage places in order to capture their sense of place and contribution to the overall OUV.

2. Landscape characterisation

The relationship between each component of the World Heritage property, or each group of attributes, and the surrounding landscape should be remembered. The SOUV emphasizes the geographical location for understanding the complexity and form of the property, meaning that relevant relationships between attributes and their environment should be maintained physically and visually. For example, the nomination file placed emphasis on Røros' location within a bowl-shaped oval landscape, where only the church and the

slagheaps are prominent against the skyline.⁴³ These characteristics of the heritage place can be defined and used for relevant management and protection purposes.

In addition, some attributes are found in a setting that is largely unchanged from a particular period in the history of the copper works. This is both the case of the historic buildings in Røros town, as well as the relict landscape around Femundshytta and some stretches of the Winter Road. For these reasons, once attributes have been identified, a focused piece of research to characterise their immediate and wider setting should be undertaken to inform future decisions about continuity and change.

3. Boundaries of the property

Once heritage places and attributes have been re-defined and mapped, the boundaries of the property will need to be modified to ensure that all attributes of OUV are included. This is also an opportunity to bring all actors together to agree upon a shared approach by discussing the following points:

- Are some of the non-heritage areas best left out of the property so that management and protection efforts can focus on World Heritage?
- Is it best to keep one very large component containing Røros, its agricultural landscapes and the mining landscapes? Or would management and protection be more effective with multiple components?
- Would it be useful to separate the continuing landscape and relict landscapes into different components (or different zones of the same component), given that they require different approaches?

4. Buffer zone

The concepts of buffer zone (a management tool which provides an added layer of protection) and Circumference (the historical and physical context for the Røros Copper Works) need to be separated. The current use of the Circumference as a buffer zone adds no specific protection to the World Heritage property, other than providing a general awareness of the historic area.

Once the boundaries of the property have been established, the additional protection that attributes need from a buffer zone should be defined. Characterisation of the landscapes lying around the identified heritage places/attributes should help in understanding the visual and physical connections to the immediate and wider setting. It can also help highlight the differences between continuing and relict landscapes, identifying which features of those landscapes should remain as they are and which need appropriately managed change.

If it is decided that the entire Circumference still needs to be considered as the buffer zone, it would need to be better integrated into municipal zoning to make it functional for World Heritage purposes. The heritage places are clustered mainly in defined areas of the Circumference, so they could benefit from zoning that recognizes this. Given the importance of connective routes between the various heritage places, corridors within the buffer zone could usefully be identified. Approaches used in nature protected areas to buffer zones and corridors could be useful.

⁴³ Riksantikvaren (2024) Røros Mining Town and the Circumference [online], 11. UNESCO World Heritage Centre. Available from: <https://whc.unesco.org/document/217772>

All this needs to be done in light of the available legal and planning tools which would underpin the buffer zone(s), potentially helping to define its extent and make it an actual management tool that planners could use as a reference point.

5. Legal protection

Once heritage places and attributes have been identified, and property boundaries and buffer zone delineated, they all need to be provided with appropriate level of legal protection, if it is not already in place.

While attributes of OUV will need the highest level of legal protection (e.g., applying the Cultural Heritage Act or the Planning and Building Act), other tools could be applied to the protection of the buffer zone. For example, wider use of the 'Kultur-miljø og land-skap av nasjonal interesse' designation could be applied where relevant and allow the county councils to review proposals with regards to their potential impact on World Heritage.⁴⁴ The new Cultural Environment Act, which references World Heritage, is another opportunity to explore new tools for the protection of RMT&C.⁴⁵

6. Integration of World Heritage into the planning system

Work on better defining the attributes of the OUV and revised property and buffer zone boundaries should be done with the involvement of relevant planning officers. This will ensure that the definitions of the attributes (in terms of inventory details and descriptions, and georeferenced map data) are useful for their purposes. Regional, municipal and World Heritage management plans, in particular municipal zoning, should be updated in light of this shared definition of the World Heritage property. Ideally, when each plan is updated a proportionate Strategic Environmental Assessment would accompany it to ensure that all World Heritage considerations were included.

It would also be useful to have coordinated work to define standardised responses to planning requests made regarding certain categories of attributes. This would allow more predictable processes to take place whenever possible.

With regard to the heritage places, work on landscape characterisation (i.e. the relationship between individual and groups of attributes to their surrounding environment) could inform standard approaches on a larger scale. For example, local policies could be developed for different heritage places regarding density, heights, scale, massing of construction, protected view cones and other relevant responses to the heritage to be included in the municipal plans.

The coordination between the planning and heritage officers of relevant institutions should be continued after the establishment of this new definition of the World Heritage property. This would facilitate early communication and resolution of more complex cases that require tailored responses. However, even tailored responses would be formulated within a shared framework of criteria, reducing unsystematic decisions to a minimum.

⁴⁴ Riksantikvaren (2023) *Oversikt over kultur-miljø og land-skap av nasjonal interesse* [online]. Available from: <https://riksantikvaren.no/oversikt-over-kulturmiljo-og-landskap-av-nasjonal-interesse/>

⁴⁵ Klima- og miljødepartementet (2025) *Ny kulturmiljølov. Noregs offentlege utgreiingar 2025: 3* [online]. Available from: <https://www.regjeringen.no/contentassets/d2c15c24d50e4be3a19511a19a2491d2/nn-no/pdfs/nou202520250003000dddpdfs.pdf>

All this would allow some strategic decisions to be taken in advance regarding development and then provide predictable responses to future requests that can be understood by all.

7. Renomination of the World Heritage property

At this stage of work, no assumptions can be made about the need for re-nomination. This will depend on the outcome of the attributes review and the subsequent re-definition of the property and buffer zone boundaries. However, if significant modifications are made (e.g., reduction or reconfiguration of the World Heritage property) then this will require re-nomination.⁴⁶

Should this take place, it is recommended that the opportunity is taken to improve the SOUV, supported by a more focused and structured nomination file. It should express clearly all the elements that make up the copper working system and which ensured its long-term functioning, including recognition of the Sámi (see chapter 3). The entire copper working system would be represented by relevant attributes. While most World Heritage properties find it challenging to work with their SOUV, as it was not originally foreseen that they would need to be used for technical purposes, the above analysis suggests that RMT&C's SOUV is particularly difficult to use as a tool given the complexity of the property.

⁴⁶ UNESCO World Heritage Centre (2024) *Operational Guidelines for the Implementation of the World Heritage Convention* [online]: paragraph 163-165. Available from: <https://whc.unesco.org/en/guidelines/>

The Sámi connection to the World Heritage property

This part of the report looks at the Sámi connection to the World Heritage property of Røros Mining Town and the Circumference (RMT&C). It is noted that when the property was inscribed in 2010 the Sámi were omitted from the Statement of Outstanding Universal Value (SOUV), while Røros' other communities were included. Since then, there has been uncertainty about if and how to integrate Sámi heritage into the World Heritage property.

As shown in chapter 2 of this report, RMT&C would benefit from a more holistic approach to the copper working process, recognizing all the resources needed to sustain the Røros Copper Works in a remote region with a harsh climate. This included the vital provisions supplied by the Sámi people to the mining and copper working communities. Consideration of the impacts of the copper works on the Sámi is also warranted. There is a strong case to be made for a direct link between the Sámi people and OUV (Outstanding Universal Value). Therefore, attributes that convey this need to be identified so that the Sámi connection to the World Heritage property is clarified.

Today there is a clear UNESCO policy framework relating to Indigenous People and World Heritage. Nationally, Norway is beginning to address past injustices experienced by the Sámi people in light of the Truth and Reconciliation Commission's findings. At a local level, there are now municipal strategies in place that focus on Sámi issues, including strengthening awareness of their cultural heritage. This alignment of international, national and local policies makes this an ideal time to resolve the question of the Sámi connection to World Heritage. If RMT&C was nominated today, it would involve the free, prior and informed consent (FPIC) of the Sámi community and recognition of their connection to the site. This chapter concludes with a series of suggested recommendations to integrate these conclusions into all areas of governance and management of the World Heritage property.

3.1 Past approaches

The situation regarding the relationship of the Sámi community to RMT&C is complex. Initially, the focus of the World Heritage property on a specific type of traditional wooden architecture meant that there was no direct connection. However, when work to extend the property began to take a broader view of heritage across the whole cultural landscape, then the issue of how to deal with Sámi heritage and their potential connection to OUV emerged.

In order to draw some conclusions about the situation today and potential steps forward, it is worth understanding how this has been dealt with over time:

- 1980 The original nomination of Røros focused only on the history of the mining town, dating from 1644, and its wooden buildings. The focus on a specific Norwegian typology of heritage meant there was no connection to the Sámi people.
- 1993 Work to renominate Røros as a significantly larger 'industrial landscape' began with an evaluation by ICOMOS Norway. Sámi had been present in the entire area of the Circumference before the copper

works and the proposed extension also included areas of continuing Sámi use. While acknowledging that there were traces of past and present Sámi activity within the Circumference, there was a clear statement that these did not form part of the World Heritage values.⁴⁷

- 2001 An early report to define the proposed new World Heritage property reviewed all cultural heritage in the Circumference. This included a brief reference to the 'Sámi landscape': it was noted that Sámi cultural heritage was present throughout the area and that the Sámi had provided the Røros mining community with access to additional natural resources. However, Sámi heritage was not selected for inclusion in the enlarged World Heritage property.⁴⁸
- 2002 Røros Museum gained a Sámi specialist and drew attention to the fact that the Sámi were not being fully recognized in the renomination process. The Directorate for Cultural Heritage commissioned research from them to explore this issue.⁴⁹
- 2007 In a new phase of work for the expansion of the World Heritage property, the working group concluded in their report that: 'Sami cultural heritage is not presented in this working paper because there is currently no overview of the Sami communities that have had an impact on the mining town.'⁵⁰
- 2007 Later in the same year, Røros Museum delivered their report on the importance of the Sámi and Sámi reindeer husbandry for the Røros community from the time of the copper works onwards.⁵¹
- 2009 The World Heritage nomination file mentioned the Sámi community in various places, drawing on Røros Museum's report (see Box 3.1).⁵²

BOX 3.1: REFERENCES TO THE SÁMI COMMUNITY IN THE 2010 NOMINATION FILE

Criterion (iii)	The mining community developed in collaboration with the few existing farmers and the Sámi 'who already lived and worked in the area' (p.3)
World Heritage property	Among the attributes of Røros Mining Town was Catharina Borchgrevink's house; she was known to be the owner of reindeer which were herded for her by two Sámi (p.12-3)
Buffer zone	The Sámi cultural landscape was described as forming important cultural landscapes in the buffer zone, it was noted that they continue to use areas here for reindeer husbandry (p.23). It was later noted how Sámi reindeer husbandry in the buffer zone supports the property's OUV (p.42)
History	It was noted how, almost simultaneously with the establishment of mining in the area, the existing Sámi population shifted from hunting and fishing to nomadic reindeer husbandry. The Sámi did not work directly in the mines or smelters but did provide transport and engaged in trade to support the mining community. Sometimes they supported the mining community by caring for their reindeer with their own herds, in other cases there were conflicts over land use. Changes to

⁴⁷ ICOMOS Norway (1994) *Evaluation of Røros Bergstad in Norway World Heritage Convention* [online]. ICOMOS Norway, 10.

⁴⁸ Anker, M. L. (2001) *Prosjekt "Avgrensing, vern og forvaltning av verdensarv Røros": sluttrapport* [unpublished document]. Sør-Trøndelag fylkeskommune, 93.

⁴⁹ Sletten, O. (2024) *Samisk historie og kultur i verdensarvinnskrivningen: Presentasjon for styringsgruppa for Regional plan for Røros bergstad og Circumferensen* [unpublished presentation], 5.

⁵⁰ Andresen, K. & Anker, M.L. (2007) *Utvidelse av verdensarvområdet på Røros – Arbeidsnotat fra «omegnsgruppa»* [unpublished report], 7.

⁵¹ Fjellheim, J. (2007) *Det samiske perspektivet i verdensarven Røros* [unpublished document]. Rørosmuseet.

⁵² Norwegian Ministry of the Environment (2009) *Røros Mining Town and the Circumference: Norwegian nomination 2009 for extension of WHS Røros Mining Town. Nomination Dossier* [online], 38. Available from: <https://whc.unesco.org/uploads/nominations/55bis.pdf>

	reindeer husbandry and the associated Sámi lifestyle have occurred over time but they remain active within the Buffer Zone (p.29-30)
Early visitor accounts	Various early accounts of Røros included a reference to the Sámi community, their activities and relationship to the town and mining community (p.33-34)
Cultural features	It was recognized that the Sámi participated in the Røros Fair to trade their products (p.36)
Protective designation	References were made to legislative provisions for protecting Sámi cultural heritage (p.59)
Protective measures	The Sámi Parliament were listed among the institutions who signed a declaration of intent that committed them to protecting the property's OUV (p.62). Their role in matters pertaining to Sámi cultural heritage is also noted (p.63) and as a source of expertise (p.69)
Research	A report was prepared to support the nomination on the 'importance of the Sámi and Sámi reindeer husbandry for the community at Røros throughout the period from the establishment of the copper works to the present time.' (p.83)
Bibliography	Various publications related to the Sámi presence in Røros are referenced (p.84)

- 2009 The management plan attached to the nomination file included a Statement of Intent signed by all relevant municipal, county and national institutions, including the Sámi Parliament. The Statement made two references to the Sámi community, noting their direct connection to the copper works and the need to preserve Sámi cultural landscapes.⁵³
- 2010 When the renominated property was inscribed, the SOUV made no explicit reference to the Sámi community (Box 3.2). It was subsequently reported that 'uncertainties in terms of sources related to the Sámi community's interaction with the mining town and the mining community' led to their omission from the SOUV.⁵⁴

BOX 3.2: REVISIONS TO THE STATEMENT OF OUTSTANDING UNIVERSAL VALUE

When comparing the nomination file with the final SOUV, it can be seen that the original text proposed for criterion (iii) (among other sections) was edited during the final period before inscription.⁵⁵ In the nomination file, after the proposed text for criterion (iii) there was some additional supporting information that gave more details to explain the necessarily short SOUV text (in the table below the supporting information is given in *italics*). The final version of the SOUV seems to have been based on the proposed text in the nomination file but with some insertions taken directly from the supporting information in the nomination file (in the table below these revisions are shown underlined).

⁵³ 'The copper works utilized the resources of the area while at the same time providing an opportunity for miners, farmers and the Sámi to earn money and create a living for themselves and their families;' 'The cultural landscapes – industrial, agrarian and Sámi – shall be preserved and shall be the foundation of living communities;' see the *Statement of Intent* attached to: Norwegian Ministry of the Environment (2009) *Røros Mining Town and the Circumference: Norwegian nomination 2009 for extension of WHS Røros Mining Town. Management Framework and Plans* [online]. Available from: <https://whc.unesco.org/uploads/nominations/55bis.pdf>

⁵⁴ Gjelsvik, E. (ed.) (2016) *Røros:Refleksjoner etter 30 år som verdensarv*. Pax, 16.

⁵⁵ Norwegian Ministry of the Environment (2009) *Røros Mining Town and the Circumference: Norwegian nomination 2009 for extension of WHS Røros Mining Town. Nomination Dossier* [online], 38. Available from: <https://whc.unesco.org/uploads/nominations/55bis.pdf>; UNESCO (2010) *Røros Mining Town and the Circumference* [online]. Available from: <https://whc.unesco.org/en/list/55/>

NOMINATION FILE (2009)	STATEMENT OF OUTSTANDING UNIVERSAL VALUE (as inscribed in 2010)
Criterion (iii): From the time copper ore was found in the mountains at Røros in 1644 and over the ensuing 333 years until the copper works went bankrupt in 1977 a unique culture developed in the remote and sparsely inhabited area. The uniqueness rests in particular on the testimony preserved that shows how technology and people could adapt to the remoteness of the location and climatic extremes in order to extract the valuable copper. <i><u>With German mining technology as a starting point, German, Danish, Swedish and Norwegian immigrants created a mining community under extreme conditions. The community developed in collaboration with the few farmers and the Sámi who already lived and worked in the area. Today there is no mining in the area, but Røros Mining Town and the traces of mining, smelters, transport systems and systems for water management, bear a unique testimony to the adaptation of technology to the requirements of the natural environment and the remoteness of the situation. [...]</u></i>	Criterion (iii): From the time copper ore was found in the mountains at Røros in 1644 until the copper works went bankrupt in 1977, <u>with German mining technology as a starting point, employing German, Danish, Swedish immigrants, and Norwegian nationals, a unique culture developed to extract the valuable copper in a remote and sparsely inhabited area. Today there is no mining in the area, but Røros Mining Town and the traces of mining, smelters, transport, and water management systems bear unique witness to the adaptation of technology to the requirements of the natural environment and the remoteness of the situation.</u>
It is important to understand the implications of this editorial process: • The SOUV mentions Røros' 'unique culture' and the nomination file provides additional information to explain that this culture developed between the various immigrant mining communities and the existing people living in the area, i.e. Norwegian farmers and the Sámi. • The reference to the German, Danish and Swedish immigrants in the nomination file was brought into the SOUV text, explicitly recognising their multicultural contribution to the culture of Røros. • The Norwegian immigrants from the nomination file became 'Norwegian nationals' in the SOUV. This may have been an attempt to group together both the incoming mining community with the farmers who already lived in the area. • The term 'nationals' is perhaps anachronistic in this context as the Røros Copper Works was established by a Danish-Norwegian king before the advent of an independent Norwegian nation. Moreover, the use of 'nationals' here risks strong political implications by establishing a hierarchy of the different communities at Røros. • There is only one community mentioned in the nomination file's supporting information which is <i>not</i> taken into the SOUV: the Sámi community. As the only group whose contribution to the Røros' culture is not recognized, this exclusion is highly problematic.	

2010 The ICOMOS evaluation of the nomination acknowledged that Sámi people had lived in the Røros area in the past but without seeing the need to mention them in the SOUV. There was no reference to their continuing presence, nor an acknowledgement of them as Indigenous People with a connection to the World Heritage property.⁵⁶

⁵⁶ ICOMOS (2010) *Røros Mining Town and the Circumference (Norway) No 55bis* [online]. Available from: <https://whc.unesco.org/document/153757>

- 2012 The World Heritage Management Board was established with the inclusion of a Sámi Parliament representative. However, some Sámi were worried about being 'included in the local management of the Circumference when they were not part of the rationale of the protection purpose.'⁵⁷
- 2014 Research was started in the archives of the Røros Copper Works to identify connections to the Sámi community.⁵⁸
- 2017 The process for preparing the 2019-2023 Management Plan for RMT&C saw Sámi representatives involved, along with other actors.⁵⁹
- 2017 When Røros Museum became officially designated as a World Heritage centre, the heritage interpretation about RMT&C extended to include the connections to the Sámi community.⁶⁰
- 2019 The 2019-2023 Management Plan for RMT&C included a vision for the World Heritage property in 2030, which aspires to achieve recognition of the Sámi community in connection to the World Heritage by that time. Sámi heritage was included in a section on the intangible heritage of the property, arguing that Sámi history has often been hidden and the role of the Sámi community has been neglected in the narrative about the copper works.⁶¹
- 2025 Ongoing research continues to highlight the widespread presence of Sámi cultural heritage throughout the Circumference and that 'Sámi history in Røros is deeply intertwined with the region's mining heritage and cultural landscape.'⁶²

This overview of the way the Sámi connection to RMT&C has been dealt with over time shows how at each phase of work on World Heritage Sámi heritage has been recognized even while there has been uncertainty about if and how to connect it to OUV. It raises a number of points for reflection:

- It is clear that Sámi have been present in the Røros area for a considerable period of time, long before mining started, but there has been a vagueness about how long, what the implications are of this and their connections to the copper works. Some of this can be attributed to political sensitivities. However, there has also been a lack of confidence about what the evidence can demonstrate. This is perhaps due to the primacy often given to written sources and architecture, rather than oral history, archaeology and intangible history which better reflect Sámi history.⁶³

⁵⁷ Ween, G.B. (2012) 'World Heritage and Indigenous rights: Norwegian examples,' *International Journal of Heritage Studies* 18.3, 257-270.

⁵⁸ Rygg, T. (2023) *Arbeid med samisk historie ved Rørosmuseet* [unpublished presentation]. Rørosmuseet.

⁵⁹ Rohde, T. (2021) *Integrating Sámi culture in the narrative of Røros mining town and the Circumference World Heritage, Norway* [online]. Available from: <https://panorama.solutions/en/solution/integrating-sami-culture-narrative-roros-mining-town-and-circumference-world-heritage>

⁶⁰ Rohde, T. (2021) *Integrating Sámi culture in the narrative of Røros mining town and the Circumference World Heritage, Norway* [online]. Available from: <https://panorama.solutions/en/solution/integrating-sami-culture-narrative-roros-mining-town-and-circumference-world-heritage>

⁶¹ Verdensarvrådet Røros bergstad og Circumferensen (2019) *Forvaltningsplan For Verdensarven Røros bergstad og Circumferensen 2019–2023* [online], 23-24. Available from: https://roros.kommune.no/wp-content/uploads/2021/01/Forvaltningsplan-for-verdensarven-R%C3%B8ros-bergstad-og-Circumferensen-2019-2023_.pdf

⁶² Berg, B. (2025) *Sámi cultural heritage: dilemmas for uncovering and management of Sámi history and heritage sites in relation to Røros MT&C* [unpublished presentation]. Sámediggi.

⁶³ Fjellheim, E.M. (2021) 'Through our stories we resist. Decolonial perspectives on south Saami history, indigeneity and rights,' in *Indigenous Knowledges and the Sustainable Development Agenda* ed. by A. Breidlid and R. Krøvel. Routledge, 207-226. Available from: <https://www.taylorfrancis.com/chapters/oa-edit/10.4324/9780367853785-12/stories-resist-eva-maria-fjellheim>

- This lack of confidence has perhaps led to inconsistency in how the Sámi connection is integrated into various management tasks. For example, during renomination, the Statement of Intent recognized Sámi cultural landscapes as part of World Heritage, at the same time that the nomination file did not. There is Sámi representation on the World Heritage management board even while Sámi heritage is not considered an attribute of OUV.
- Analysis of Sámi heritage has been affected by the broader uncertainty about the role the Circumference plays in the World Heritage property, which, confusingly, is both essential to the OUV and yet also forms the buffer zone. The more obvious Sámi heritage places (e.g., reindeer herding areas) are located in the Circumference: just as their heritage has been considered to be physically located on the margins of World Heritage property, so too has their contribution been marginalized from the primary historical narrative about Røros as a mining town.
- Over time, as more research on RMT&C has been carried out, and a more holistic understanding of the entire copper working process has developed, more connections with the Sámi community have emerged. These results have enriched the heritage interpretation presented locally. However, due to the fixed nature of SOUV, this has not been able to influence the officially recognized narrative about World Heritage.

Ultimately, the lack of reference to the Sámi community in the SOUV, which is the official basis for the management of the property, means that their connection remains ambiguous. It continues to be unclear if the Sámi heritage is a part of OUV or not. In this context, the work on clarifying the attributes conveying OUV is key to informing this question: the recent analysis of the copper working process as a whole indicates that the Sámi community contributed resources that were essential to ensuring the survival of Røros Copper Works. It now becomes important to gain consensus on this conclusion and then ensure that recognition of this is integrated into the definition and management of the World Heritage property.

3.2 World Heritage policy and practice

The World Heritage Convention was adopted in 1972 before most of the significant steps within the United Nations were taken to recognize Indigenous People's rights and so the Convention text itself does not make direct reference to these issues.

However, as a UNESCO Convention, World Heritage now draws on a broader policy framework, in which the key reference point is the United Nations's 2007 Declaration of the Rights of Indigenous Peoples (UNDRIP).⁶⁴ Consideration of Indigenous People was a significant motivation for the inclusion of 'communities' as a strategic objective for World Heritage in the same year. These principles began to be incorporated into World Heritage processes in 2011 with Committee Decision 35 COM 12E, which encouraged States Parties to 'respect the rights of indigenous peoples when nominating, managing and reporting on World Heritage sites.' In 2015 the Policy on the Integration of a Sustainable Development Perspective into the Processes of the World Heritage Convention was adopted by the General Assembly of the States Parties to the World Heritage

⁶⁴ United Nations (2007) *United Nations Declaration on the Rights of Indigenous Peoples* [online]. Available from: <https://social.desa.un.org/issues/indigenous-peoples/united-nations-declaration-on-the-rights-of-indigenous-peoples>

Convention and this included a section on the ‘Respecting, consulting and involving indigenous peoples and local communities.’⁶⁵

The next significant milestone was the 2017 UNESCO Policy on Engaging with Indigenous Peoples.⁶⁶ In parallel, the three UN mechanisms specifically dedicated to promoting Indigenous People’s rights all called for reforms in the way the World Heritage Convention was applied so that it aligned with UNDRIP. This led to the institution of International Indigenous Peoples’ Forum on World Heritage (IIPFWH) in 2017.⁶⁷

As a result of all this, references to Indigenous People have been integrated throughout the Operational Guidelines since 2015⁶⁸ and included in other policy and guidance documents when they are drafted (Box 3). Recommended best practice for World Heritage includes Indigenous People in all World Heritage processes, with free, prior and informed consent (FPIC) before nomination. It also encourages synergies with other relevant UNESCO conventions and programmes, such as the International Decade of Indigenous Languages.⁶⁹

When Røros was originally inscribed as World Heritage in 1980, it was before these considerations had been included in World Heritage processes. However, current management of the property, along with any future adjustments to it, do need to take full consideration of this policy context.

BOX 3.3: INDIGENOUS PEOPLE IN WORLD HERITAGE GUIDANCE AND POLICY

The following are selected extracts on the subject of Indigenous Peoples’ inclusion in World Heritage from two key official documents: the Operational Guidelines for the Implementation of the World Heritage Convention and the Policy on the Integration of a Sustainable Development Perspective into the Processes of the World Heritage Convention. These show how Indigenous People are to be included in all World Heritage processes from the earliest stages of consideration of nominations and throughout the long-term management of properties.

OPERATIONAL GUIDELINES (2024)

12. States Parties to the *Convention* are encouraged to adopt a human-rights based approach, and **ensure** gender-balanced **participation** of a wide variety of stakeholders and rights-holders, including site managers, local and regional governments, local communities, **indigenous peoples**, non-governmental organizations (NGOs) and other interested parties and partners in the identification, nomination, management and protection processes of World Heritage properties.

14bis. States Parties are encouraged to mainstream into their programmes and activities related to the *World Heritage Convention* the principles of the relevant policies adopted by the World Heritage Committee, the General Assembly of States Parties to the *Convention* and the UNESCO Governing Bodies, such as the Policy Document for the Integration of a Sustainable Development Perspective into the Processes of the *World Heritage Convention* and the **UNESCO policy on engaging with indigenous peoples**, as well as other related policies and documents, including the 2030 Agenda for Sustainable Development and international human rights standards.

⁶⁵ UNESCO World Heritage Centre (2016) *Policy on the Integration of a Sustainable Development Perspective into the Processes of the World Heritage Convention* [online]. Available from: <https://whc.unesco.org/en/sustainabledevelopment/>

⁶⁶ UNESCO (2018) *UNESCO Policy on Engaging with Indigenous Peoples* [online]. Available from: <https://unesdoc.unesco.org/ark:/48223/pf0000262748>

⁶⁷ IIPFWH (2017) *International Indigenous Peoples’ Forum on World Heritage* [online]. Available from: <https://iipfwh.org/>

⁶⁸ UNESCO World Heritage Centre (2016) *Operational Guidelines for the Implementation of the World Heritage Convention* [online]. Available from: <https://whc.unesco.org/en/guidelines/>

⁶⁹ UNESCO (2024) *Languages, cultures, knowledge: UNESCO’s action for Indigenous Peoples* [online]. Available at: <https://unesdoc.unesco.org/ark:/48223/pf0000392089>

40. Partners in the protection and conservation of World Heritage can be those individuals and other stakeholders, especially local communities, **indigenous peoples**, governmental, non-governmental and private organizations and owners who have an interest and involvement in the conservation and management of a World Heritage property.

64. States Parties are encouraged to **prepare their Tentative Lists with** the full, effective and gender-balanced participation of a wide variety of stakeholders and rights-holders, including site managers, local and regional governments, local communities, **indigenous peoples**, NGOs and other interested parties and partners. **In the case of sites affecting the lands, territories or resources of indigenous peoples, States Parties shall consult and cooperate in good faith with the indigenous peoples concerned through their own representative institutions in order to obtain their free, prior and informed consent before including the sites on their Tentative List.**

111. In recognizing the diversity mentioned above, common elements of an effective management system could include: a **thorough shared understanding of the property**, its universal, national and local values and its socio-ecological context by all stakeholders, including local communities and **indigenous peoples** [...]

117. States Parties are responsible for implementing effective **management activities** for a World Heritage property. States Parties should do so **in close collaboration with** property managers, the agency with management authority and other partners, local communities and **indigenous peoples**, rights-holders and stakeholders in property management, by developing, when appropriate, equitable governance arrangements, collaborative management systems and redress mechanisms.

119. World Heritage properties may sustain biological and **cultural diversity** and provide ecosystem services and other benefits, which may contribute to environmental and cultural sustainability. Properties may support a variety of ongoing and proposed uses that are ecologically and culturally sustainable and which may enhance the **quality of life and well-being** of communities concerned. The State Party and its partners must ensure their use is equitable and fully respects the Outstanding Universal Value of the property. For some properties, human use would not be appropriate. Legislation, policies and strategies affecting World Heritage properties should ensure the protection of the Outstanding Universal Value, support the wider conservation of natural and cultural heritage, and **promote and encourage the effective, inclusive and equitable participation of** the communities, **indigenous peoples** and other stakeholders concerned with the property as necessary conditions to its sustainable protection, conservation, management and presentation.

123. Effective and inclusive **participation in the nomination process of** local communities, **indigenous peoples**, governmental, non-governmental and private organizations and other stakeholders is essential to enable them to have a shared responsibility with the State Party in the maintenance of the property. [...] They are also encouraged to prepare nominations with the widest possible participation of stakeholders and shall demonstrate, as appropriate, that the **free, prior and informed consent of indigenous peoples** has been obtained, through, inter alia, making the nominations publicly available in appropriate languages and public consultations and hearings. [...]

214bis. States Parties are encouraged to develop educational and **capacity building programmes** that harness the reciprocal benefits of the *Convention* for heritage and society. The programmes may be based on innovation and local entrepreneurship, and aimed in particular at medium/small/micro scale levels, to promote sustainable and inclusive economic benefits for local communities and **indigenous peoples** and [...] foster local cultural and creative industries and safeguarding intangible heritage associated with World Heritage properties.

215. [...] States Parties are also encouraged to make resources available to undertake research, since knowledge and understanding are fundamental to the identification, management, and monitoring of World Heritage properties. States Parties are encouraged to support **scientific studies and research methodologies, including traditional and indigenous knowledge held by** local communities and **indigenous peoples**, with all necessary consent. Such studies and research are aimed at demonstrating the contribution that the conservation and management of World Heritage properties, their buffer zones and wider setting make to sustainable development, such as in conflict prevention and resolution, including, where relevant, by drawing on traditional ways of dispute resolution that may exist within communities.

SUSTAINABLE DEVELOPMENT POLICY (2015)

9. [...] States Parties should therefore review and reinforce governance frameworks within management systems of World Heritage properties in order to achieve the appropriate balance, integration and harmonization between the protection of OUV and the pursuit of sustainable development objectives. This will include the full respect and participation of all stakeholders and rights holders, including **indigenous peoples** and local communities, the setting up of effective inter-institutional coordination mechanisms and provisions for the systematic assessment of environmental, social, and economic impacts of all proposed developments, as well as effective monitoring through continuity in data collection against agreed indicators.

17. The World Heritage Convention in Article 5 calls upon States Parties to “adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community”. States Parties should recognise that inclusive social development is at the heart of the implementation of this provision of the Convention. States Parties should further recognise that full inclusion, respect and equity of all stakeholders, including local and concerned communities and **indigenous peoples**, together with a commitment to gender equality, are a fundamental premise for inclusive social development. Enhancing quality of life and well-being in and around World Heritage properties is essential, taking into account communities who might not visit or reside in or near properties but are still stakeholders. Inclusive social development must be underpinned by inclusive governance.

Respecting, consulting and **involving indigenous peoples** and local communities

21. The World Heritage Convention includes, as one of its strategic objectives (the fifth 'C') “to enhance the role of communities in (its) implementation” (Decision 31 COM 13B). The World Heritage Committee **specifically encourages the effective and equitable involvement and participation of indigenous peoples** and local communities in decision-making, monitoring and evaluation of World Heritage properties and the respect of indigenous peoples’ rights in nominating, managing and reporting on World Heritage properties in their own territories (Decision 35 COM 12E). **Recognising rights and fully involving indigenous peoples** and local communities, in line with international standards is at the heart of sustainable development.

22. To fulfil this strategic objective of the Convention and ensure policy coherence for sustainable development, States Parties should:

- i. Develop relevant **standards, guidance and operational mechanisms for indigenous peoples** and local community **involvement** in World Heritage processes;
- ii. Ensure adequate **consultations**, the **free, prior and informed consent** and equitable and effective **participation of indigenous peoples** where World Heritage nomination, management and policy measures affect their territories, lands, resources and ways of life;
- iii. Actively **promote indigenous** and local initiatives to develop equitable **governance arrangements, collaborative management systems and**, when appropriate, **redress mechanisms**;
- iv. Support appropriate activities contributing to the building of a sense of **shared responsibility for heritage among indigenous people** and local communities, by **recognizing both universal and local values** within management systems for World Heritage properties.

While the above information summarizes the aspirations for World Heritage, it should be recognized that in practice there are still many failings in the way in which Indigenous People are treated with regard to World Heritage.⁷⁰ Although there have been extreme cases where the rights of Indigenous People have been ignored and they forcibly removed from their lands, very often World Heritage has supported injustice in less evident but still harmful ways:

...in the vast majority of World Heritage sites traditionally owned, inhabited or used by indigenous peoples, the OUV does not encompass indigenous cultural values, and in many cases the OUV Statements adopted by the WHC do not even mention the existence of the indigenous peoples. What

⁷⁰ For example: Disko, S. (2015) ‘Indigenous Peoples’ Rights and the World Heritage Convention,’ in *A Companion to Heritage Studies* ed. by W. Logan, M.N. Craith and U. Kockel. Wiley, 355-372; Disko, S. and Tugendhat H. (2015) *World Heritage Sites and Indigenous Peoples’ Rights*. Routledge. Available from: <https://iipfwh.org/wp-content/uploads/2018/07/IWGIA-World-Heritage-Sites-and-Indigenous-Peoples-Rights.pdf>; IWGIA & Forest Peoples Programme (2015) *Promotion and protection of the rights of Indigenous peoples with respect to their cultural heritage in the context of the implementation of UNESCO’s World Heritage Convention* [unpublished document]. Available from: <https://www.ohchr.org/Documents/Issues/IPeoples/EMRIP/CulturalHeritage/IWGIA.pdf>; Disko, S. (2017) ‘Indigenous cultural heritage in the implementation of the World Heritage Convention: opportunities, obstacles and challenges,’ in *Indigenous Peoples’ Cultural Heritage* ed by. Xanthaki, A. et al. Brill, 39-77; Disko, S. and Ooft, M. (2018) ‘The World Heritage and Sustainable Development Policy – a turning point for indigenous peoples?’ in ed. by P.B. Larsen and W. Logan. Routledge, 101-119; Pocock, C. and Lilley, I. (2018) ‘Who Benefits? World Heritage and Indigenous People,’ *Heritage and Society* 10.2, 171-190; Vrdoljak, A.F. (2018) ‘Indigenous Peoples, World Heritage, and Human Rights,’ *International Journal of Cultural Property* 25.3, 245-281; IWGIA (2022) *Indigenous Peoples’ Rights and UNESCO World Heritage Sites: Submission to the UN Special Rapporteur on the Rights of Indigenous Peoples* [online]. Available from: <https://iwgia.org/en/global-governance-cat/4721-unsrrip-77unga-protectedareas.html>; Fogarty, I. (2022) ‘Coloniality, natural World Heritage and Indigenous Peoples: a critical analysis of World Heritage cultural governance,’ in *50 Years World Heritage Convention: shared responsibility – conflict and reconciliation* ed. by Albert, M.T. et al. eds). Springer, 43-56.

is more, in some OUV Statements the indigenous peoples are identified as current or potential threats to the OUV. The OUV of those sites therefore not only does not coincide with the indigenous heritage values, but conflicts with them in significant ways and may even be harmful to their protection.⁷¹

Despite the many serious difficulties facing many Indigenous communities there are positive signs of change. Management practice on the ground continues to evolve and through the active involvement of Indigenous People there are a number of positive cases that now point the way forward (Box 3.4).

BOX 3.4: INDIGENOUS PEOPLE IN WORLD HERITAGE PRACTICE

The following are selected case studies relating to Indigenous Peoples' inclusion in World Heritage management. They include examples of problematic early inscriptions through to current nominations applying relevant principles. Together they reflect some of the challenges that have been faced at properties over time but also the range of solutions that have been identified. These could provide inspiration for strategies to be adopted and adapted to the situation at RMT&C.

CASE STUDIES

Canada, 1983

WOOD BUFFALO NATIONAL PARK

(vii) (ix) (x)

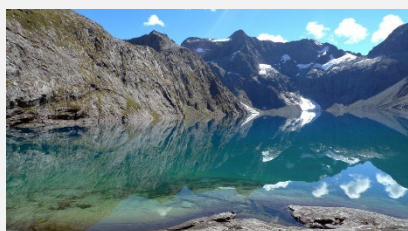


This property is the traditional territory of the Dene, Cree, and Métis; it was listed in 1983 without the involvement of the First Nations. In 2015 there was a need to analyse the SOUV and identify its attributes for use in an SEA and First Nations partners were involved in this process. Although it was decided that the SOUV could not be changed, Indigenous knowledge was gathered on the attributes. Their views were also reflected in the 'desired outcomes' defined for each attribute category in an Action Plan created to better protect and manage the property. There is now a joint monitoring committee who are monitoring the attributes and much of the data gathering for this is done by the community themselves on the basis of Indigenous knowledge.⁷²

⁷¹ Disko, S. (2017) 'Indigenous cultural heritage in the implementation of the World Heritage Convention: opportunities, obstacles and challenges,' in *Indigenous Peoples' Cultural Heritage* ed by. Xanthaki, A. et al. Brill, 56.

⁷² Parks Canada (2019) *Wood Buffalo National Park World Heritage Site Action Plan* [online]. Available from: <https://parks.canada.ca/pn-np/nt/woodbuffalo/info/action>

Aotearoa New Zealand, 1990
**TE WĀHIPOUNAMU –
 SOUTH WEST NEW ZEALAND**
 (vii) (viii) (ix) (x)



The property was inscribed for natural values only but when the retrospective SOUV was submitted, it was an opportunity to acknowledge Ngāi Tahu's customary authority. In particular, the SOUV noted that 'while there is little permanent physical evidence of past human interaction with the natural environment, tangata whenua (the indigenous people who have customary authority in a place) have long associations with the area.' Management is based on the principles of the Treaty of Waitangi, the document guaranteeing Māori rights. This obliges the Department of Conservation to partner with the tribal authority. Conservation management strategies specify desired outcomes that include both protection of OUV, as well as the implementation of the Waitangi principles. Although there have been challenges in applying the treaty's principles to the property's management, it provides a framework in which conflicts can be expressed and resolutions sought.⁷³

Australia (1992)
K'GARI (FRASER ISLAND)
 (vii) (viii) (ix)



The property was listed for its natural values, without the Butchulla First Nations people's knowledge or recognition of their traditional ownership and management. In recent years, work with the community highlighted the need for the traditional name to be restored (renaming it from Fraser Island to K'gari). The Butchulla people are now represented in governance mechanisms and actively participate in a range of management activities, such as drawing on their traditional knowledge for the climate change adaptation plan.⁷⁴ A renomination as a cultural landscape is being considered in order to recognize the Butchulla people. This would also allow the SOUV to be updated and to recognize their long-standing traditional management.

⁷³ IUCN (2023) *Te Wahipounamu – South West New Zealand 2020 Conservation Outlook* [online]. Available from: <https://worldheritageoutlook.iucn.org/explore-sites/te-wahipounamu-south-west-new-zealand>

⁷⁴ IUCN (2020) *K'gari (Fraser Island) 2020 Conservation Outlook* [online]. Available from: <https://worldheritageoutlook.iucn.org/explore-sites/kgari-fraser-island>; Climate Systems Hub (2021) *Developing an Indigenous co-designed adaptation plan for K'gari World Heritage Area* [online]. Available from: <https://nosp2climate.com.au/resource/developing-an-indigenous-co-designed-adaptation-plan-for-kgari-world-heritage-area/>

Chile, 1995

RAPA NUI NATIONAL PARK

(i) (iii) (v)



Chile's first World Heritage property was originally managed by national institutions, which did not fully address the interlinked nature-culture conservation needs, nor the cultural identity of Rapa Nui's Indigenous community, which was distanced from their heritage as a result. In 2017 the Ma'u Henua community was given administration of the park, enabling them to apply their traditional knowledge to protecting the heritage. This also provides an important context for the transmission of traditional knowledge from elders to the younger generation.⁷⁵

Sweden, 1996

LAPONIAN AREA

(iii) (v) (vii) (viii) (ix)



Made up of four national parks and two nature reserves, this property has been shaped over generations by its use by Sámi people as summer grazing for their reindeer. Following problems arising from a non-participatory nomination process, changes to the management system in 2012 led to the development of a participatory management plan, integrating both Sámi and non-Sámi working methods, allowing greater representation of the Sámi community and adopting consensus-based decision-making.⁷⁶

Canada, 2018

PIMACHIOWIN AKI

(iii) (vi) (ix)



The property forms part of the ancestral home of the Anishinaabeg. The nomination partners were the four First Nations communities who live there and two provincial governments. Their identification of cultural attributes was based on the First Nations' knowledge and use of the landscape, which was mapped and inserted within a land-use planning system. Attribute categories include traditional activity areas (harvesting, processing, trapping areas, etc.), archaeological sites, routes, waterways, ecosystems, etc. These are now the focus of management and conservation efforts.⁷⁷

⁷⁵ Comunidad Indígena Ma'u Henua (2020) *Recovering the administration of ancestral land: the establishment of the Indigenous Community Ma'u Henua, stewards of Rapa Nui National Park, Chile* [online]. Available from:

<https://panorama.solutions/en/solution/recovering-administration-ancestral-land-establishment-indigenous-community-mau-henua>

⁷⁶ Jonsson, Å.N. (2021) *Laponiatjuottjudus: a participatory management system in the Laponian Area World Heritage, Sweden* [online]. Available from: <https://panorama.solutions/en/solution/laponiatjuottjudus-participatory-management-system-laponian-area-world-heritage-sweden>

⁷⁷ Pimachiowin Aki Corporation (2024) *Land Management Plans* [online]. Available from: <https://pimaki.ca/resources/>

Canada, 2023
TR'ONDĚK-KLONDIKE
 (iv)



An early framing of the draft SOUV focused on the Klondike gold rush. Following a long participatory nomination process, the SOUV was re-written to highlight the effect of the gold rush on the Tr'ondëk Hwëch'in First Nation and their ancestral lands. It recognizes their dispossession caused by the colonial invasion, as well as their adaptation to it. The nomination process was able to draw on community knowledge in, for example, identifying attributes. Elders described past use patterns in the area, such as fishing areas, and archaeological sites could then be identified. This has allowed strong evidence of the Indigenous People's connection to the land to be shown both through strong oral histories, as well as in the archaeological record.

Australia (Tentative List)
AUSTRALIAN CORNISH MINING SITES:
BURRA AND MOONTA
 (ii) (iii) (iv)



The central theme of the draft SOUV is the transmission of Cornish mining expertise to Australia. However, a FPIC process with the First Nations communities has resulted in the SOUV acknowledging that the mining areas are on traditional lands of the Ngadjuri and Narungga people, whose ways of life were 'irrevocably changed' by mining. Although the attributes of OUV are all related to mining and there are no specific Indigenous attributes, there are discussions under way about how to include other heritage values in future management and heritage interpretation activities.

3.3 National context

Consideration of the Sámi connection to the World Heritage property cannot only be seen from an international perspective but also needs to be situated in its the national context. Of particular importance is the work of the Truth and Reconciliation Commission regarding the injustice done to the Sámi, Kven and Forest Finns. Their findings have wide-ranging implications for all areas of national life but are particularly resonant given the repeated references to historical events in the Røros area.⁷⁸ Most relevant to this report is the fact that Røros is cited as an example of the Sámi being displaced from their traditional reindeer grazing

⁷⁸ Sannhets- og forsoningskommisjonen (2023) *Sannhet og forsoning – grunnlag for et oppgjør med fornorskingspolitikk og urett mot samer, kvener/norskfinner og skogfinner. Rapport til Stortinget* [online]. Available from: <https://www.stortinget.no/globalassets/pdf/sannhets--og-forsoningskommisjonen/rapport-til-stortinget-fra-sannhets--og-forsoningskommisjonen.pdf>

areas when the copper works were established, showing the direct connection of these issues to the World Heritage property.⁷⁹

The Truth and Reconciliation Commission's report ends with a call to action to achieve a more reconciled and equitable society. RMT&C, as a World Heritage property, has the potential to contribute to several, if not all of the pillars on which the reconciliation process will be based, in particular, the pillars related to knowledge, language and culture. Multiple proposed measures aim to increase understanding of Sámi history, by identifying cultural heritage sites, carrying out research and promoting cultural expressions.

Røros is already particularly aligned with these efforts as it has already become a municipal area for Sámi language and culture. Its plan is to strengthen development and preservation of Sami language and culture in all areas, including Sámi heritage found within the World Heritage property, thanks to collaboration with Røros Museum.⁸⁰ Other municipal plans are aligned with this approach, including the Municipal Sub-Plan for Culture 2017-2029 and the Cultural Heritage Plan 2020-2024, which include an emphasis on increasing knowledge and promoting understanding of Sámi culture, language and history, including in relation to World Heritage.⁸¹

3.4 Conclusions and recommendations

'A long-term ambition for the World Heritage area should be to have the inscription text changed so that the Sámi also have a place in the World Heritage narrative. The Sámi were in the Røros region before the copper works was established, they contributed to the maintenance of the mining community, they survived 333 years of mining and natural destruction, and they also managed to develop reindeer herding despite the resistance represented by legislation and the Norwegianization policy. It is a story that deserves to be heard.'⁸²

Chapter 2 of this report recommended taking a more holistic approach to RMT&C as a copper working landscape. This requires looking at all the processes that allowed the mining community to survive in extreme conditions. Just as farming was an essential part of the copper working system, so too was the vital support brought by the Sámi people in terms of provisions for the mining community, thanks in particular to their tradition of reindeer husbandry. Research is also continuing to show other ways in which the diverse communities around Røros were interconnected. Therefore, there is a strong case showing a direct connection between the Sámi community and OUV.

⁷⁹ Sannhets- og forsoningskommisjonen (2023) *Sannhet og forsoning – grunnlag for et oppgjør med fornorskingspolitikk og urett mot samer, kvener/norskfinner og skogfinner. Rapport til Stortinget* [online], 165.

⁸⁰ Røros kommune (2020) *Utviklingsplan for Røros kommune som del av samisk forvaltningsområde for språk og kultur 2020-2029* [unpublished document]. Available from: <https://roros.kommune.no/samisk-sprak-og-kultur/>

⁸¹ Røros kommune (2017) *Med kultur for kultur: Kommunedelplan for kultur 2017-2029* [unpublished document]; Røros kommune (2020) *Kulturminneplan for Røros kommune 2020-2024* [online]. Both available from: <https://roros.kommune.no/politikk/planer-og-okonomi/>

⁸² Gjelsvik, E. (2016) 'En verdensarv uten samisk innhold,' *Arbeidets Rett* (18 November 2016), 26-27. See also Gjelsvik, E. (2017) 'En verdensarv uten samisk innhold,' *Fjell-Folk* 42, 32-40.

On the basis of this conclusion, it is therefore recommended that the Sámi contribution to the World Heritage property is acknowledged. The selection of heritage for inclusion in OUV often establishes a perception that what is included is more valuable than what is not. This omission of Sámi heritage from the SOUV is particularly significant because it was part of the broader pattern of the suppression of Sámi culture in favour of Norwegian culture. Proactive response is needed to challenge this and ensure an equitable recognition of both Sámi and Norwegians, among other communities, in the history of Røros Copper Works and its cultural landscape.

There is also a responsibility to address past omissions in the interpretation of the heritage place and recognize how the copper works had – and continue to have as heritage – an impact on the Sámi community. The World Heritage inscription celebrated the establishment of the Circumference, without any reference to the way this took land from the Sámi and the environmental devastation it caused, echoing the historic marginalisation of the Sámi from the cultural landscape. Instead of World Heritage bringing positive benefits to the Sámi community at Røros, it should be recognized that:

For many local Sámi, the establishment of the Røros Circumference [as World Heritage] was unsettling. They argued that Røros was a reindeer herding area long before the copper mines were established. In their eyes, the mining in its time had served to banish the Sámi from what had been their areas. The historical revision involved in making the Circumference an exclusive mining landscape was also painful because the Sámi in this area already have suffered the loss of land in previous historical revisions.⁸³

On this basis, and in light of the international and national policies relating to the inclusion of Indigenous People in World Heritage, a new approach is needed that recognizes the Sámi connection to RMT&C. Such an approach will need to be integrated throughout the management processes for the property and the following recommendations are offered for consideration:

1. Sámi participation

‘Nothing about us, without us.’ No work for the Sámi community should be done without their free, prior and informed consent (FPIC). All of the following recommendations should only be taken forward with their express agreement and participation. It may be necessary to provide financial support so that the cost of participation does not fall on the Sámi community.

2. Sámi language

Language is also cultural heritage and the Southern Sámi language is seriously endangered. Whenever possible activities and information related to the World Heritage property should be carried out in both Sámi and Norwegian languages.

⁸³ Ween, G.B. (2012) ‘World Heritage and Indigenous rights: Norwegian examples’, *International Journal of Heritage Studies* 18:3, 264.

3. Place name

Place names are also cultural heritage; the World Heritage property could be renamed so that it reflects both Sámi and Norwegian place names. Examples of name changes to recognize toponyms in Indigenous or national languages include the renaming of: 'K'gari (Fraser Island)' in Australia; 'SGaang Gwaii (Anthony Island)' in Canada; and 'Brú na Bóinne' in Ireland.

4. Network building

There are a range of experiences at World Heritage properties to learn from, including but not limited to those mentioned in Box 4. Study visits and exchanges would offer insights into possible ways forward. In particular, the Laponian Area would offer ideas of what collaborative Sámi heritage management might look like; Tr'ondëk-Klondike could provide examples of how to acknowledge the impact of mining heritage on Indigenous Peoples. Other strategic input could also be gained from the International Indigenous Peoples' Forum on World Heritage (IIPFWH).

5. Heritage values and attributes

As part of current work to analyse RMT&C as a holistic copper working landscape, the contribution of the Sámi community needs to be better understood through targeted research. The pre-existing Sámi cultural landscape should also be researched and characterised, using Sámi categories to understand the landscape, rather than Western heritage typologies. The impacts of copper working on that landscape and on Sámi society should also be acknowledged and examined. Attributes conveying Sámi heritage values should all be identified and then reviewed to see which convey OUV. Research on this should be carried out in line with the cultural heritage policy of the Sámi Parliament.⁸⁴

6. Boundaries

The identified Sámi attributes should all be mapped and taken into consideration when reviewing the boundaries of the World Heritage property and its buffer zone. Their legal protection and inclusion in various land planning tools should also be reviewed and guaranteed.

7. Statement of Outstanding Universal Value

The SOUV needs to be updated to include the omitted Sámi contribution to RMT&C. Reflection is required to see if this is an appropriate context in which to acknowledge the impact of copper working on the Sámi community.

8. Governance and management review

Indigenous People are considered rights-holders in relation to their traditional lands and cultural heritage. Working with rights-holders is different from working with stakeholders, as they are not equal. Decision-

⁸⁴ Sámediggi (2021) *Áimmahuššan: Sametingsmelding om samisk kulturminnevern* [online]. Available from: <https://sametinget.no/kulturminne-og-bygningsvern/aimmahussan-sametingsmelding-om-samisk-kulturminnevern/>

making processes and management practices should be reviewed to see if and where the Sámi community should be more involved in the World Heritage property.

9. Benefit sharing

The Sámi community should share in the benefits that derive from World Heritage status, including sustainable development opportunities. This should include any sources of funding that are made available to support the protection and conservation of World Heritage, such as supporting reindeer husbandry in a similar way to that provided for traditional agriculture in World Heritage properties.

10. Renomination of the World Heritage property

Some of the recommendations made above would require the World Heritage property to be renominated. In this case, the Sámi community should be fully involved in the process with free, prior and informed consent (FPIC).

Potential approaches to the future of the World Heritage property

This final chapter of the report aims to help the site management team identify a roadmap for their next steps forward. In light of the suggested recommendations, there are two main options which could be taken:

- 1) improvements to the existing management system, which would mainly take place within the national context;
- 2) a re-nomination of the property in order to make more substantive changes approved by the World Heritage Committee.

Some of the recommendations made above would require RMT&C to be re-nominated as World Heritage if they were taken forward. In particular, if it was decided to make a significant boundary modification (e.g., reducing or reconfiguring the World Heritage property and its buffer zone), or to request changes to the Statement of Outstanding Universal Value. However, it is acknowledged that re-nomination is a lengthy process requiring significant intellectual and financial resources. It is not taken for granted that this is not possible, so some recommendations could be taken forward independently, when possible, in order to improve the property's management within the national system. This would allow a better understanding of the attributes that need protection and management, as well as allowing greater recognition of the Sámi community.

However, it should be noted that improvements to the national system alone would not fully allow the overall configuration of the property to be changed, nor for the Sámi contribution to be fully acknowledged in the World Heritage context. In light of this, the final recommendation of this report would be for a new nomination and a new chapter in the management of Røros Mining Town and the Circumference.

BOX 4.1: OPTIONS FOR MOVING FORWARD

The recommendations made above (2.5 and 3.4) could be implemented in different ways. Most of them could be used to make improvements to the management system within its national and local context. In some cases, these improvements would be limited by the fact that they would not be recognized within the World Heritage system. In the case of a new nomination of RMT&C, they could all be carried out as part of the nomination process.

RECOMMENDATIONS	OPTION 1: IMPROVEMENTS TO EXISTING WH PROPERTY	OPTION 2: NEW NOMINATION
Inventory of heritage places and attributes	✓	✓
Landscape characterisation	✓	✓
Update of the SOUV		✓
Significant boundary modification		✓
Significant buffer zone modification		✓
Legal protection	✓	✓
Integration of WH into the planning system	✓	✓
Sámi participation	✓	✓
Sámi language	✓	✓
Modification of the WH property's name	✓	✓
Network building	✓	✓
Sámi heritage research	✓	✓
Review of the Sámi role in governance and management	✓	✓
Benefit sharing	✓	✓

Further details for each option are provided in the boxes below.

BOX 4.2: IMPROVEMENTS TO THE NATIONAL HERITAGE MANAGEMENT SYSTEM

The following suggested actions do not require the renomination of RMT&C but could be carried out to make improvements to the management system. It should be noted that each action could be taken forward independently of the others and they are not necessarily dependent on each other.

IMPROVEMENTS TO THE NATIONAL MANAGEMENT SYSTEM

Many of the recommendations provided above could be implemented nationally.

The overall system of copper working heritage would be defined by the heritage management team and then managed accordingly. This would not necessarily correspond to the World Heritage property.

It is noted that other heritage designations or mechanisms would need to be identified for all non-World Heritage attributes to ensure a solid basis for their consideration in planning processes.

Steps:

- The heritage management team defines the overall ensemble of heritage places and attributes.
- A governance and management review identifies opportunities for more participatory practice.
- National mechanisms are used for the protection and management of all heritage attributes, without necessarily relying on World Heritage status.
- Heritage interpretation addresses the whole copper working process and acknowledges the Sámi contribution, as well as the impacts on the Sámi community.
- Reporting and other statutory processes for World Heritage would focus on the relevant attributes of OUV.

MODIFICATION TO THE NAME OF THE WORLD HERITAGE PROPERTY

State Parties can request that the name of a World Heritage party is changed, so long as it is justified.

See: Operational Guidelines paragraph 167

Steps:

- The State Party sends a justified request to the World Heritage Centre at least three months before a Committee meeting.

MINOR MODIFICATION TO THE BOUNDARIES

A minor modification is considered to be 'one which does not have a significant impact on the extent of the property nor affects its Outstanding Universal Value.' A request to change it is sent to the World Heritage Centre with appropriate justification required.

Any modification to the buffer zone is also considered a minor boundary modification.

See: Operational Guidelines paragraphs 107; 163-164; Annex 11

Steps:

- Minor changes to the boundaries are identified by the management team to incorporate attributes that are currently located just outside the property.
- [Annex 11 of the Operational Guidelines](#) is used to send the request to the World Heritage Centre by 1 February of any year.
- The Advisory Bodies will evaluate the modification and advise the Committee.
- At the next Committee session, a decision is taken to modify the boundaries (or not) – or to request the process for a significant modification.

BOX 4.3: RE-NOMINATION AS WORLD HERITAGE

This option would allow all the recommendations made above to be taken as part of a participatory nomination process.

The nomination process for World Heritage has been updated and a new procedure is currently being introduced, it would apply to RMT&C should the decision to renominate be made. The necessary phases of work are outlined below in order but for any clarifications on this statutory process, please refer to the Operational Guidelines and/or to the National Focal Point.

1. UPSTREAM PROCESS

This is an optional phase at the earliest stages of considering nomination where advice and guidance can be obtained from the World Heritage Centre. While largely desk-based with online meetings, there is the option for a site visit, if necessary.

See: Operational Guidelines paragraph 121

Steps:

- [Annex 15 of the Operational Guidelines](#) sent as a request to the World Heritage Centre.
- Guidance obtained from the World Heritage Centre (and the Advisory Bodies if necessary).
- A short feasibility study might be useful depending on their advice.

2. TENTATIVE LIST

Before nomination, the site needs to be placed on the Tentative List.

In addition to the need to consult with rights-holders and stakeholders, it should be noted that 'In the case of sites affecting the lands, territories or resources of indigenous peoples, States Parties shall consult and cooperate in good faith with the indigenous peoples concerned through their own representative institutions in order to obtain their free, prior and informed consent before including the sites on their Tentative List.'

See: Operational Guidelines paragraphs 62-76, 165

Steps:

- Consultation with rights-holders and relevant stakeholders.
- FPIC process with Indigenous People.
- [Annex 2a of the Operational Guidelines](#) is sent as an update to the Tentative List to the World Heritage Centre at least a year before a Preliminary Assessment is submitted.

3. PRELIMINARY ASSESSMENT

This is a new, early phase of the nomination process which is designed to ensure that States Parties do not go through lengthy and costly nominations which are unlikely to succeed. The only time that the Preliminary Assessment is not applied is when a Committee Decision explicitly encourages a significant boundary modification without modifications to criteria. RMT&C should therefore expect to carry out this assessment, unless otherwise advised by the World Heritage Centre.

See: Operational Guidelines paragraph 122

Steps:

- The appropriate involvement of rights-holders and relevant stakeholders should begin at this early stage.
- [Annex 3 of the Operational Guidelines](#) is completed and submitted by 15 September of any year.
- The Advisory Bodies may request additional information.
- The Advisory Bodies send a Preliminary Assessment Report, advising if the nomination should proceed, by 1 October of the following year.

4. SUBMISSION OF THE NOMINATION

At least 12 months must pass between the receiving the Preliminary Assessment Report and submitting the nomination. A full nomination dossier should be prepared and it is considered essential that there is the effective and inclusive participation of local communities, Indigenous Peoples, governmental, non-governmental and private organizations and other stakeholders.

See: Operational Guidelines paragraphs 129-133; Annexes 5, 10

Steps:

- Participation of rights-holders and relevant stakeholders throughout this process.
- [Annex 5 of the Operational Guidelines](#) is used for the preparation and submission of the nomination dossier by 30 September (at least one year and no more than five years after receiving the Preliminary Assessment Report).
- The Advisory Bodies may request additional information.
- Evaluation by ICOMOS with input from IUCN (RMT&C is a cultural landscape) by 31 January of the second year following submission.
- A Decision to inscribe (or not) is taken at the Committee session which takes place in the second year following submission.

In whatever form the recommendations are taken forward, it should be noted that this work will contribute to Norway's commitment to the World Heritage 'Regional Action Plan for Europe and North America'.⁸⁵ Based on the results of the Third Cycle of Periodic Reporting, the Regional Action Plan provides a list of proposed activities that will collectively support the World Heritage Strategic Objectives. States Parties can select from the list those activities which are most relevant for their properties. The proposed activities which would benefit directly from this proposal are listed in Box 4.4.

BOX 4.4: PROPOSED ACTIVITIES IN THE 2024 REGIONAL ACTION PLAN FOR EUROPE AND NORTH AMERICA

2.1.3 Ensure that management plans for World Heritage properties are based on a clear understanding of their OUV and their attributes and of factors affecting their state of conservation; that they are also based on a clear definition of the boundaries and any existing buffer zone(s), and an understanding of their wider-setting; and that they include a well-defined programme of actions to be undertaken over the period of the plan.

2.5.1 Identify and map (to the extent possible) the attributes underlying the Outstanding Universal Value of the World Heritage property and assess whether existing monitoring indicators are adequate to assess the condition of the attributes and to understand the impact of the factors affecting the property on these attributes.

4.2.1 Meaningful participation of local communities and/or Indigenous Peoples in decision-making processes about the sustainable management of World Heritage properties is ensured.

5.1.3 Identify potential extensions of properties already inscribed on the World Heritage List to enhance their integrity...

5.3.1 Well-represented States Parties give priority to making World Heritage properties in their territories examples of good practice for optimal protection and management...

⁸⁵ UNESCO World Heritage Centre (2024) *World Heritage Regional Action Plan for Europe and North America (2024-2031)* [online]. Available from: <https://whc.unesco.org/document/218563>



ANNEX

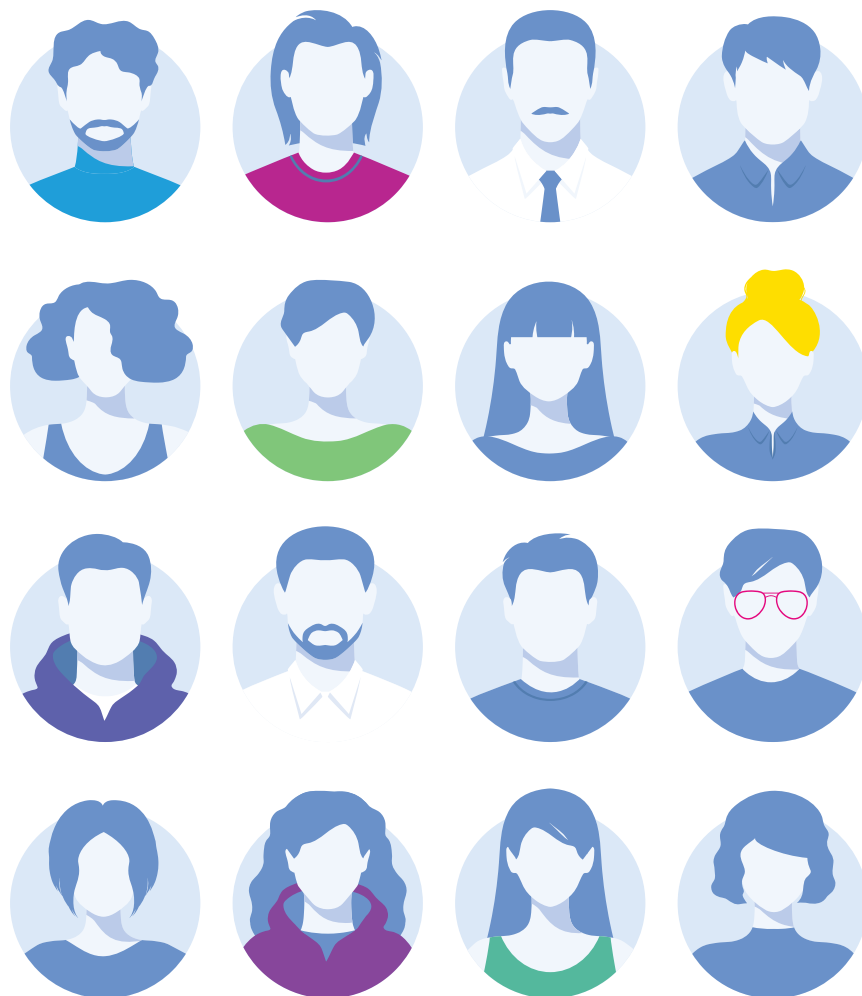
Proposed methodology for attribute identification

This is an annex to support the 'Values and attributes assessment' for the World Heritage property of the Røros Mining Town and the Circumference (RMT&C).

One of the assessment's key recommendations was to ensure that attributes were reviewed and identified as this was an underlying cause of many of the management challenges. While this could be done in many ways, this annex proposes a methodology that responds to the existing strength of accumulated knowledge about the property, while clarifying details needed to work more effectively.

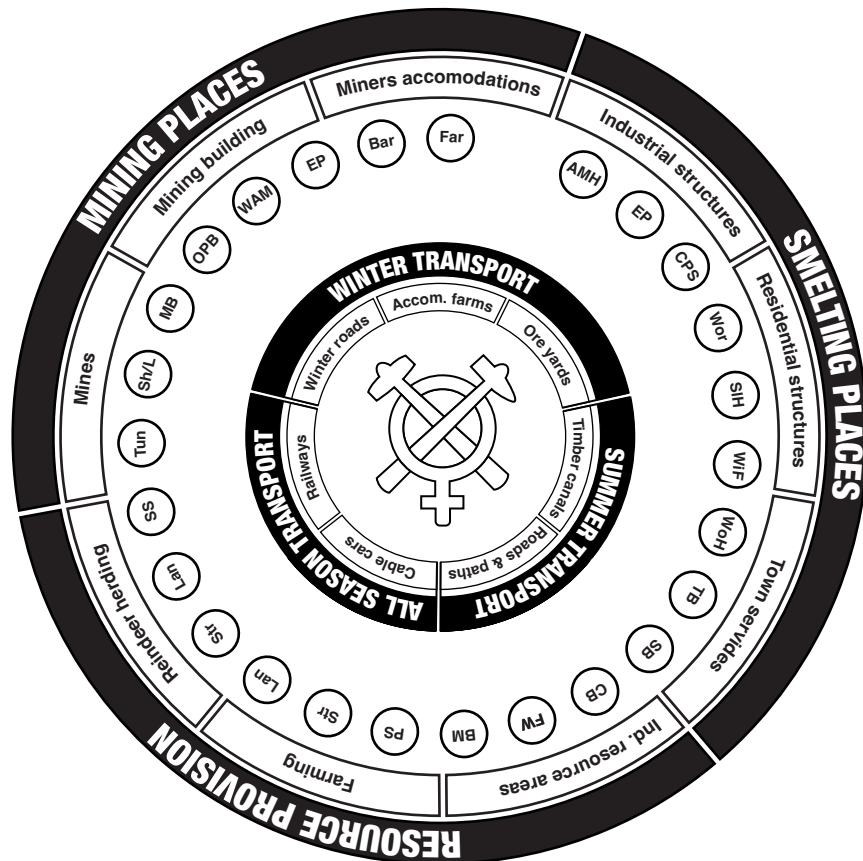
This proposal is a rapid-assessment methodology to produce an overall structured framework of heritage places and attributes. A series of cards have been designed to provide a tool that can summarize key information and which can be physically moved around and organized as discussions take place. This allows participants to have an accessible overview of the complex system of heritage across RMT&C and to be able to re-arrange all its elements easily until consensus is found about what should be considered attributes of World Heritage.

The following pages indicate how this method could be carried out using a series of participatory workshops. The work begins at the level of heritage places across the Circumference and then goes into the details of attributes for each of those places. Flexibility with the method might be needed. The number of workshops will depend on the time available for each one and how quickly the participants complete the various steps of work. In addition, it should be noted that if missing data stopped progress then the workshops should be paused while some quick, targeted research is carried out to support the process. Follow-up workshops could be held once additional information was gathered. The results can then be tested and refined, where necessary, through additional research and further consultation.



The participants in this process should be selected to represent the key management actors and any rights-holders. It would be useful to ensure that participation goes beyond the World Heritage management team, to include others, such as planners, who are part of the wider management system and are key to ensuring the protection of the World Heritage property.

The relevant municipalities and county councils should be represented by their heritage and planning officers, as well as the World Heritage Coordinator and Røros Museum (as the local World Heritage Centre and primary research institution). National Focal Points for World Heritage could be useful to understand the implications for re-nomination. It is essential that the Sámi Council is also represented.

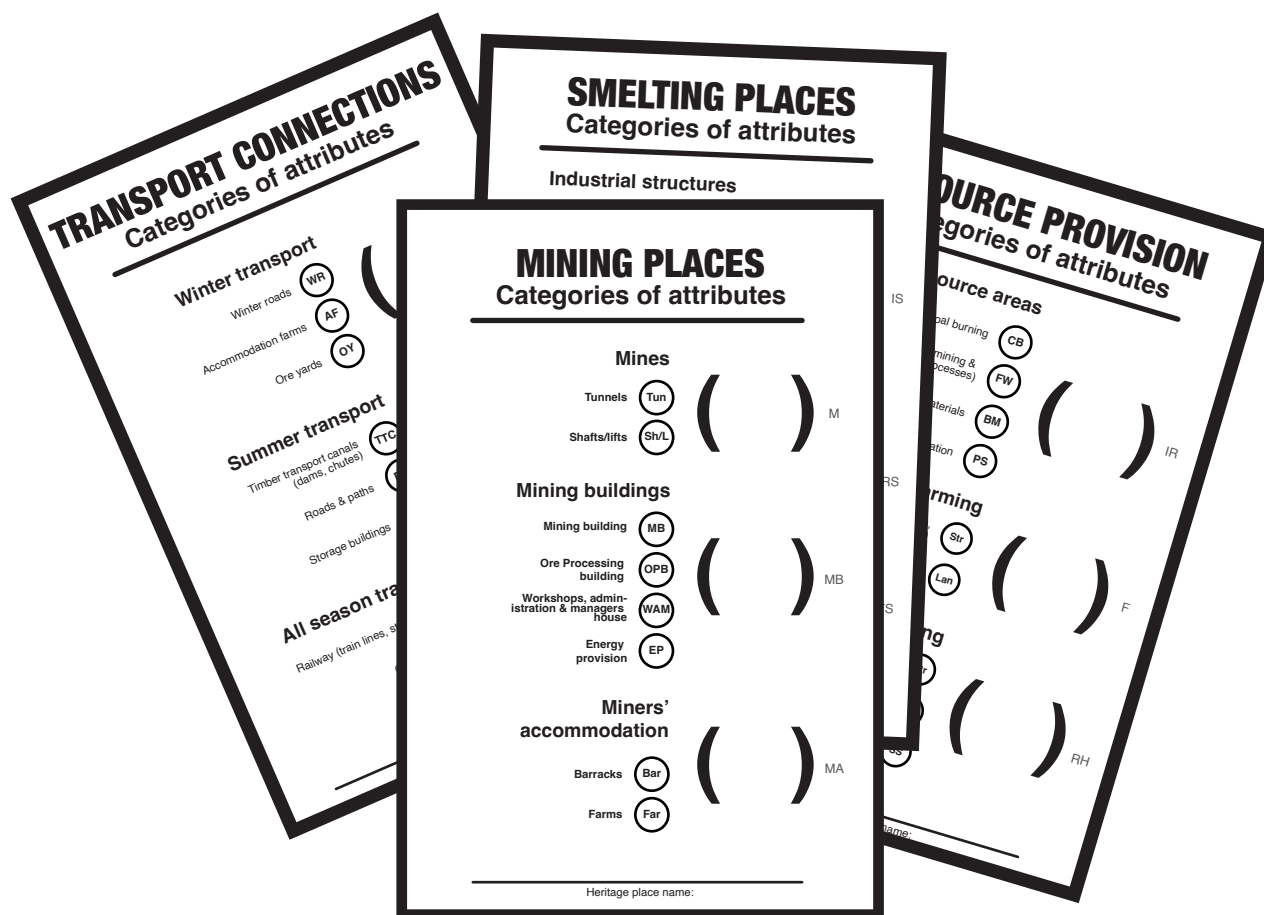


At the first workshop, this diagram of the overall system of the copper working system should be shown to participants. It should be made clear that this diagram is a work in progress that can be updated on the basis of the workshop results. However, the diagram shows the diverse elements that were needed to ensure the functioning and survival of the Røros Copper Works. When identifying the attributes of the World Heritage property, one objective is to ensure that the final selection of attributes represents the entire system.



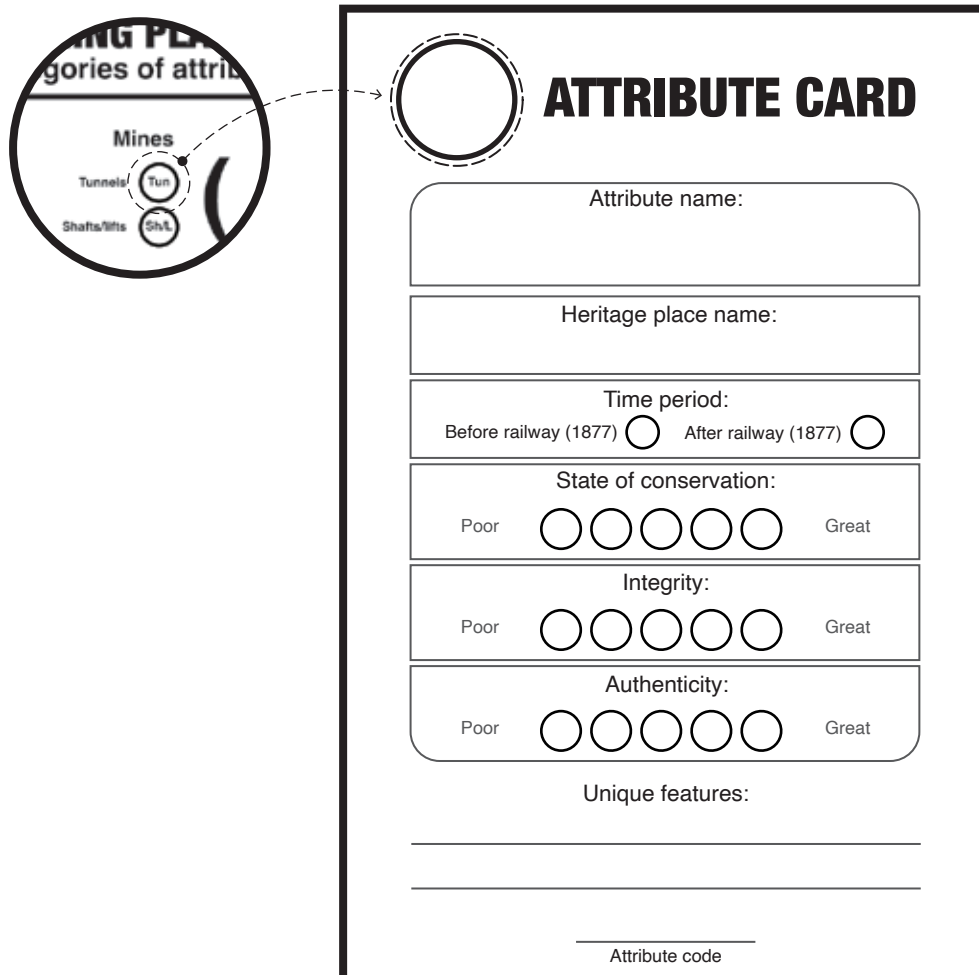
The workshop starts by listing all relevant heritage places found across RMT&C. It may be easiest to start with the list provided in Box 2.1 of the 'Values and attributes assessment' report, as these are the heritage places identified in previous research. These can be supplemented with participants' knowledge of other relevant places and cross-referenced with cultural heritage databases for the local area.

The name of each place should be written on a 'heritage place' card according to its category. The cards should then be cross-checked with the copper working system diagram to make sure that all elements of the system are represented by at least one heritage place.



The heritage place cards include the categories of attributes that can be found at that type of heritage place. For each heritage place there would be a rapid assessment of which attribute categories are present - and these will be marked on the card.

This step helps to structure and guide the identification of attributes in the next step, ensuring that no attribute category is overlooked.



Categories of attributes

- Mines
- Tunnels
- Shafts/lifts

ATTRIBUTE CARD

Attribute name:

Heritage place name:

Time period:
Before railway (1877) ☐ After railway (1877) ☐

State of conservation:
Poor ☐ ☐ ☐ ☐ ☐ Great

Integrity:
Poor ☐ ☐ ☐ ☐ ☐ Great

Authenticity:
Poor ☐ ☐ ☐ ☐ ☐ Great

Unique features:

Attribute code

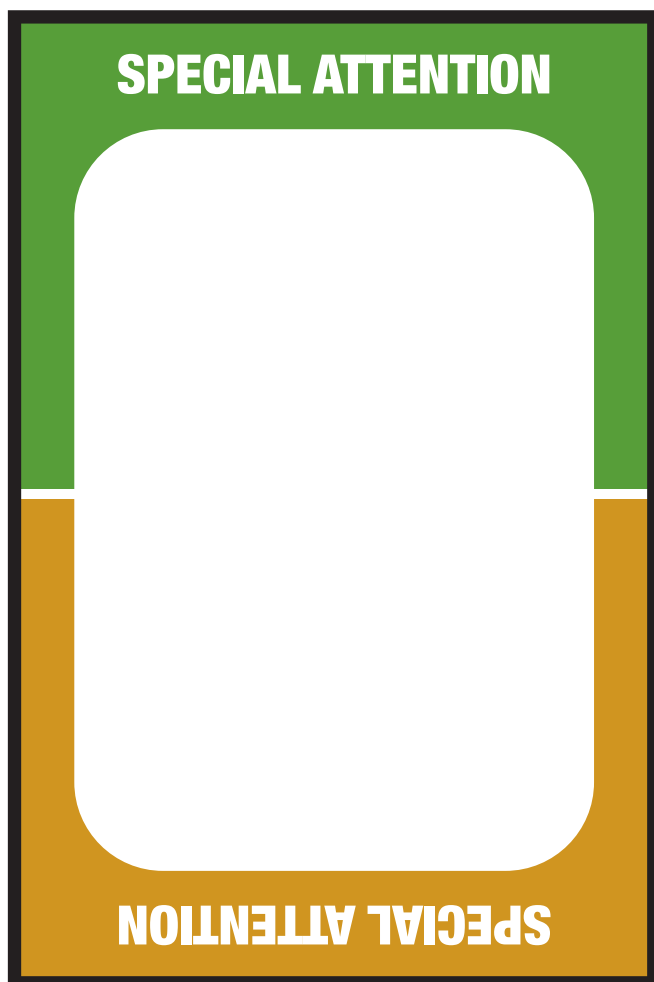
It is now time to identify individual attributes that are located at each heritage place, e.g., a smelter, farm, mine building, etc. Using the attribute categories to structure discussion, each attribute that is known for that category should be written on an attribute card. Basic information can be completed for each one.

This is a rapid assessment approach, so only key information and professional judgement is needed to complete them.

The circle at the top of the attribute card should contain the code of the attribute typology, as shown on the corresponding 'attribute category' card. This will make it possible to compare and contrast attributes of the same category across the different heritage places.

NB: For this step, one heritage place needs to be considered at a time. Noting that Røros is more complex than other heritage places, it might be best to start with some smaller places so that participants get used to the methodology, before giving more time to consider Røros.

While ideally each individual attribute needs its own card, in the case of attributes at Røros, there may be cases which need to be handled slightly differently. For example, all the houses of a particular type might be grouped together on one card.



SPECIAL ATTENTION	
 ATTRIBUTE CARD	
Attribute name:	
Heritage place name:	
Time period:	
Before railway (1877)	After railway (1877)
State of conservation:	
Poor	Great
Integrity:	
Poor	Great
Authenticity:	
Poor	Great
Unique features:	

When a particular attribute is recorded on a card and it is considered that it needs special attention for any reason, a 'special attention' card can be attached for this purpose, for example:

- The attribute is considered to be very special and should not be overlooked during the selection stage.
- The state of conservation is poor, so it might not be a good example of that type of attribute, or if there is a doubt about some of the details so these need to be checked after the workshop.
- The 'special attention' card can be flipped to indicate either a positive (green) or negative (orange) assessment and should be attached behind the attribute card.

The image shows two cards used for attribute identification. The left card is titled 'CONNECTION' and has a blue top half and a pink bottom half. It features a white rounded rectangle in the center with a line and the text 'Connecting attribute code'. The word 'COMMUNITY' is written upside down in the pink section. The right card is titled 'NOTE' and is white with a grid of dots for writing. At the bottom, there is a line and the text 'Attribute code'.

Once all the attributes have been identified for a heritage place, they can be quickly assessed to see if any require additional consideration. This can be highlighted by attaching a 'connection/community' card.

- The 'connection/community' card can be used in two ways, depending on its orientation: the connection side is used to indicate a link or interdependence between two attributes. In this case, both attributes should display the card to confirm the connection.
- The community side highlights a specific relationship with a community or intangible attribute.

In addition, the 'note' card can be used to document any particularities observed during the evaluation and serves as a catch-all for any issues that may arise throughout the session.



	CONNECTION SPECIAL ATTENTION	NOTE SPECIAL ATTENTION
MINING PLACES Categories of attributes Mines Tunnels (Tun) (X) M Shafts/lifts (Sha) () M Mining buildings Mining building (MB) () MB Ore Processing building (OPB) () MB Workshops, administration & managers' houses (WH) () MB Energy provision (EP) () MB Miners' accommodation Barracks (Bar) () MA Farms (Far) () MA Heritage place name: _____	ATTRIBUTE CARD Attribute name: _____ Heritage place name: _____ Time period: Before railway (1877) () After railway (1877) () State of conservation: Poor () () () () Great Integrity: Poor () () () () Great Authenticity: Poor () () () () Great Unique features: _____ _____ _____	ATTRIBUTE CARD Attribute name: _____ Heritage place name: _____ Time period: Before railway (1877) () After railway (1877) () State of conservation: Poor () () () () Great Integrity: Poor () () () () Great Authenticity: Poor () () () () Great Unique features: _____ _____ _____
MINING PLACES Categories of attributes Mines Tunnels (Tun) () M Shafts/lifts (Sha) (X) M Mining buildings Mining building (MB) (X) MB Ore Processing building (OPB) () MB Workshops, administration & managers' houses (WH) () MB Energy provision (EP) () MB Miners' accommodation Barracks (Bar) () MA Farms (Far) () MA Heritage place name: _____	ATTRIBUTE CARD Attribute name: _____ Heritage place name: _____ Time period: Before railway (1877) () After railway (1877) () State of conservation: Poor () () () () Great Integrity: Poor () () () () Great Authenticity: Poor () () () () Great Unique features: _____ _____ _____	ATTRIBUTE CARD Attribute name: _____ Heritage place name: _____ Time period: Before railway (1877) () After railway (1877) () State of conservation: Poor () () () () Great Integrity: Poor () () () () Great Authenticity: Poor () () () () Great Unique features: _____ _____ _____
MINING PLACES Categories of attributes Mines Tunnels (Tun) () M Shafts/lifts (Sha) () M Mining buildings Mining building (MB) () MB Ore Processing building (OPB) () MB Workshops, administration & managers' houses (WH) () MB Energy provision (EP) () MB Miners' accommodation Barracks (Bar) (X) MA Farms (Far) () MA Heritage place name: _____	SPECIAL ATTENTION ATTRIBUTE CARD Attribute name: _____ Heritage place name: _____ Time period: Before railway (1877) () After railway (1877) () State of conservation: Poor () () () () Great Integrity: Poor () () () () Great Authenticity: Poor () () () () Great Unique features: _____ _____ _____	COMMUNITY ATTRIBUTE CARD Attribute name: _____ Heritage place name: _____ Time period: Before railway (1877) () After railway (1877) () State of conservation: Poor () () () () Great Integrity: Poor () () () () Great Authenticity: Poor () () () () Great Unique features: _____ _____ _____

attributes belonging to the 'mines' category

attributes belonging to the 'mining buildings' category

attributes belonging to the 'miners' accommodation category

After the participants have considered each heritage place, they should have a set of completed cards similar to this example.



The cards related to the heritage places can now be put to one side. This step of work will use only the attribute cards to make a preliminary selection of the attributes of OUV.

Take all the attribute cards for all heritage places and re-organize them so that they are grouped according to attribute categories. For each category, the cards should be compared to make a preliminary selection on the basis of the following criteria:

- Is there only one of that type of attribute at a heritage place? = consider including it as World Heritage
- Are there any attributes with unique features or other special considerations? = include as World Heritage
- Are there any attributes with a very high level of authenticity and integrity = include as World Heritage
- Are there any attributes with a very low level of authenticity/integrity/conservation? = consider not including as World Heritage as it does not well represent that attribute category
- Are there any groups of attributes? = consider including them as a group as World Heritage
- Are there multiple attributes that are similar? = consider if all are needed or if only representative ones

MINING PLACES

Categories of attributes

Mines

Tunnels ☒ M

Shaft/hoists ☒ M

Mining buildings

Mining building ☒ MB

One Processing building ☒ MB

Workshops, administration & maintenance ☒ MB

Energy generation ☒ MB

Miners' accommodation

Barracks ☒ MA

Farms ☒ MA

SPECIAL ATTENTION

ATTRIBUTE CARD

Attribute name: _____

Heritage place name: _____

Time period: Before railway (1877) ☐ After railway (1877) ☐

State of conservation: Poor ☐ ☐ ☐ ☐ ☐ Great

Integrity: Poor ☐ ☐ ☐ ☐ ☐ Great

Authenticity: Poor ☐ ☐ ☐ ☐ ☐ Great

Unique features: _____

attributes that have potential OUV

ATTRIBUTE CARD

Attribute name: _____

Heritage place name: _____

Time period: Before railway (1877) ☐ After railway (1877) ☐

State of conservation: Poor ☐ ☐ ☐ ☐ ☐ Great

Integrity: Poor ☐ ☐ ☐ ☐ ☐ Great

Authenticity: Poor ☐ ☐ ☐ ☐ ☐ Great

Unique features: _____

attributes that lack potential OUV

Following this assessment, the attribute cards that were selected as having potential OUV, can be returned to the relevant heritage place card.

Attribute cards for other heritage that has not been selected can be put aside separately. They will not be included again but are available for review if necessary.

MINING PLACES

MINING PLACES Categories of attributes

Category	Attribute	Code
Mines	Tunnels	TM
	Shafts/lifts	SL
Mining buildings	Mining building	MB
	Ore Processing building	OPB
	Workshops, admin. buildings & ancillary	WAB
	Energy provision	EP
Miners' accommodation	Barracks	BA
	Farms	FA

SPECIAL ATTENTION

ATTRIBUTE CARD

Attribute name: _____

Heritage place name: _____

Time period: Before railway (1877) ☐ After railway (1877) ☐

State of conservation: Poor ☐ ☐ ☐ ☐ Great ☐

Integrity: Poor ☐ ☐ ☐ ☐ Great ☐

Authenticity: Poor ☐ ☐ ☐ ☐ Great ☐

Unique features: _____

discarded
heritage places
should be
put aside



Take both the 'heritage place' and 'attribute' cards that were selected in previous steps and attach them together so that each heritage place can be understood as an ensemble of its most significant attributes.

In order to check the logic of the preliminary selection process, discuss the following points:

- Are there any heritage places which no longer have any attribute cards? If so, should the heritage place be removed from consideration as World Heritage? Or do those attributes need to be brought back for consideration?
- Are there any heritage places with only one or two attributes, which could be removed from consideration as World Heritage?

After reviewing all the heritage places, those which clearly contribute to OUV should be selected, while the others can be put to the side.

MINING PLACES

Heritage place name:

Mines		number of attributes	+	-	before 1877?
			Consider.	consider.	
Tunnels	Tun		☐	☐	☐
Shafts/lifts	Sh/L		☐	☐	☐

Mining buildings

Mining building	MB		☐	☐	☐
Ore Processing building	OPB		☐	☐	☐
Workshops, administration & managers house	WAM		☐	☐	☐
Energy provision	EP		☐	☐	☐

Miners' accommodation

Barracks	Bar		☐	☐	☐
Farms	Far		☐	☐	☐

total attributes

MINING PLACES

Town name

Town code

MINING PLACES

Categories of attributes

Mines		
Tunnels	Tun	(X)
Shafts/lifts	Sh/L	

Mining buildings

Mining building	MB	()
Ore Processing building	OPB	()
Workshops, administration & managers house	WAM	
Energy provision	EP	

Miners' accommodation

Barracks	Bar	()
Farms	Far	

total attributes

SPECIAL ATTENTION

ATTRIBUTE CARD

Attribute name: _____

Heritage place name: _____

Time period:
 Before railway (1877) ☐ After railway (1877) ☐

State of conservation:
 Poor ☐ ☐ ☐ ☐ Great

Integrity:
 Poor ☐ ☐ ☐ ☐ Great

Authenticity:
 Poor ☐ ☐ ☐ ☐ Great

Unique features: _____

ATTRIBUTE CARD

Attribute name: _____

Heritage place name: _____

Time period:
 Before railway (1877) ☐ After railway (1877) ☐

State of conservation:
 Poor ☐ ☐ ☐ ☐ Great

Integrity:
 Poor ☐ ☐ ☐ ☐ Great

Authenticity:
 Poor ☐ ☐ ☐ ☐ Great

Unique features: _____

MINING PLACES

Heritage place name:

Mines		number of attributes	negative assessment?	before 1877?	after 1877?
Tunnels	Tun		☐	☐	☐
Shafts/lifts	Sh/L		☐	☐	☐

Mining buildings

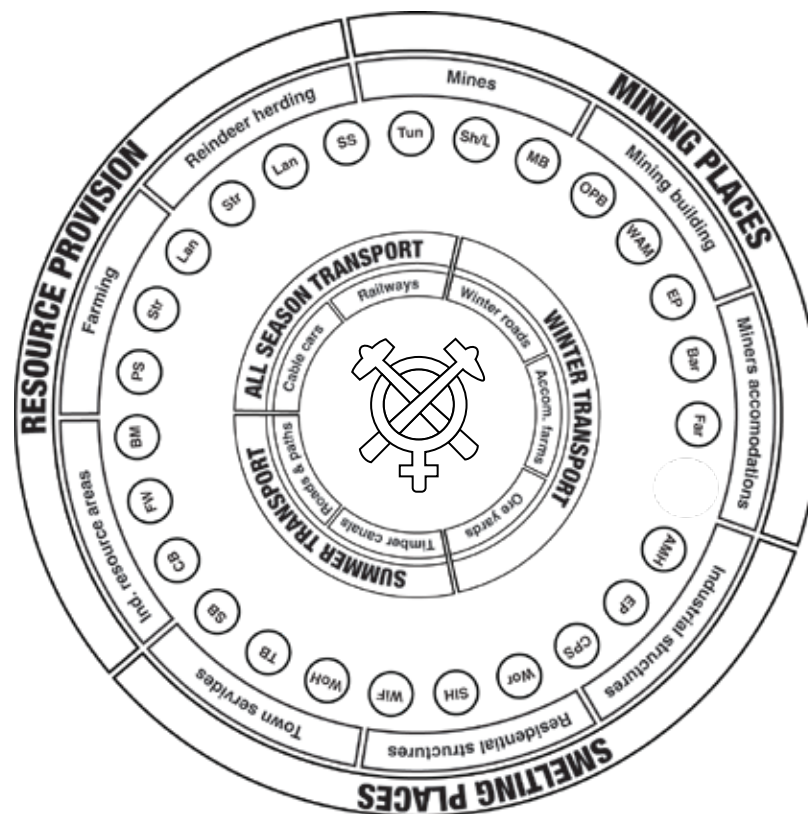
Mining building	MB		☐	☐	☐
Ore Processing building	OPB		☐	☐	☐
Workshops, administration & managers house	WAM		☐	☐	☐
Energy provision	EP		☐	☐	☐

Miners' accommodation

Barracks	Bar		☐	☐	☐
Farms	Far		☐	☐	☐

total attributes

After selecting the final heritage places, the heritage place overview card should be completed. This card summarizes the information for each heritage place in a way that will facilitate the final step of the work, when looking at the whole property.



The final step aims to ensure that the full story of Røros Copper Works is represented by the selected heritage places and attributes. In order to do this, take only the heritage place overview cards. One person should colour elements of the copper working system diagram to indicate the attributes that have been selected (see last page of this document). During this process, participants should discuss the following points:

- Is at least one of each type of heritage place selected?
- Is at least one of each type of attribute selected?
- Is at least one of each attribute selected for the early period, before the arrival of the railway?
- Are any attribute categories under-represented or over-represented?
- Are any attributes included which need special attention related to a negative issue (such as poor state of conservation)? If so, should they be included as World Heritage with relevant actions taken to resolve the issue? Or should they be excluded?
- How many of the heritage places and attributes are already included within the current World Heritage property?
- Have any attributes of the current World Heritage property been excluded?

During this discussion, it may be necessary to make final adjustments to the selection of heritage places and attributes (if necessary, updating the heritage place overview cards and the copper working system diagram).

The final objective is to reach a logical, structured selection that together fully conveys OUV and has the consensus of all participants. If necessary, additional criteria can be applied to ensure a consistent approach.



Sh/L

(

M

EP

(

MB

Far

(

MA

Heritage place name:



SMELTING PLACES



Heritage place name



SMELTING PLACES

Categories of attributes

Industrial structures

Administration /
manager's house (AMH)

Energy provision
(river, waterwheel) (EP)

Copper processing structures
(smelter house, roasting kilns) (CPS)

Workshops (Wor)

Slag heap (SIH)



IS

Residential Structures

Winter farms
(houses, land) (WiF)

Workers' houses (WoH)



RS

Town services

Trade buildings (TB)

Social buildings (church,
school, pharmacy) (SB)



TS

Heritage place name:





RESOURCE PROVISION

Categories of attributes

Industrial resource areas

Charcoal burning	CB	()	IR
Fire wood (for mining & roasting processes)	FW		
Building materials	BM		
Power station	PS		

Farming

Structures (houses, stables, storage, accomodation)	Str	()	F
land (animal grazing areas, gathering places)	Lan		

Reindeer herding

Structures (gamme, stabbur & storage places)	Str	()	RH
Land (animal grazing areas, gathering places)	Lan		
Sacrificial sites	SS		

Heritage place name:



TRANSPORT CONNECTIONS



Heritage place name



TRANSPORT CONNECTIONS

Categories of attributes

Winter transport

Winter roads (WR) () WT
Accommodation farms (AF)
Ore yards (OY)

Summer transport

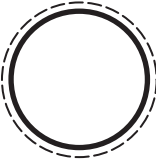
Timber transport canals (dams, chutes) (TTC) () ST
Roads & paths (RP)
Storage buildings (StB)

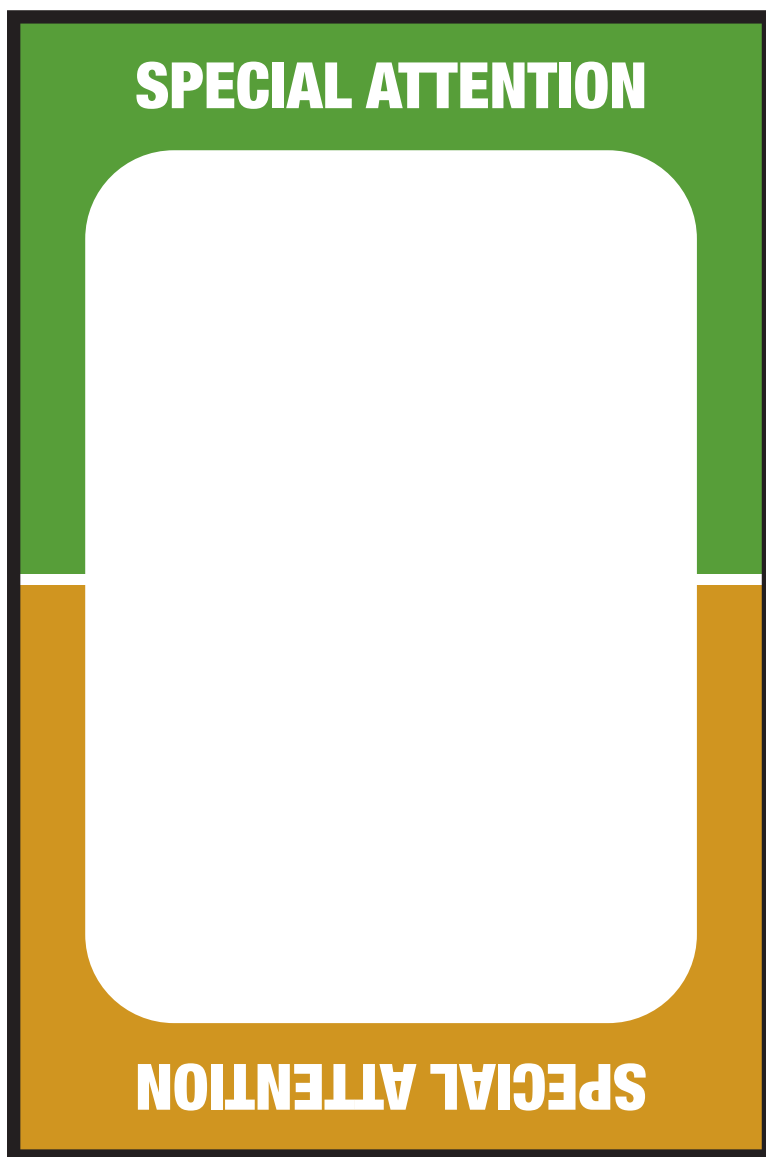
All season transport

Railway (train lines, stations) (R) () AT
Cable cars (CC)

Heritage place name:



	ATTRIBUTE CARD
Attribute name:	
Heritage place name:	
Time period: Before railway (1877) ☐ After railway (1877) ☐	
State of conservation: Poor ☐ ☐ ☐ ☐ ☐ Great	
Integrity: Poor ☐ ☐ ☐ ☐ ☐ Great	
Authenticity: Poor ☐ ☐ ☐ ☐ ☐ Great	
Unique features: 	



NOTE

A grid of 100 small dots arranged in 10 rows and 10 columns. The dots are evenly spaced and form a rectangular pattern.

Attribute name





MINING PLACES				
Heritage place name:				
Mines				
	number of attributes	+	-	before 1877?
	Consider.	consider.		
Tunnels	Tun			
Shafts/lifts	Sh/L			
Mining buildings				
Mining building	MB			
Ore Processing building	OPB			
Workshops, administration & managers house	WAM			
Energy provision	EP			
Miners' accommodation				
Barracks	Bar			
Farms	Far			
total attributes				



SMELTING PLACES

Heritage place name:

	# attributes	+ Consider.	- consider.	Before 1877
Administration / manager's house AMH		☐	☐	☐
Energy provision (river, waterwheel) EP		☐	☐	☐
Copper processing structures smelter house, roasting kilns) CPS		☐	☐	☐
Workshops Wor		☐	☐	☐
Slag heap SIH		☐	☐	☐

Res. Structures

Winter farms (houses, land) WiF		☐	☐	☐
Workers' houses WoH		☐	☐	☐

Town services

Trade buildings TB		☐	☐	☐
Social buildings (church, school, pharmacy) SB		☐	☐	☐

total attributes



RESOURCE PROVISION

Heritage place name:

	# attributes	+ Consider.	- consider.	Before 1877
Charcoal burning CB		☐	☐	☐
Fire wood (for mining & roasting processes) FW		☐	☐	☐
Building materials BM		☐	☐	☐
Power station PS		☐	☐	☐
Farming				
Structures (houses, stables, storage, accomodation) Str		☐	☐	☐
land (animal grazing areas, gathering places) Lan		☐	☐	☐
Reindeer herding				
Structures (gamme, stabbur & storage places) Str		☐	☐	☐
Land (animal grazing areas, gathering places) Lan		☐	☐	☐
Sacrificial sites SS		☐	☐	☐
total attributes				



TRANSPORT CONNECT.

Heritage place name:

	# attributes	+ Consider.	- consider.	Before 1877
Winter roads WR		☐	☐	☐
Accommodation farms AF		☐	☐	☐
Ore yards OY		☐	☐	☐

Summer trans.

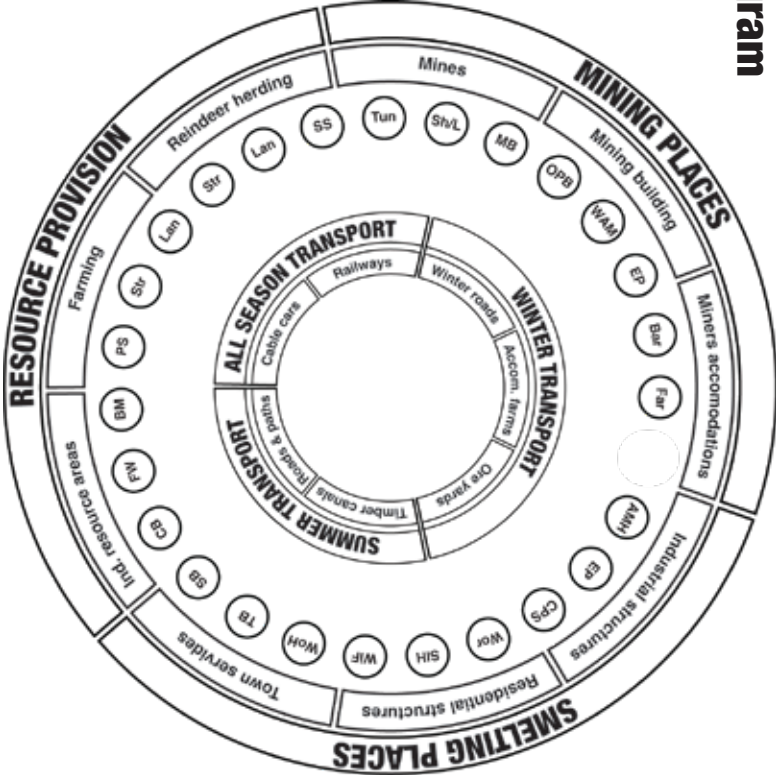
Timber transport canals (dams, chutes) TTC		☐	☐	☐
Roads & paths RP		☐	☐	☐
Storage buildings StB		☐	☐	☐

All season trans.

Railway (train lines, stations) R		☐	☐	☐
Cable cars CC		☐	☐	☐

total attributes

copper working system diagram



MINING PLACES

Mines

Tunnels	Tun	
Shafts/lifts	Sh/L	

Mining buildings

Mining building	MB	
Ore Processing building	OPB	
Workshops, administration & managers house	WAM	
Energy provision	EP	

Miners' accom.

Barracks	Bar	
Farms	Far	

SMELTING PLACES

Ind. structures

Administration / manager's house	AMH	
Energy provision (river, waterwheel)	EP	
Copper processing structures (smelter house, roasting kilns)	CPS	

Workshops

Workshops	WOH	
Sog heap	SIH	

Res. structures

Winter farms (houses, land)	WIF	
Workers' houses	WOH	

Town services

Trade buildings	TB	
Social buildings (church, school, pharmacy)	SB	

RESOURCE PROVISION

Ind. resource areas

Charcoal burning	CB	
Fire wood (for mining & roasting processes)	FW	
Building materials	BM	
Power station	PS	

Farming

Structures (houses, stables, storage, accommodation)	SIR	
land (animal grazing areas, gathering places)	LAN	

Reindeer herding

Structures (game, stabour & storage places)	SIR	
Land (animal grazing areas, gathering places)	LAN	
Sacrificial sites	SS	

TRANS. CONNECTIONS

Winter trans.

Winter roads	WR	
Accommodation farms	AF	
Ore yards	OY	

Summer trans.

Timber transport canals (dams, chutes)	TTC	
Roads & paths	RP	
Storage buildings	SIB	

All season trans.

Railway (train lines, stations)	R	
Cable cars	CC	



This workshop methodology forms an annex to the report 'Values and attributes assessment for the World Heritage property of the Røros Mining Town and the Circumference' by Sarah Court for Trøndelag fylkeskommune (2025).

The methodology was developed by Sarah Court and Felipe Echeverri Velasco; graphics designed by Felipe Echeverri Velasco.

