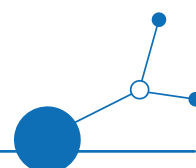


D.2.4.4. Conceptual Solution Documents

Part 1 - Initial maturity territories

Foundational Coordination Solution





Executive summary

The **Foundational Coordination Solution** is designed for territories where First World War heritage is present and socially meaningful but where the actors, assets and memory practices connected to that heritage remain fragmented and weakly institutionalised. Such territories do not yet require a complex route system, formal cross-border network or advanced multilateral governance structure. Their immediate need is to create a first recognised coordination basis from which a coherent heritage governance field can begin to develop.

The solution is directly derived from the Hungarian pilot and from the project's reference to a World War I museum acting as a development hub in an initial territory. In the pilot context, the museum provides a possible institutional expression of the solution: a visible place where dispersed collections, stakeholders, education, interpretation and development ambitions can be brought together. The pilot nevertheless shows that the transferable result is not the obligation to establish a new museum in every initial territory. What must be transferred is the **development-hub function** - the capacity to convene stakeholders, organise knowledge, make heritage visible, support community engagement and educational activation and provide continuity to first-stage cooperation.

Implementation therefore begins with identifying the heritage field, mapping actors and assets and determining whether an existing museum, municipality, archive, memory centre, development organisation or other trusted body can assume the hub or anchoring role. This actor should not take ownership of the entire heritage field, but provide a legitimate platform through which different organisations and communities can cooperate. A basic concept or feasibility document, a first programme of joint activities and an agreed development pathway are needed to move from fragmented memory practices towards more structured territorial cooperation.

The solution is most transferable where there is sufficient heritage material and stakeholder interest to justify coordination, but where no stable governance platform yet exists. Its purpose is not to deliver an advanced institutional structure immediately but to create the minimum conditions for future development, such as visibility, legitimacy, shared purpose, organised knowledge and a credible coordination anchor. In the longer term, the hub may support the transition towards route development, cross-border cooperation and developing governance maturity.



Table of contents

A. Introduction	3
A.1. Purpose and scope of this document	3
A.2. Why initial territories require a distinct governance approach	3
B. Analysis of the pilot information and what it reveals	5
C. Transferability assessment - what to retain, adapt, avoid and borrow	6
C.1. Why direct copying is not appropriate	6
C.2. What should be retained from the Hungarian pilot case	7
C.3. What should not be copied from the Hungarian pilot case	8
C.4. What can be borrowed from the other pilots	8
C.5. Transfer conditions for the conceptual solution	9
C.6. Implications for governance design in initial territories	10
D. Recommended conceptual solution for initial maturity territories	10
D.1. Translation of the pilot-derived solution	11
D.2. Core components of the solution	12
D.3. Governance arrangements and requirements for uptake	13
D.4. Implementation pathway	15
E. Risks, limitations and conditions for success	16
F. Conclusion	17



A. Introduction

A.1. Purpose and scope of this document

This document responds to Deliverable D.2.4.4 of the GOV4PeaCE project, which requires three conceptual solution documents resulting from the project pilots. Each document must describe a specific governance solution corresponding to a particular maturity stage of a territory, namely **advanced/mature**, **intermediate/developing** and **initial**, with the purpose of enabling further uptake in integrated territorial development. The project application also frames these solutions as practical governance approaches and tools derived from piloting, rather than as descriptive pilot summaries. For the initial stage, the application links the expected solution to the Hungarian pilot, where a World War I museum is presented as a potential development hub for territories at an initial level of governance maturity.

This document uses the Hungarian pilot as its primary empirical basis. It also reads that pilot critically in relation to the developing Poland–Slovakia pilot and the mature Italy–Slovenia pilot in order to distinguish what is specific to the Hungarian case, what may be transferable, and what would require adaptation in another context. The purpose is not to reproduce the Hungarian pilot report as such, nor to treat its proposed museum concept as a model to be copied directly. Rather, the objective is to translate the pilot’s lessons into a governance solution that can support other territories where World War I heritage is present, but where governance remains weak, fragmented or still largely embryonic.

The intended users of this document are public authorities, museums, archives, educational actors, tourism organisations, NGOs, researchers, civil-society groups and cross-border partners working in territories where heritage significance exists, but where cooperation structures, institutional anchoring and activation capacity still need to be built.

A.2. Why initial territories require a distinct governance approach

Initial maturity territories should not be understood or treated as simply reduced or weaker versions of developing or mature territories. They represent a specific governance condition and therefore require a distinct governance approach. In such territories, World War I heritage may be present in monuments, cemeteries, archives, family collections and memory, local stories, educational practices, voluntary initiatives or commemorative traditions. However, these elements often exist alongside one another rather than within a shared governance framework. It is in fact not so much a lack of heritage they suffer from, but rather a lack of coherence.

The Hungarian pilot illustrates this condition particularly clearly. The pilot describes a landscape of “island-like” and uncoordinated organisations operating across public administration, national defence, education, military administration, history, tourism and civil



society. It also states that an umbrella organisation is needed to bring these different actors together. This shows that the main problem is not a total absence of heritage or stakeholders, but the absence of a stable structure capable of organising them into a coherent field.

Initial territories can be defined by four main features.

First, they have **low institutionalisation** – there is usually no dedicated or stable World War I heritage institution, no recognised coordinating body and no durable governance platform. Second, they have **dispersed heritage assets** – although these territories possess significant historical value, their assets, relevant materials, sites and memories remain often scattered across various municipalities, archives and collections, yet to be translated into a coherent governance approach.

Third, they have **weak cooperation** – various actors may be active but they often work in parallel and do not yet cooperate in a systematic or strategic way. Cooperation remains irregular, strategic dialogue is limited and cross-border networking is minimal or only emerging. Fourth, they have **underdeveloped activation** – heritage may be remembered locally, but it has not yet been connected in a structured way to education, tourism, territorial identity or socio-economic development.

These features are derived from observations for the Hungarian pilot.

Low institutionalisation – In the Hungarian case, this condition is especially visible. The absence of a dedicated World War I institution and the loss or unavailability of a specialised military history collection create a significant institutional gap in the heritage field.

Dispersed heritage assets – Unlike former frontline areas such as the Western or Isonzo front, the Hungarian territory operates as a hinterland rather than a frontline territory as it was not shaped by military wartime movements – a status that brings a unique setting. It does not imply a lack of heritage significance, but does require a different interpretive approach.

Weak cooperation – The Hungarian pilot underlines this by pointing to the low level of dialogue among World War I actors and by presenting recent international contacts within GOV4PeaCE as an important new development rather than a continuation of an already established cooperation.

Underdeveloped activation – The Hungarians explicitly acknowledge this gap, noting that the exploitation for tourism is still far behind and that hinterland areas face particular difficulties in turning memory assets into broader territorial value.

Initial maturity should therefore be understood as a specific governance condition rather than an early phase in a linear progression towards more advanced models. It is characterised not simply as having less but by a distinctive combination of fragmented assets, low institutionalisation, weak coordination and underdeveloped activation potential. It requires a governance solution that is foundational rather than advanced. The first task is not to optimise



or formalise an existing network or a mature governance architecture but to create the minimum conditions under which governance can begin: visibility, coordination, legitimacy, shared purpose and a first institutional anchor.

B. Analysis of the pilot information and what it reveals

The Hungarian pilot reveals a territory with a significant and meaningful, but differently structured, World War I memory landscape. Unlike frontline territories such as Italy–Slovenia, Poland–Slovakia, present-day Hungary was largely a hinterland during the First World War. The pilot notes that soldiers were sent from the region to the front, wounded soldiers were received and treated there, evacuees from the Soča region and the Istrian peninsula were hosted there, and military cemeteries and memorials remain important carriers of memory. The pilot also highlights the importance of family memory, local monuments and commemorative traditions.

This is important because it shows that an initial territory may have high historical and social relevance even without having battlefield landscapes or iconic frontline sites. The heritage may be less visible to outsiders, but it is not less meaningful. It requires a different interpretative and organisational approach, one that takes account of mobilisation, burial, hospital care, displacement, monuments, family stories and civic remembrance.

The pilot has revealed and identified a broad set or base of (potential) stakeholders. The Hungarian materials identify actors from state administration, local government, heritage protection, cemetery management, military administration, education, museums, archives, tourism and civil society. This confirms that there are valuable actors who could contribute to heritage governance. The weakness lies in their limited coordination, not in their absence.

The Hungarian pilot also shows why an exhibition or museum concept can be attractive as a first anchor in an initial territory. Mórahalom positions the idea of a World War I exhibition not merely as a display function, but as a way to make dispersed materials publicly accessible, strengthen youth-oriented education, support reflection on difficult and contested histories, and create a regionally recognised collection rather than an unrealistic national institution.

The pilot also offers an honest assessment of existing constraints, noting the absence of a national World War I-only collection, the reality of limited resources and that the museum creation must remain realistic in scale. The strongest insight from the Hungarian pilot is that initial territories need a first recognised point of coordination. Without such a point, actors remain scattered, memory remains localised, materials remain dispersed, and activation remains occasional. These constraints are important because they demonstrate that the solution cannot simply be “build a museum” in a narrow sense. The pilot’s museum concept is best understood not as a building project, but as an attempt to create an anchor or hub function – a function that may take several institutional forms – for a fragmented heritage field.



C. Transferability assessment - what to retain, adapt, avoid and borrow

C.1. Why direct copying is not appropriate

The Hungarian pilot provides an important basis for understanding initial maturity, but it should not be copied as a fixed template. Initial territories are highly context-sensitive because their heritage fields are usually not yet institutionally stabilised. The aim is therefore not to reproduce a specific structure modelled too rigidly on the Hungarian pilot, but to understand what type of first coordination function is needed in territories where World War I heritage is present but not yet organised as a coherent governance field.

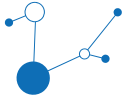
Direct copying is also inappropriate because the Hungarian pilot has a distinctive historical profile. Present-day Hungary is described in the pilot as a hinterland rather than a frontline territory. Its First World War relevance is linked to mobilisation, wounded soldiers, military hospitals, cemeteries, evacuees, monuments and family memory rather than to battlefield landscapes or trench systems. This makes the Hungarian case highly valuable, but also context-specific. Other initial territories may have different memory landscapes, different institutional gaps and different public narratives.

Governance practices from developing or mature territories cannot and should not be copied mechanically into initial territories without adaptation, because initial territories usually lack essential preconditions that make more advanced solutions work.

The Poland–Slovakia pilot already has an emerging cross-border functional territory that contains a dense frontline heritage landscape, a museum initiative in Gorlice, trail prototyping and a formal cooperation agreement. These are important enabling steps, but they presuppose a level of territorial coherence and cross-border readiness that initial territories may not yet possess.

The Italy–Slovenia pilot builds on an even stronger base, with established institutions, heritage routes, legal frameworks, museums and prior cross-border cooperation. Practices from mature territories, such as formal multilateral agreements, network-node systems, shared branding or common standards, assume that a territory already contains stable organisations with sufficient capacity, experience and legitimacy. Although such practices and instruments may appear attractive, when they are imported too early, they remain hollow and risk creating formal structures without the basic legitimacy, trust or operational capacity needed if the basic stakeholder field has not yet been constituted.

For initial territories, transfer should therefore focus on **functions**, not forms. What matters is not whether the exact organisational shape of the Hungarian case or the more advanced instruments of other pilots is replicated or copied, but to adopt the underlying logic of the



coordination or anchoring function. Ultimately, success does not depend on copying a specific concept, but on establishing a function that allows to convene actors, structure knowledge and open up a new and clear pathway towards future (cross-border) cooperation.

C.2. What should be retained from the Hungarian pilot case

Several elements from the Hungarian pilot should be retained for the conceptual solution because they express governance needs that are likely to be shared by other initial maturity territories.

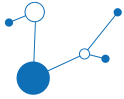
First, the need for a **convening function** (or a so-called umbrella function) should be retained. The Hungarian pilot explicitly describes the field as composed of island-like and uncoordinated organisations and identifies the need for an umbrella organisation. This is one of the clearest transferable lessons from the case: initial territories require a recognised actor, platform or process that can bring dispersed stakeholders into contact with one another.

Second, the **broad stakeholder perspective** should be retained. The Hungarian pilot identified many sectors and actors as (potentially) relevant to World War I heritage governance. This is important because initial territories should not define governance too narrowly and should be socially broad from the beginning because memory is held across different parts of society, not only by formal heritage institutions.

Third, the connection with **education and community memory** should be retained. Schools, local commemorations, archives, families, civil-society groups and local historians often form the first living infrastructure of remembrance. These actors may not yet form a formal governance system, but they provide legitimacy, continuity and social anchoring.

Fourth, the idea of a **development hub** should be retained, but interpreted functionally rather than literally. In the Hungarian pilot, the museum concept is important because it points towards a need for a visible institutional anchor. However, the transferable lesson is broader than the museum itself. What should be retained is the hub function: a place, organisation or platform that can gather actors, make heritage visible, organise knowledge and support the first coordinated actions.

Fifth, the pilot's recognition of **latent potential** and **sustainable territorial development** should be retained. The Hungarian case shows that initial territories should not be dismissed as weak simply because they lack mature governance structures. The conceptual solution should therefore help reveal and organise this potential rather than treat initial maturity as a deficit. Even if these territories are not yet ready for full tourism valorisation, establishing early links between heritage, local identity, education and visitor potential can help prevent governance from remaining purely commemorative.



C.3. What should not be copied from the Hungarian pilot case

Several elements should not be copied directly.

First, the specific Hungarian historical context should not be generalised. The historical profile as a hinterland, with all its themes and aspects, is significant for Hungary, but not all initial territories will share this profile. Some may have frontline remains, others may have dispersed archives, local memorials, training camps, prisoner-of-war traces or post-war commemorative landscapes. The conceptual solution must therefore remain open to the presence and specific historically bound contexts of the different forms of World War I heritage.

Second, the museum should not be copied as an obligatory institutional form. The project application links the initial solution to a Hungarian museum-led development hub, and the pilot works with a museum concept and feasibility study. This is relevant for Hungary, but requiring a museum everywhere would make the conceptual solution institutionally unrealistic elsewhere, making it too narrow, too resource-intensive and unjustifiably ambitious. Other territories may need a municipal coordination platform, a memory centre, an archive-based initiative, a heritage office, a digital documentation platform or a partnership hosted by an existing organisation.

Third, the solution should not rely only on local commemorative practice. Local memory is essential, but if it remains disconnected from strategic coordination and development, it may remain socially meaningful but invisible to wider institutional development. Therefore, the challenge is to bridge the gap between deeply felt local traditions and the formal structures needed to give that heritage broader recognition and sustainability.

Fourth, the existing fragmentation of the Hungarian case should not be reproduced. The pilot is valuable because it exposes this fragmentation, not because fragmentation itself is a transferable model. The conceptual solution must therefore use the Hungarian case as a starting point for overcoming dispersed governance, not as a justification for maintaining loose and informal cooperation.

C.4. What can be borrowed from the other pilots

Initial territories can borrow useful elements from the developing and mature pilots, but only in simplified and adapted forms.

From the Poland–Slovakia pilot, initial territories can borrow the importance of **practical stakeholder engagement**. The developing pilot used workshops, study visits, trail discussions and cross-border meetings to bring actors together and move from dispersed interest toward a visible and tangible cooperation. Initial territories can use similar methods at an earlier stage, for example through first stakeholder meetings, mapping workshops, memory-collection activities, local walks, school-based activities or small interpretation pilots.



Initial territories can also borrow from Poland–Slovakia the idea that an institution can act as a **coordination hub**. The emerging museum in Gorlice and the Museum Council show how interpretation, research, education and coordination can begin to come together. For initial territories, this lesson should be scaled down. The aim is not to establish a full museum network, but to identify one credible point of coordination.

From the Italy–Slovenia pilot, initial territories can borrow the long-term importance of **shared mission, common standards and strategic identity**. Mature territories show why common narratives, communication and coordination matter. However, these should not be immediate requirements in an initial setting. They should be treated as valuable future objectives rather than immediate starting points. Initial territories first priority is not full standardisation, but to identify the actors involved, define the heritage field and create a first shared purpose before they can develop advanced standards or branding.

From the wider GOV4PeaCE framework, initial territories can borrow the usefulness of digital tools for stakeholder mapping, knowledge exchange and documentation. In an initial territory, digital support can help make dispersed actors and materials visible before a more formal governance system exists.

C.5. Transfer conditions for the conceptual solution

For the conceptual solution to be transferable, it must be understood as a first-stage governance response rather than as a fixed institutional model. What is transferable from the Hungarian pilot is not the exact museum-related form in which the pilot expresses its ambition, but the underlying function of creating a first recognised coordination basis in a fragmented heritage field. The solution is therefore most appropriate in territories where World War I heritage is already present and socially meaningful, but where governance still lacks a clear anchor, a visible coordination layer and sufficient institutional continuity.

Its transferability depends above all on the existence of a minimally recognisable heritage field. The solution is not designed for territories where heritage first has to be discovered, nor for territories where governance is already sufficiently developed to sustain route-based or formal multilateral coordination. It is most relevant where assets, memory practices and potential stakeholders already exist, but remain dispersed, weakly connected and only partly visible as a governance field. In such settings, transfer also depends on whether there is at least some realistic possibility that an existing organisation, municipality, museum, archive, association or other trusted body can gradually assume an anchoring or convening role. Where no such possibility exists, the immediate priority is trust-building and actor identification rather than direct implementation of the conceptual solution.

Transferability also depends on proportionality. Initial territories should not import complex agreements, route systems or branding structures before the basic actor field and coordination function are in place. The conceptual solution is therefore transferable only when it is applied



in a modest and enabling way, as a preparatory governance layer that helps create the conditions for later development rather than attempting to impose a premature governance architecture.

C.6. Implications for governance design in initial territories

The analysis above shows that governance design in initial territories must begin before formal structures, routes or brands can be realistically developed. The first design task is to constitute the field itself. This means identifying the actors, assets, narratives, capacities and gaps that are currently dispersed across institutions, communities and local memory practices. Without this first act of recognition, later governance instruments risk being built on an unclear or incomplete understanding of the territory.

The governance design must therefore be light, but not informal. Initial territories should not be burdened with complex institutional models that exceed their capacity, but they do need an intentional coordination logic. Informality may be useful at the beginning, especially for building trust, but it cannot be the only basis for long-term governance. The design must create a recognised anchor function that can convene actors, organise knowledge and give continuity to the emerging heritage field. This anchor may take different forms, such as a museum, memory centre, municipal platform, development agency, archive-based initiative or other trusted body. The form is secondary; the function is essential.

At the same time, governance design should connect heritage to public value from the outset. Education, community memory, research, tourism and local development should not be treated as later additions, but as part of the initial governance field. This is particularly important in territories where World War I heritage may be socially meaningful but not yet institutionally visible. The solution should therefore be deliberately modest in institutional form, but ambitious in governance function. The initial solution should not be an end point. It should create the preconditions for later territorial coordination, cross-border cooperation and progression towards developing maturity.

D. Recommended conceptual solution for initial maturity territories

The recommended conceptual solution for initial maturity territories is the **Foundational Coordination Solution**.

This solution is designed for territories where World War I heritage is present and socially meaningful but where governance remains fragmented, weakly institutionalised and insufficiently activated. Its purpose is to create the first recognised coordination basis from which future governance can grow.



The Foundational Coordination Solution does not prescribe one single fixed institutional form. It does not require every territory to establish a museum or exhibition site, nor does it impose a route, network or formal agreement as an immediate output. Instead, it defines the minimum governance functions that initial territories need: stakeholder mapping, convening, knowledge organisation, first-stage planning, community activation and preparation for later cooperation.

In the Hungarian pilot, this proposed solution is expressed through the idea of a First World War museum-led development hub. In transferable terms, however, the solution is broader: it is the creation of a foundational coordination layer capable of turning dispersed heritage assets and isolated actors into an emerging governance field. It brings together the core functions of the Foundational Coordination Solution by providing a visible coordination anchor, organising dispersed knowledge and collections, supporting educational and community activities, and creating a first platform for wider territorial cooperation. The Foundational Coordination Solution translates this concrete pilot expression into a broader and transferable coordination layer that may be hosted by different types of organisations in other territories.

It is therefore not a route-building solution or an institutional alignment solution, but a pre-network solution intended to establish the visibility, legitimacy, relationships and basic working arrangements required before more structured territorial or cross-border cooperation can develop.

D.1. Translation of the pilot-derived solution

In the Hungarian context, the proposed museum or exhibition site provides a visible institutional point around which dispersed materials, knowledge, stakeholders, educational activities and development ambitions can be organised. The pilot also shows, however, that these functions extend beyond the physical museum itself. The development hub depends on a wider partnership and combines institutional visibility with coordination, documentation, education, community engagement and preparation for future cooperation. The current pilot analysis already identifies the museum concept as an attempt to create an anchor or hub function rather than merely a building project.

The relationship between the pilot-derived solution and the transferable conceptual solution can be summarised as follows.

Pilot-derived element	Function within the pilot solution	Translation into the Foundational Coordination Solution
Proposed First World War museum or exhibition site	Provides a visible institutional reference point for a fragmented heritage field	A recognised coordination anchor, which may be a museum or another trusted organisation
Dispersed collections, archives, local materials and historical knowledge	Creates a need to identify, assemble, document and organise the heritage field	Stakeholder and asset mapping and knowledge organisation



Involvement of public, professional, educational and civil-society actors	Distributes administrative, historical, educational, community and cooperation functions across several organisations	A core partnership with complementary roles and agreed responsibilities
Educational, interpretive and community-oriented activities	Connects the development hub to local knowledge, participation, memory and public meaning	Community and educational activation as a core governance function
Development ambitions linked to the museum or exhibition hub	Creates a visible platform from which wider cooperation and territorial activation may develop	Preparation for future territorial cooperation, route development and cross-border exchange
Museum concept and feasibility-oriented planning	Provides a first concrete framework through which the initiative can be defined and communicated	Basic governance and development documentation

The transferable result is therefore not the museum building alone. It is the governance arrangement created around the development hub: a recognised anchor, an organised heritage field, a complementary partnership, community and educational activation, and a pathway towards wider territorial cooperation.

In another initial maturity territory, these functions may be brought together through a museum, but they may also be hosted by a memory centre, archive, municipal platform, development organisation, heritage office, digital documentation initiative or another trusted body. The institutional form may change, but the combination of functions should remain recognisable.

D.2. Core components of the solution

The Foundational Coordination Solution consists of five core components.

Stakeholder and asset mapping. The territory identifies relevant actors, heritage assets, collections, competences, existing initiatives and missing links. This includes both formal institutions and less visible holders of knowledge and memory, such as museums, archives, schools, tourism actors, community groups, local historians, families, cemetery managers, military institutions and private holders of memory. The purpose is not necessarily to produce a complete scientific inventory at the outset, but to establish a shared overview of the heritage field and the relationships that need to be developed.

A recognised coordination anchor. A body or platform is identified to convene stakeholders and provide continuity. This may be a museum, memory centre, municipal service, development agency, NGO platform or research-led structure. The anchor should provide a recognisable point of contact for the heritage field while remaining open to cooperation with organisations that retain their own mandates and identities. Its role is to organise and connect the field rather than to take ownership of all its assets or activities.



Basic governance documentation. The territory prepares a simple but explicit document defining purpose, scope, actors, first priorities and possible cooperation steps. This may take the form of a concept note, feasibility study, memorandum, stakeholder charter or development plan. The objective is not to create unnecessary administrative complexity, but to make the emerging cooperation visible and reduce dependence on informal personal relationships.

Community and educational activation. The solution connects heritage to schools, local commemorations, archives, families and civil society. This builds legitimacy and prevents governance from being too narrowly institutional. Initial activities may focus on documentation, education, local research, public interpretation or the collection of memories and historical material.

Preparation for future territorial cooperation. The solution identifies how the territory may later move towards more structured cooperation. This may include connecting additional sites and organisations, developing digital mapping, exploring a thematic route, strengthening cross-border exchange or introducing light formal agreements. These steps should build upon the foundational coordination already established rather than replace it.

D.3. Governance arrangements and requirements for uptake

The Foundational Coordination Solution is intended as a proportionate first-stage governance response. Its uptake does not require an established World War I institution, a formal cross-border network or an advanced territorial strategy. It does, however, require a recognisable heritage field, sufficient stakeholder interest to participate in an initial mapping and coordination process, and at least one organisation willing to initiate or host that process.

The coordination functions do not need to be concentrated in a single organisation. A museum or exhibition site may provide the most visible expression of the development hub, while administrative, professional, historical, educational, community and cross-border functions may be distributed across a broader partnership. The hub may therefore be hosted by one organisation, but depends on complementary actors to perform its full governance function.

In the Hungarian pilot, the proposed World War I museum or exhibition site provides the most visible institutional expression of this development-hub function. The necessary governance functions were nevertheless distributed across a provisional partnership. The Hungarian pilot illustrates how these functions may be distributed in practice. The proposed First World War museum or exhibition site provides the most visible institutional expression of the development-hub function, while different organisations contribute complementary capacities.



Actor	Main function
Mórahalom City Municipality	Administrative and project-management capacity
Meritum Association	Professional activities and stakeholder coordination
Military History Institute and Museum	Historical expertise
Várbástya Association	Hungarian–Romanian cooperation

Museums, archives, schools, tourism actors, military organisations and civil-society groups formed part of the wider stakeholder field. This illustrates that the development hub may be hosted by one organisation, but depends on a broader partnership to perform its full governance function.

For external uptake, a receiving territory should therefore identify a credible coordination hub and a small core partnership. The hub may be a museum, exhibition or memory centre, municipality, archive, development agency or another trusted body. Its role is to convene actors, organise knowledge, maintain continuity and support first joint activities. The exact institutional form may differ, but the coordination function must be clearly recognised.

The **core partnership** should normally include :

- a public authority or body able to provide administrative and policy support
- an archive, museum or other heritage organisation able to contribute knowledge and documentation
- an education, research, community or civil-society representative able to provide social anchoring to connect the solution to local knowledge, participation and community memory
- a tourism or territorial-development actor (only where wider territorial development is relevant)

Other stakeholders may be added according to the local heritage context. The aim is not to involve every possible actor immediately, but to ensure that the first partnership combines public legitimacy, heritage knowledge and social anchoring.

The **governance arrangement** may remain light, but it should clarify :

- who coordinates the process
- which actors participate and form the core partnership
- which area, themes, heritage field or assets are covered
- what the first priorities and responsibilities are
- how decisions are taken
- how communication and follow-up will be organised



These arrangements may be recorded in a concept note, feasibility study, memorandum, stakeholder charter or initial development plan. Responsibilities should remain proportionate to the capacities and existing mandates of the actors involved.

At minimum, uptake should result in

- an initial stakeholder and asset map
- an identified coordination hub
- a core partnership with agreed roles
- a basic governance or development document
- at least one practical first joint activity

This first joint activity may involve education, documentation, community memory, digital interpretation, a small exhibition or a heritage walk. Its purpose is to put the coordination arrangement into practice, translate agreed responsibilities into concrete action and establish a tangible basis for continued cooperation.

The solution can begin progressing towards developing maturity when actors exchange information more regularly, the hub is recognised by the wider stakeholder field, first joint activities have been completed and the partners are ready to connect individual sites or initiatives within a broader territorial or cross-border framework. Scaling may then take place gradually by involving additional organisations or municipalities, extending documentation and educational activities, connecting further heritage sites, or developing a thematic route or more formal cooperation arrangement.

D.4. Implementation pathway

Implementation can proceed in four phases.

Phase 1 – Recognition and mapping. An initiating organisation, supported by relevant heritage and community actors, identifies the main heritage assets, collections, stakeholders, current initiatives and governance gaps. The result is a first shared overview of the heritage field and the connections that need to be created.

Phase 2 – Convening and anchoring. The initiating organisation and core partners identify, adapt or establish a credible coordination anchor. The anchor begins convening stakeholders, collecting and organising knowledge, and clarifying the roles of the participating actors. Where the solution takes the form of a museum or exhibition hub, this phase should also clarify which functions will be performed by the hub itself and which will remain distributed across the wider partnership. The result is an initial partnership and an agreed coordination point.



Phase 3 – First activation and documentation. The coordination anchor and its partners prepare a basic governance or development document and put the cooperation into practice through one or more small-scale joint activities. These may include educational activities, archive initiatives, community memory projects, cemetery mapping, digital interpretation, a small exhibition or a heritage walk. The result is a first practical application of the partnership and its coordination arrangements.

Phase 4 – Transition toward developing maturity. The core partnership reviews the first activities and determines whether coordination is sufficiently stable to support further development. Where appropriate, the territory may begin to involve additional actors, connect separate sites or initiatives, strengthen cross-border contacts, explore route logic or introduce light formalisation. The result is a clearer pathway towards more durable territorial cooperation.

The pathway should remain flexible. Not all territories will move through the phases at the same speed, and some may need to revisit mapping, partnership development or governance documentation before progressing. The essential requirement is that each phase strengthens the coordination capacity of the territory rather than merely producing a temporary activity.

E. Risks, limitations and conditions for success

The main risk of the Foundational Coordination Solution is that the coordination anchor becomes either too weak or too dominant. If the anchor is not perceived as legitimate by the wider field, it will not be able to overcome fragmentation. However, if it becomes too strongly associated with one organisation's agenda, it may discourage other stakeholders from participating. The success of the solution therefore depends on the anchor's ability to act as a convenor rather than as an owner of the heritage field.

A related risk is the absence of a clear mandate. In initial territories, a potential coordinating actor may be willing to take initiative but may not yet have formal recognition, sufficient resources or the trust of other stakeholders. In such cases, the first priority should be to build legitimacy through dialogue, mapping and small shared actions before expecting the actor to carry a wider governance role. Over-investing too early in a physical museum, exhibition or institutional structure can also be problematic if the underlying governance function has not yet been clarified. The question should not be "what institution do we build first?", but "which function is needed to make coordination possible?"

Another limitation is the tendency to remain too local or commemorative. Local memory is essential, especially in initial territories, but if it remains disconnected from education, research, tourism, public authorities and territorial development, it may not generate durable governance capacity. Conversely, premature formalisation should also be avoided. Complex



agreements, brands or route structures introduced before trust and coordination capacity exist may create the appearance of governance without its substance.

The solution is most likely to succeed where there is at least one credible convening actor, a minimum willingness among stakeholders to cooperate, sufficient heritage material to justify coordination and a realistic understanding that initial governance must grow gradually. Its success should therefore be judged not by the immediate creation of a large institution or network, but by whether the territory becomes more visible, more connected and better prepared for future cooperation.

F. Conclusion

Initial maturity territories require a foundational governance response. Their problem is not necessarily lack of heritage, but lack of coherence, anchoring and structured activation. The Hungarian pilot shows that such territories may have strong memory, active stakeholders and meaningful heritage, while still lacking a recognised governance field.

The Foundational Coordination Solution responds to this condition. It helps territories identify their actors and assets, create a first coordination anchor, document shared purpose and activate heritage through education, community memory and local development. Its value lies in creating the minimum conditions from which future governance can grow. It is therefore a transferable solution for territories that are not yet ready for mature networks or developing corridor structures, but that need to move beyond isolated memory practices toward coordinated heritage governance.



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