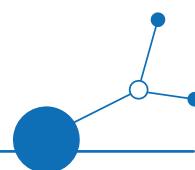
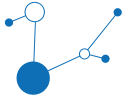


D.2.4.4. Conceptual Solution Documents

Annex - Conceptual and terminological
background to the conceptual solution
documents





A. Introduction

The basics of heritage governance in a cross-border context

This annex provides the conceptual background needed to read the GOV4PeaCE conceptual solution documents in an informed way. During the project, it became clear that key terms such as governance, heritage, cross-border governance and interpretation were not always used in a consistent or sufficiently explicit manner. For that reason, this annex does not merely define terminology, but also positions the key concepts critically within the wider field of heritage governance. It is intended as a supporting reference text for readers who need a clearer conceptual basis in order to understand the logic, scope and limitations of the three maturity-based governance solutions.

B. The Concept of Governance

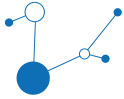
Often debated and inherently multifaceted, this concept of governance lacks a universally agreed-upon definition. While various academic literature offers a diverse array of interpretations, most do agree and focus on a set of similar core principles. In simple terms, governance is ultimately characterised by **how decisions are made, who is involved in making them and how individuals and groups collaborate to achieve shared objectives**. Because the term is so broad, it is essential for any project to establish a concise and contextually relevant definition. Providing this clarity is a vital first step, ensuring a solid foundation for effective action and alignment from the outset.

Often considered as a valid starting point, there are the **Five principles of good governance** (Graham et al. (2003))

1. **Legitimacy and voice** - Ensuring broad and free participation in decision-making and working towards consensus.
2. **Direction** - Having a strategic, long-term vision that takes historical, social, and cultural contexts into account.
3. **Performance** - Ensuring responsiveness, effectiveness and efficient use of resources.
4. **Accountability and Transparency** - Decision-makers must be accountable, and information should be openly accessible and understandable.
5. **Fairness** - Providing equal opportunities and ensuring that laws are applied impartially.

Importantly, these five principles should not be considered absolute. They should be observed as explicit guiding principles that are open to interpretation depending on circumstances.

Schmitt (2009) distinguishes **five dimensions of governance**. With these dimensions, he has set a structured foundation for what governance should be about and what it should include.



1. **Sectoral dimension** – *What is being governed?* This refers to the content or the specific policy/application field (*issue-orientation*)
2. **Structural dimension** – *Who are the regular/recognised actors and what are the formal frameworks?* This refers to the institutional frameworks, the recognised rules, the main institutions and organisations that form the fixed infrastructure.
3. **Processual dimension** – *How is governing taking place?* This refers to the method or the style of interaction and control (ranging from a hierarchical government to cooperative negotiation).
4. **Scale dimension** – *Where does the governing take place?* This refers to the geographical or political level the actors are operating (local, national, global) and how they interact (*multilevel governance*).
5. **Normative dimension** – *Is the governance normatively good and desirable?* This refers to the ethical assessment of the process and the outcome based on ideals and principles (participation, justness, legitimacy, transparency, accountability etc.)

Once you have become familiar with these **five principles** and **five dimensions**, you will likely start to notice a recurring pattern. Although you may encounter many different attempts to define governance in other literature, you will see that they almost always build upon these same foundations. By understanding this underlying structure, it becomes much easier to navigate the various ways that governance is discussed and applied in practice.

Gregory Vercauteren, Advisor for (supra)local heritage policy at FARO (*Flemish Institution for Cultural Heritage, Belgium*), describes governance as **the manageability of processes**. In Dutch, he uses the term *beheersbaarheid* to capture this idea.

In practical terms, this means that governance is about the extent to which collective processes can be steered and coordinated in a workable and responsible way. It focuses on whether cooperation between different actors is understandable, controllable and effective in practice, rather than only on formal rules or institutional authority.

The Dutch term *beheersbaarheid* does not have a direct one-word equivalent in English. Its strength lies in its emphasis on practice: it highlights that good governance is not just about who has power or which rules apply, but about whether decision-making processes remain manageable when multiple actors, interests and levels of decision-making are involved. Seen from this perspective, governance can be understood as a **practical quality of cooperation**. It reflects the ability to organise collective action in such a way that roles are clear, responsibilities are shared, and decisions can be taken transparently and realistically.

To summarize it, Dutra et al. (2019) concludes that *the concept of governance describes ‘who’ makes decisions, ‘what’ their powers and responsibilities are, and ‘how’ they exercise this power and influence.*

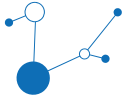


Governance, at its core, refers not just to the act of governing, but to the systems, processes and structures through which decisions are made, resources are allocated and authority is exercised within a defined domain (e.g. a project, an organisation or a territory). For the purpose of the GOV4PeaCE project, governance was defined as the **comprehensive framework of formal and informal mechanisms that guide collective action, ensure accountability, and facilitate successful collaboration between diverse stakeholders** (including public, private and civil society actors) towards a shared strategic goal. Consequently, any effective governance tool must be capable of **assessing several key components**: whether roles and responsibilities are clearly defined, if effective coordination and collaboration are established, and the level of engagement and participation of all stakeholders in general management.

C. Management vs. Governance

The difference between governance and management is simple : **governance** decides what should be done and why, while **management** focuses on how it is done. Although often incorrectly used interchangeably, management and governance are terms that may appear closely linked yet can be clearly distinguished. This distinction helps clarify what governance actually entails. Governance concerns the process of deciding what should be done, whereas management focuses on implementing the appropriate strategies – derived at the governance level – to address substantive issues. While governance and management differ in focus and function, they complement each other through iterative processes: governance guides management, and practical experience in management, in turn, informs and refines governance.

Management	is about substance	- what is done in pursuit of given objectives - the means and actions to achieve these objectives - how effectiveness is generated and ensured
Governance	is about process	- who brings together the appropriate people with the best available information to determine what ought to happen - who decides what the objectives are, what to do to pursue them and with what means - how those decisions are taken - who holds power, authority and responsibility - who is (or should be) accountable



D. Governance in relation to cultural heritage

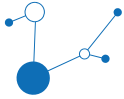
It was challenging to find a definition for governance that focusses on **cultural heritage**. It appears as though much of the research surrounding governance within the context of cultural heritage has been focused on natural heritage rather than the so-called *anthropogenic heritage* (heritage created and shaped by human activity and not by natural processes). The only one we could find specifically related to cultural heritage was the definition formulated by UNESCO => *Governance may take place at different levels (local, regional / provincial / state and national federal) and should be understood in a wide context to include legislation / institutional arrangements / democratic processes/citizens etc. According to the World Heritage Resource Manual 'Managing Cultural Heritage' (UNESCO 2013), good governance refers to "the relationship between governing bodies, citizens and democratic processes, and the ability to deliver effective, functioning forms of government. Further, a definition for governance in the (cultural) heritage sector is proposed: "In its broadest sense, governance is concerned with holding the balance between economic and social goals and between individual and communal goals. The governance framework is there to encourage the efficient use of resources and equally to require accountability for the stewardship of those resources. The aim is to align as nearly as possible the interests of individuals, of cultural heritage, and of society.*

As this definition is quite bulky, we summarized it and take the essence from it => Governance in the (cultural) heritage sector is about how governments, institutions and citizens work together to manage heritage in a responsible and effective way. It involves making decisions democratically, using resources wisely and finding a balance between economic, social, individual and community interests. The ultimate goal is for heritage management to be efficient and socially responsible, so that the interests of individuals, the heritage itself and society are aligned as much as possible.

E. Different types of governance

The primary innovation of the GOV4PeaCE project lies in the development of a governance model that focusses on the integration and combination of diverse governance approaches, such as horizontal, vertical, multidimensional and cross-territorial governance. However, as these are inherently complex concepts, establishing a clear and shared understanding of each term is a necessary first step and prerequisite for effective implementation.

Horizontal governance involves collaboration between actors at the same level (like local governments or different agencies) while **vertical governance** involves the hierarchy of power and decision-making between different levels of government, such as between national, regional, and local authorities. Horizontal governance emphasizes shared decision-making



and partnership, whereas vertical governance focuses on the structured authority and autonomy across tiers. This specific focus on the combination of both integrations or types of governances is often referred to as **multidimensional** or **multilevel governance**.

Based on various literature, Daniell & Kay (2017) summarized and defined multilevel governance *as systems of continuous negotiation among nested governments at several territorial tiers where authority is not only dispersed vertically between levels of administration but also horizontally across different sectors, markets and civil society*.

Multilevel governance is a cooperative network (not a hierarchical structure) that connects multiple share- and stakeholders from different sectors and policy levels. It describes a system in which responsibility for public policymaking is shared across several layers of government – including (supra-)national, regional and local levels – and often involves non-governmental actors as well. Rather than being directed by a single central authority, policymaking emerges from continuous interaction, coordination and negotiation among these different actors, each of which can influence the final outcome.

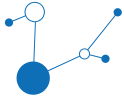
Cross-territorial or **cross-border governance**, on the other hand, refers to the cooperation between public, private, and civil society actors located on different sides of a national boundary. Instead of focusing on the internal levels of government within one country, it examines how institutions and communities work together across borders to address shared challenges and opportunities – such as transport links, labour mobility, or access to services – that cannot be managed by one side alone. Because countries typically lack formal joint planning systems, cross-border governance relies on networks, partnerships, and sustained relationships built through negotiation, trust, and the practical need to find workable solutions despite differing legal and administrative frameworks.

The concepts of multilevel governance and cross-border governance help us understand how policy is made and implemented in border regions, where political, economic, and social interactions naturally extend across national lines. Although the terms are related, they refer to different – yet deeply connected – ways in which decision-making takes place.

The difference between the two concepts lies in their focus:

1. *Multilevel governance* explains how authority is distributed **within** and **across levels of government**.
2. *Cross-border governance* explains how actors from **different countries** cooperate despite institutional differences and asymmetries.

These two forms of governance are also closely interlinked, especially in European border regions. Cross-border cooperation is rarely possible without the broader multilevel framework that enables and supports it. Such cooperations rely on input from multiple levels of government (a multilevel dynamic), while at the same time depending on close coordination between actors on both sides of a national boundary (a cross-border dynamic).



In summary, governance across levels is often called **multilevel governance**, while cooperation across national borders is referred to as **cross-border governance**. Multilevel governance explains the **structure** within which policy is developed, whereas cross-border governance explains the **practice** of cooperation that arises when neighbouring regions work together across borders. Understanding both concepts – and the way they interact – is essential for making sense of how border regions develop and how they address shared challenges in an increasingly interconnected Europe.

F. Interpretation of Heritage

The other innovation we have to give within this project is cross-border governance from the perspective of heritage (movable and immovable) from the First World War. In order to do so, it is important we understand what **heritage** is.

Heritage is often perceived as something self-evident, such as a collection of old buildings, traditions, landscapes or memories that naturally deserve preservation. Yet heritage is not an inherent quality of objects or practices, it emerges through the meanings and values that people assign to them. Rather than existing as a fixed or universal category, heritage is a **socio-cultural construct**, shaped by the historical, political and social conditions of the moment.

Nothing is “born” as heritage. Objects and practices only become heritage when individuals or communities select them, attribute significance to them and integrate them into narratives about identity, continuity or collective memory. What counts as heritage therefore varies greatly across cultures, social groups and time periods. The values that underpin these choices - historical, aesthetic, social or symbolic - are not intrinsic properties but the outcome of interpretation. They shift as societies change and with them the boundaries of what is considered worthy of protection.

Heritage is also not merely a set of things but it can be considered as a **process**. It involves ongoing practices of selection, interpretation, preservation and sometimes exclusion. In many cases, different actors (such as communities, experts and policymakers) participate in shaping what becomes visible, celebrated or protected as heritage. Through these interactions, heritage takes on new forms, meanings and functions. It can reinforce certain identities while marginalising others, or it can be used to support economic development, tourism or place-branding. Because of this, heritage always reflects broader structures of power and negotiation.

Seen in this light, heritage is best understood not as a stable inheritance from the past but as a **dynamic construction**, continually recreated in the present. It arises from collective meaning-making and remains open to reinterpretation. Heritage is therefore less about the material traces themselves and more about the social processes that give them value and purpose.



G. The addition of connotative adjectives to the definition heritage

As described above, heritage is never neutral. It is shaped by communities influenced by social, cultural and political contexts by interpretation, memory and meaning who create, remember, reinterpret or even reject it. Different groups may attach different values to the same heritage. Because of this, scholars have introduced specific descriptive terms to better understand and address situations in which heritage becomes sensitive, contested or politically charged.

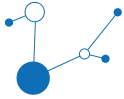
Over time, several adjectives have been used to describe specific types of heritage. Terms like *dark*, *dissonant*, *contested* and *residual* are often used in the context of WW1 heritage and describe ways in which heritage becomes problematic, sensitive or politically charged. Although they can overlap, each concept highlights a distinct mechanism of tension and thus calls for different governance approaches.

For the purpose of this paper, we will focus only on *dissonant* and *residual* as these concepts are most directly relevant to the cross-border context discussed here.

Dissonant heritage refers to cultural heritage that is fundamentally marked by inherent and unavoidable tensions as it carries conflicting meanings, values or interpretations by different groups to the same past. What one group may value, commemorate or take pride in may be experienced by another group as painful, controversial or uncomfortable. These tensions arise as a recurring characteristic because heritage-making is always selective. Inevitably, every heritage-making privileges certain narratives, while others are marginalised or excluded. As a result, dissonance is not an exceptional condition but an inherent characteristic of heritage. It manifests as a friction between competing interpretations, memories, identities and interests. And while dissonance often includes inconvenient legacies negotiated by host societies within a single nation-state, similar tensions also occurs across borders, where historical experiences, collective memories and national narratives may differ significantly.

Residual heritage refers to a category of extraterritorial immovable cultural heritage – such as cemeteries, monuments, fortifications, religious structures and urban landscapes – that remain in their original location but are now situated outside or beyond the borders and the territorial jurisdiction of the communities or states that created or identified with them. It sets it apart from other terms as, by definition, residual heritage almost always has a cross-border character.

Although such heritage is legally under the authority of the host state, it often continues to hold symbolic, historical or emotional significance for external communities. This situation creates specific governance challenges related to responsibility, interpretation, protection and international sensitivity. Residual heritage may become selectively preserved, reframed within



new narratives, neglected or even deliberately erased, depending on political relations, historical legacies and the characteristics of the host community.

Understanding residual heritage as a distinct category helps clarify why cross-border cooperation and multi-actor governance arrangements are often necessary. Effective governance must acknowledge both host and origin stakeholders in order to address legal ambiguities, interpretive tensions and gaps in responsibility.

H. Governance approach for dissonant heritage

Sharpley (2009) developed a governance model to interpret dissonant heritage based on two visions. Although his vision stems from *dark heritage and tourism* or *thanatourism* studies, it forms a good starting point to for the (re)interpretation of dissonant heritage.

The first vision is to so-called **Heritage force field** (Dann & Seaton, 2001) where four stakeholder group are distinguished for dissonant heritage where conflict may occur between them.

1. Owners or managers/controllers
2. Subject group (focus or subject of the heritage narrative)
3. Communities or residents (who live in proximity of the heritage)
4. Visitor groups

The size, the influence and relationship between these groups may be infinitely variable, may change over time and may often be dependent on the nature of the heritage development itself.

Secondly, there is the **Stakeholders' history** (Poria, 2001,2007). When (re)interpreting a heritage site, it should be based upon the formation or creation of a new narrative of that site. This new narrative should be based on a conceptual framework that links a particular or specific event or occurrence to the feelings of all stakeholders who are linked to that specific event occurrence (e.g. shame or pride) and the degree or level of involvement (active or passive). This leads to four combinations.

1. *Good active history* => actions/deeds from the past that a social group has undertaken and that evoke positive feelings (e.g. pride)
2. *Good passive history* => actions/deeds from the past that a social group has not undertaken but from which they have derived benefits
3. *Bad active history* => actions/deeds from the past that a social group has undertaken and that evoke negative feelings (e.g. shame)
4. *Bad passive history* => actions/deeds from the past that a social group has not undertaken and that evoke negative feelings (e.g. revenge, sorrow or sadness)

The third category (*bad active history*) is often overlooked and not included in heritage interpretation, resulting in dissonance or a formally sanctioned collective amnesia. To address



this potential dissonance or reduce the influence of political ideology in the messages conveyed through heritage interpretation, new narratives should be created that encompass all four histories within a more cooperative approach towards interpretation.

By combining Seaton's heritage force field and Poria's Stakeholders History, a governance model has been created for dissonant heritage sites. It is based on a continuous, sequential process of stakeholder identification, the determination of each stakeholders' history and the negotiated or cooperative (re)writing of the site's heritage narrative.

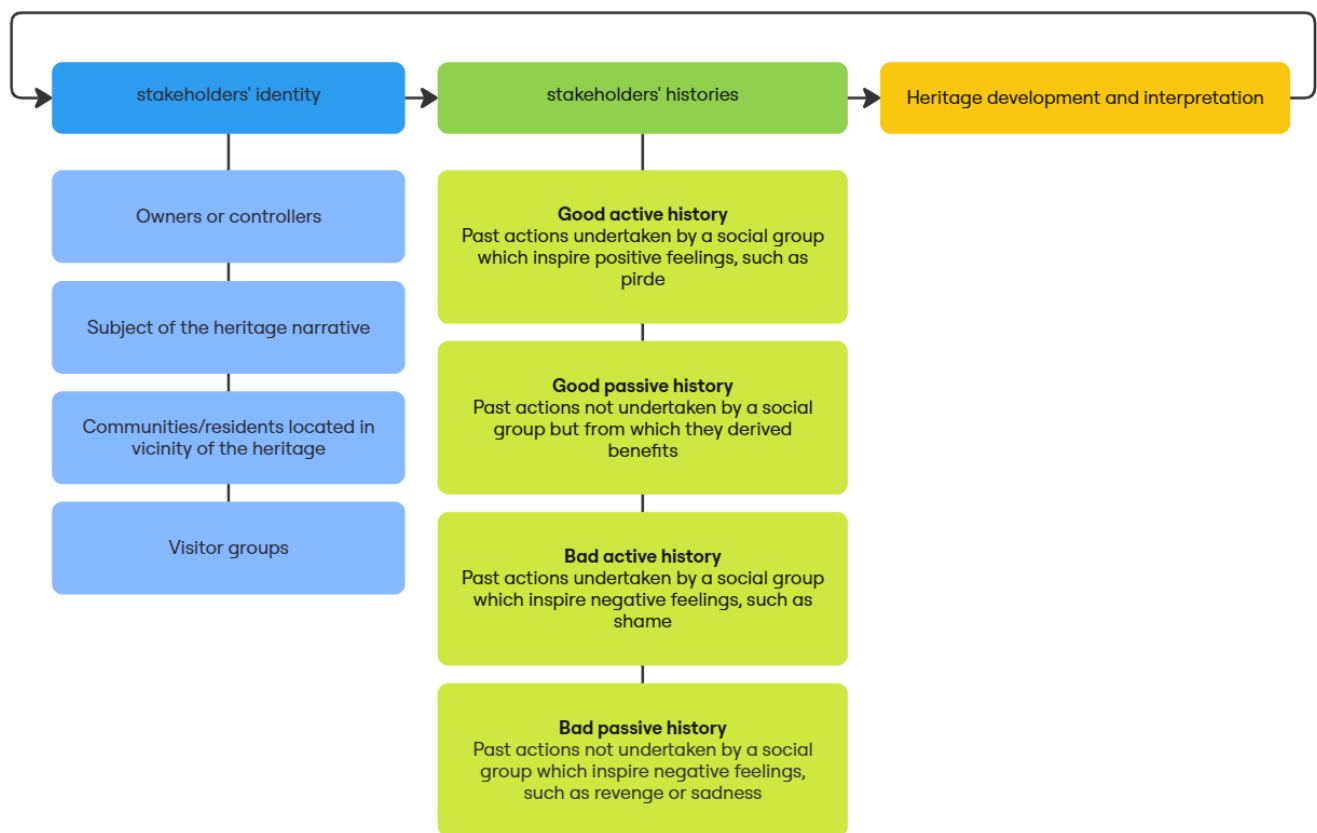
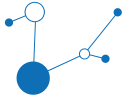


Figure 1. Reinterpretation of Sharpley's governance model

As soon as new information or knowledge emerges, or as the site's political or cultural context changes or evolves, a new narrative must be revised or refined through the same process. Such a (re)writing of the narrative does not imply that equal importance is given to every history. Rather, it suggests that at least recognition must be given to all relevant histories (good and bad) of all stakeholders as a foundation/basis for a more cooperative and inclusive approach to heritage interpretation. Naturally, the extent to which this alternative approach to dark tourism interpretation is possible depends on several factors, not least the nature of the location itself and the power or political ideology of the owner/management group. The desire of governments, in particular, to create a new national identity (or deny an old one) is likely to override any demand for greater recognition of all stakeholders' histories or narratives.



Nevertheless, it offers a basis to encourage harmony, reconciliation, understanding, or learning (or reduce the potential for dissonance) through a more inclusive commemoration and interpretation of dark or tragic pasts.

I. Governance approach for residual heritage

Although legally under the authority of the host state, residual heritage often holds enduring symbolic, historical or emotional value for external communities, leading to governance challenges related to custody, interpretation, protection and international sensitivity. Effective management therefore requires coordinated, cross-border and multi-actor governance arrangements that recognise both host and origin stakeholders to address gaps in responsibility, interpretation and protection.

To navigate these challenges, it is useful to work with a structured approach that recognises how the governance of residual heritage varies depending on geopolitical context and the type of host community now responsible for the site. A diagnostic matrix offers an accessible starting point. By linking specific scenarios (such as historic border shifts, decolonisation processes, population exchanges, voluntary emigration, annexation or religious and civilisational transitions) to the characteristics of the present host community, it becomes possible to anticipate typical legal ambiguities, managerial constraints and interpretive tensions. This helps clarify why some sites become selectively preserved, reframed within new narratives or allowed to deteriorate, while others are actively transformed or symbolically erased.

J. Designing a cross-border governance structure or model

Designing an effective model for cross-border governance requires more than simply connecting territories, bringing institutions around the same table and aligning strategic objectives. Successful governance emerges from a careful understanding of the institutional, relational and structural conditions that shape cooperation across borders. Based on different literature we have selected and highlighted some prerequisites that should guide anyone developing a governance framework/model in complex border settings such as ours.

- 1) **Institutional compatibility**
- 2) **Role allocation**
- 3) **Multilevel involvement**
- 4) **Relational infrastructure and bridging actors**
- 5) **Shared perception**
- 6) **Adaptive capacity**
- 7) **Collective assets**



Developing a governance framework begins with recognising the importance of **institutional compatibility**. Borders do not merely separate territories but also distinct administrative systems, political cultures, legal systems and policy orientations. These differences cannot be assumed to align naturally. To ensure that cooperation is not obstructed by conflicting norms or procedures, acknowledging institutional diversity and creating deliberate mechanisms or arrangements (formal and informal) will allow actors to bridge the differences and manage the incompatibility.

Secondly, there is the need for clearly defined roles and responsibilities (the so-called **role allocation**). Cross-border contexts typically involve numerous actors (governmental and institutional) with overlapping mandates. When responsibilities are unclear, this absence of clarity can result in slow decision-making and in reactive and vulnerable collaboration. Even well-intended collaborations can risk to become fragmented. A governance framework must therefore establish clarity about who leads, who coordinates and who supports. A general allocation also allows every actor to understand their place within the broader structure. Remember that governance is about *power with* and not about *power over*.

Effective governance also relies on **multilevel involvement** (involvement of actors across different governance levels). Cross-border collaboration cannot rely solely on national directives (the so-called *top*) or sustained solely by local enthusiast (the so-called *bottom*). When one level dominates or remains absent, long-term development and coordination becomes difficult. A governance model must therefore be multilevel by design and reflect the layered nature of cross-border collaboration, ensuring that communication and coordination occur both vertically and horizontally.

Only adhering to formal structures, does not determine the success of the cooperation. A crucial – and often underestimated – aspect of governance is the importance of **relational infrastructure**. Informal ties, personal trust and the ability to navigate cultural differences can significantly influence the cooperation between actors. These informal networks often fill the gaps left by rigid formal structures and are made possible by individuals who act as **bridging actors**. Their presence helps to reduce relational distance, strengthens shared understanding, provides continuity in times of change and thus enabling actors to respond more flexibly to challenges. Any governance model that overlooks the relational aspects risks remaining fragile and even superficial.

Partners must also develop a common understanding of what the collaboration aims to achieve, what opportunities it offers and which challenges they must address together. When regions begin with different expectations, cooperation becomes unstable and easily derailed. **Shared perceptions** ensure that actors work from the same starting point, making decision-making smoother and building trust. Early alignment of expectations are therefore essential for creating the sense of joint purpose that cross-border governance relies on.



To remain effective over time, governance models must be adaptive rather than rigid. Cross-border cooperations should be dynamic as they are subject to uncertainties and external influences, such as political changes and economic fluctuations or crises. A governance model must room for flexibility, allowing to respond collectively to unforeseen developments, strategies to evolve and be adjusted, partnerships to be reconfigured and new realities to be integrated without losing coherence. This **adaptive capacity** is not an optional feature but a structural necessity for maintaining cooperation and long-term resilience.

Finally, a frequently overlooked factor of cross-border governance is the shared responsibility or management of **collective assets**. Cross-border regions frequently rely on common or shared resources (such as transport infrastructure, tourism facilities and amenities, digital platforms, different services and a joint regional image) that generates shared benefits but also requires joint stewardship. Without specific agreements, these assets can risk becoming overused or insufficiently managed. A good governance model defines how collective assets are used, who contributes to their management and how benefits and costs are fairly distributed.

Taken together, these prerequisites form the foundation to develop a robust cross-border governance model. A governance model that ‘weaves’ these elements into its structure is far more likely to be foster a resilient and durable long-term cooperation with meaningful outcomes across the complexity of borders.

K. Governance approach for First World War heritage in Europe

Following the clarification of the key concepts, we hope you now have a deeper understanding of governance and the heritage-related complexities involved in our work. To assist you further, we have developed a framework designed to help you to (1) organise and analyse information (2) identify problems or causes (3) determine governance approach appropriate for your specific context. Rather than being a rigid set of rules or a prescriptive mandate, this framework serves as a flexible and comprehensive guide for self-reflection and analysis. It provides the essential building blocks for the development of governance strategies tailored to the unique and diverse context-specific requirements of heritage projects.

This governance-analysis framework should be understood as a non-normative analytical and diagnostic reference tool. It is intended to support stakeholders in structuring, analysing, and reflecting upon governance challenges in cross-border First World War heritage contexts. The framework does not prescribe solutions or define performance standards. Instead, it functions as a heuristic device for identifying actors, responsibilities, tensions, risks and decision-making dynamics within complex heritage environments.



The following tables present typical questions that may arise in cross-border First World War heritage projects. Not all questions apply in every situation, but they help identify and highlight potential governance challenges and areas requiring careful consideration.

K.1. What do we work with?

First World War Heritage in European border regions refers to *traces of conflict - both tangible and intangible - in a historical and political shaped cross-border area that are recognised and interpreted in order to ensure a long-term preservation or conservation of shared cultural values.*

Term	What does it mean?	Governance issues
Tangible traces of conflict	Physical remains such as trenches, bunkers, craters, cemeteries, fortifications, military infrastructure, battlefield landscapes, ...	Who owns these remains? Who is responsible for safety and liability? How is conservation financed and regulated? Who decides on public access or restrictions? Who decides what receives formal protection? How is responsibility divided between countries or agencies? How are tourism pressures managed? Who determines classification and significance?
Intangible traces of conflict	Memories, narratives, rituals, ceremonies, music, linguistic heritage, trauma, symbolic meanings, commemorative practices, remembrance, ...	Whose memories and narratives are recognised? How are multilingual or conflicting interpretations managed? Who safeguards intangible practices and stories? How are minority or marginalised voices included? Who defines legitimate or appropriate commemorations? How are nationalistic or exclusionary practices addressed? Who holds rights over traditions or expressions? How are informal community practices recognised?
Historical and political shaped cross-border area	Areas formed by changing borders, frontlines, multi-ethnic histories, ...	Who defines the boundaries of the area or functional territory? Who defines the boundaries of the heritage landscape?



		How are different national legal frameworks aligned? Who resolves conflicts over land use or historical claims? How are geopolitically sensitive areas managed collaboratively?
Recognised	Formal and informal recognition, so providing added protection against threats <i>Different forms of recognition :</i> - <i>By society in general</i> - <i>By local customary and/or legal authorities</i> - <i>By national authorities</i> - <i>By multi-country (governmental) bodies</i>	How is it recognised and by whom? Whose recognition carries authority — legal, local, or both? How is cross-border recognition harmonised? Who updates or reviews recognition status? What happens when communities value heritage not legally listed?
Interpreted	Museums, exhibitions, signage, information panels, guiding, digital storytelling, research, education, ...	Who decides and determines the highlighted and marginalized narratives and their interpretation? Who ensures that education fosters peacebuilding rather than national glorification? Who regulates educational materials and accuracy? Who trains guides and ensures quality and neutrality? How is consistency ensured across museums and institutions? Whose interpretation norms dominate in cross-border contexts (local, national, international)?
Preservation and conservation	Long-term protection, stabilisation, restoration, ...	Who decides what should be primarily preserved/conserved and how? Who sets standards for preservation, conservation and/or restoration? Who pays for maintenance and preservation? How is authenticity ensured across borders?



		How are climate and environmental risks managed?
Cultural values	Cultural values connected to First World War heritage that are shared or jointly shaped by multiple communities across borders, that do not hinder - and ideally support - the preservation, interpretation or sustainable management of sites and landscapes.	Whose culture? Who benefits from the conserved cultural values? How are decisions taken to conserve or promote certain cultures values instead of others? Who determines which cultural values are genuinely shared across communities or nations, and which remain contested? How are shared values identified, documented and recognised when they differ in meaning or importance across borders? Who mediates when shared values conflict with national narratives, political sensitivities or differing commemorative traditions? How are joint cultural values incorporated into cross-border management, interpretation and education? What mechanisms ensure that no single community or country dominates the definition or use of shared cultural values?

K.2. What do we want?

With GOV4PeaCE we are creating a governance model that enables *stakeholders across administrative levels to cooperate in valorising and disclosing First World War heritage, fostering cross-border and multi-sectoral collaboration that supports the sustainable socio-economic development of remote rural territories and strengthens heritage for the future.*

Term	What does it mean?	Governance issues
Stakeholders across administrative levels	Involvement of actors operating at different levels whose mandates, responsibilities and/or capacities can shape the subject	Who identifies and legitimises stakeholders? Who ensures and how is it ensured that voices are not overshadowed by others? How are responsibilities and roles divided? How are power imbalances recognised and addressed?
Cooperate	Joint coordination and alignment of action and objectives to achieve	Which (existing) structures enable meaningful and effective cooperation? Who leads or facilitates the cooperation process?



	coherent and effective outcomes	How are conflicts or competing interests or priorities mediated and/or resolved?
Valorising	Efforts to enhance the value of heritage to increase its visibility and relevance	Who defines what “valorisation” means in different contexts? (e.g. heritage, tourism, education, ...) How is the balance maintained between valorisation and preservation? How is cultural, touristic and commercial valorisation balanced with ethical and heritage consideration? Who prevents commercial overexploitation or misuse of the heritage?
Disclosing	Identifying the significance of the heritage to be integrated in a broader framework or context	Who decides what (e.g. sites, stories, values, ...) is (being) disclosed and how? How is the heritage interpreted? What criteria are applied to disclose the heritage? How controls access to knowledge, archives, etc.? How is information collected and disseminated?
Cross-border collaboration	Cooperation between neighbouring countries that share WWI landscapes, memories and heritage systems.	Which mechanisms or structures already exist or need to be created? How do neighbouring states harmonise legal frameworks, planning systems and heritage classifications? How and who mediates conflicting historical narratives across borders? How are resources and benefits fairly shared between countries? Which institutions are responsible for the coordination of (long-term) cross-border collaboration and governance?
Multi-sectoral collaboration	Engagement of sectors whose activities influence or are influenced by heritage (such as tourism, education, research, local economy, ...)	How are sectoral priorities aligned? Are the sectorial goals balanced with historical and ethical considerations? Who coordinates between sectors with conflicting goals (e.g. conservation vs. development)? Are private actors included? Which sector acts as lead for policy and decision-making, and on what grounds?
Socio-economic development	Using heritage as a catalyst for a balanced long-lasting social and economic growth	Who defines what sustainable development means, both locally and regionally?



	(without compromising the heritage values)	Who monitors environmental and social impacts of development? Who ensures that economic development does not compromise heritage integrity? How are negative impacts (overtourism, commodification, ...) managed or prevented? How are long-term sustainability goals integrated into planning?
Remote rural territories	Geographical peripheral regions with limited resources and services	How are capacity gaps addressed in regions with limited resources? Who provides the funding for development and conservation in remote regions, and where does it come from? Who supports rural actors lacking administrative and financial strengths? How are accessibility, infrastructure and visitor management addressed? How is heritage safeguarded against neglect or depopulation?
Strengthening heritage for the future	Ensuring long-term care and management with transmission of knowledge, values and practices for future generations	Who defines and determines long-term priorities for safeguarding the heritage's preservation and use? What mechanisms (financial, legal, ...) ensure durability and continuity? Which mechanisms can guarantee the care across administrative cycles and/or political changes? How are risks (e.g. climate change, land-use pressure and/or change, loss of memory, depopulation) addressed? Who provides long-term funding and capacity-building? How are future generations included and engaged?

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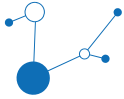
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