
D.T1.3.2. GUIDELINES FOR THE IMPLEMENTATION OF THE STRATEGY AT LOCAL LEVEL

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1. FOREWORD

This study, connected to the Shared Strategy for an integrated governance system of HBA within the CE region (D.T1.3.1), aims to define the local guidelines and frameworks, which contribute to a more efficient and sustainable governance and management of Historic Built Area (hereinafter HBA), based on the local situation.

The Historic Built Area, determined by the Hungarian project partner, is located in Szabolcs-Szatmár-Bereg county, north-eastern part of Hungary. The HBA covers 44 municipalities from among six have town privileges. Due to the historical and cultural development of the region, four elements of historical building are stated as part of HBA; these are castles and mansions from the 16th and 19th centuries, medieval churches of Szatmár region, relics of folk architecture (farmhouses) and buildings of Hungarian organic architecture style (Imre Makovecz buildings).

The architectural values of the HBA are the places of everyday life for local residents, such as churches, cultural and public institutions and dwellings as well as symbols of regional identity. Nevertheless, these architectural heritages are the main destinations of the region's tourism. The preservation and sustainable tourism utilization of the built heritage of the area require a participatory governance and management model that efficiently builds on local resources.

This document is an operative manual regarding the design, sustainable enhancement and conservation of the HBA. The guidelines directly derive from a shared strategy developed in Central Europe within the BhENEFIT project. They are an instrument that integrates and supports the already developed local spatial and urban plans. The main objective is the sustainable development of HBAs based on holistic, multidisciplinary and participated approach in the governance and management process of the HBAs.

Each project partner has identified peculiar territorial characteristics and has elaborated this site-specific document strongly rooted in the territory it belongs to.

The contents of the local guidelines are:

- general objectives;
- planning recommendations for new projects concerning the HBAs;
- stakeholders' involvement, times and methods of participation;
- decision-making mechanisms and characteristics of the participatory and multidisciplinary approach.

Szabolcs 05. Local Government Development Association is committed to establishing and implementing a local strategy for developing the joint governance and management system of HBA through the BhENEFIT Interreg Central Europe project.

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2. VISION AND MISSION OF THE HBA

2.1. Vision

We are developing a governance and management system where authorities, institutions, professionals, communities and networks can clearly see the local tasks related to heritage protection and management and are able to coordinate their work to protect the local heritage and play a positive role in the life of local communities.

- Public authorities and institutions will be able to provide support for effective governance and management through favourable legislation and policies, create a more efficient administrative structure and ensure the financial and human resources for heritage protection.
- Professionals can contribute more to the management and protection of cultural and built heritage through the development of their professional knowledge.
- By strengthening the participatory approach, residents, local communities and networks will be aware of the importance of local heritage and are committed to their preservation.

2.2. Mission

To achieve the vision of the HBA, the purpose of this strategy is to identify the frameworks that promote:

- the development of a local governance and management model for cultural and architectural heritage;
- the involvement of stakeholders – especially the involvement of residents and local communities – in participatory planning, in connection with the management of the HBA;
- building of capacities for the preservation and management of cultural and architectural heritage.

Establishing the necessary condition of a common governance and management system

For the common governance and management of the heritage, an appropriate legal framework is necessary that empowers people and organizations to act. Besides, it is also important to create the right organizational framework with proper operational structure and working methods required for action.

The organizational needs and decision-making processes required to manage the cultural and built heritage has often led to the establishment of institutional frameworks. The created organization is responsible for planning and implementing the actions and for continuously improving the applied working methods.

Steps to achieve this goal:

- creating an HBA management organization – creating organizational frameworks;
- HBA management organization – defining the organization's operation methods, defining rights and responsibilities;
- developing a detailed management plan – elaboration of a work plan for the management of cultural heritage.

Stronger and more inclusive participation of stakeholders in governance and management of heritage

The participatory approach to management is supported in a number of areas, but in particular in the field of nature and heritage protection, because through participatory planning and management, the natural and cultural value becomes 'a common property', thus serving to strengthen local communities and local identity. Getting a wider audience is one of the main goals of HBA management. Particularly important is the involvement of local population and communities in participatory planning.

Steps to achieve this goal:

- defining the group of stakeholders involved in the decision-making process;
- targeting professionals, institutional stakeholders;
- organizing heritage programs.

Capacity building related to heritage management

The concept of capacity building means mapping, pooling and developing the resources required for operational and management processes. Resources are the basis of operational capacity. Resources fall into three broad categories: human, financial, and intellectual. They allow to the institutional framework to implement the specified tasks defined in the legal framework.

Resources serve as a 'fuel' that make a management system operate to conserve and manage cultural and built heritage. Their quantity and quality, in addition to other factors, determine the operational capacity of the given institutional framework. The resources of cultural and built heritage are usually scarce, therefore it is critical to use them in an efficient and sustainable way as well as to build and develop capacity continuously.

Steps to achieve this goal:

- mapping local and regional resources;
- developing local human resources and knowledge;
- involving of external financial resources.

3. PARTICIPATORY APPROACH

3.1. The participatory approach in general terms

In general, the spread of participatory approaches in governance and management of cultural heritage means that, in addition to the public and research institutions and professionals, the role of people interested in cultural heritage, civil society, heritage owners, maintainers, or those who are just interested in the development of the heritage are more significant in heritage management.

Participatory governance of heritage results the transformation of traditional and hierarchical form of governance practices. It has an effect on the attitudes of legal and professional stakeholders because it requires that not only the professional but also the social aspects be taken into account in the governance processes.

Participatory management of cultural heritage expresses the intention to become a day-to-day practice of participatory management of the local architectural heritage. In contrast to top-down governance and management approach, this innovative method can result a real change in property maintenance, sustainability and public engagement too.

Central and especially Eastern European experiences show that in practice, local partners, communities and residents are not involved in strategic and settlement planning. Participation and contribution of local stakeholders in decision-making are limited in most cases. Integrating a participatory approach into practice is essential to establish an effective, resource-efficient governance and management system (BhENEFIT, 2018; World Heritage Resource Manual, 2013).

3.2. Stakeholders' involvement

To disseminate and strengthen participatory governance and management, the effective involvement of stakeholders, including public and research institutions and professionals involved in the management of cultural heritage and other relevant stakeholders, is one of the main goals and tasks of HBA management.

The involvement of stakeholders in the HBA's planning, decision-making and management process should be goal and task oriented. However, it is not always necessary to involve all interest groups in the governance and management processes.

Stakeholders are groups or individuals (i.e. national or local government authorities, professionals, politicians, civil society organizations and businesses, owners, local community representatives, citizens) who, through their direct or indirect involvement, can influence the operation of HBA. In this study, according to the Shared Strategy, the stakeholders are divided and analysed in three main categories; these are stakeholders by law, additional stakeholders and citizens (BhENEFIT, 2018).

3.2.1. Stakeholders by law

Stakeholders by law are institutional stakeholders that needs to be involved at the beginning of the decision-making process. Their participation is fundamental, since they are the competent authority on any cultural and architectural heritage issue. Their involvement in HBA governance and management processes is reasonable from the beginning (BhENEFIT, 2018).

According to Hungarian legislation, stakeholders by law are municipalities and the competent building and heritage protection authorities in HBA. Municipalities as local authorities are the main actors in HBAs. The

competent building authorities are the settlement clerks of the district centre municipalities of the districts affected by the territory of HBA, namely the settlement clerks of Baktalórántháza, Csenger, Mátészalka and Nyíregyháza. The competent heritage protection authority in the HBA area is the district office designated by the relevant regulation (District Office of Nyíregyháza).

The legal basis for their involvement is provided by the following laws:

- According to the Article 13 (1) of the Act CLXXXIX of 2011 on the Local Governments of Hungary, local government tasks that can be carried out locally, among others, include settlement development and settlement planning.
- According to the Article 7 (1) of the Act LXXVIII of 1997 on the Development and Protection of the Built Environment, the aim of settlement development and settlement planning is (...), to develop and protect natural, landscape and architectural values to improve the quality of life of the population and the competitiveness of the settlement.
- (2) During settlement development and settlement planning, the use of areas in the public interest should be provide with respect to legitimate private interests. In doing so, (h) the protection, restoration and development of settlement districts of historical significance, architectural and archaeological heritage, which is of interest for preservation, (...), should be considered. Furthermore, according to the Article 6/A (1) aa), the local government, within the framework of its building tasks, can provide the local protection of the built environment, the protection of local architectural values, urban landscape, (...).
- According to Article 57 (1) of the act, the elements of the architectural heritage that do not benefit from national heritage protection based of their value, but they are outstanding for the region and the settlement due to their particular appearance, characteristics, settlement image or structural value, keep tradition alive, reflect the work and culture of the people and communities were living there are regarded as parts of the local architectural heritage.
- (2) It is the responsibility of the local government to identify, record, proclaim for protection, maintain, develop, guard and provide the protection of the values of the local architectural heritage. (...).
- (3) The local government (...) decides on the proclamation or the termination of local protection and on restrictions, obligations and subsidies related to the protection, in settlement image decree.
- According to the Article 1 (1) of Government Decree 343/2006. (XII. 23.) on the designation and operational conditions of the building and construction supervisory authorities, the Government designates the settlement clerks of the district centre municipalities (...) as general building authority for the first instance building authority tasks regarding buildings and construction activities.
- According to Government Decree 68/2018. (IV. 9.) on the Regulations of the Cultural Heritage Protection authorized by certain articles of the Act LXIV of 2001 and Act CXXVI of 2010, to perform the official duties related to the protection of the cultural heritage, the district offices specified in Annex 1 are the competent authority.

It is an important task to establish conformity between legal and other actors, to increase trust among different actors, and to ensure the transparency of public proceedings. The spread of participatory models is a matter of time, depending on the adaptation of good practices and the change of attitude of the involved stakeholders in the Central European administrative and planning practice (BhENEFIT, 2018).

3.2.2. Additional stakeholders

Additional stakeholders include a very wide range of organizations and experts involved in the governance and management of cultural heritage. In many cases, these groups have different needs and expectations regarding the maintenance of built heritage. Participatory approach is particularly important at this time as it can ensure win-win or compromise solutions. Additional stakeholders need to be involved at different times and with different modalities in the decision-making process (BhENEFIT, 2018). Among additional stakeholders the following actors can be highlighted:

Urban planners: In addition to professionals working in the field of heritage conservation, specialists in regional and settlement development can play an important role in coordinating professional work. They are the ones who can best serve the mediator role between different stakeholders on professional issues.

In smaller settlements, in many cases there is not enough financial resources to employ urban planners, but the possibility of joint planning (see Chapter 4.1.), by sharing costs, is also an opportunity to involve urban planners in professional work.

Their involvement in decision-making processes is continuous. It is advisable that a chosen representative of the given group could participating continuously in the preparation and decision-making processes related to the governance and management of HBA (BhENEFIT, 2017).

Professional institutes, committees: Professional organizations and committees can also be important players in HBA government and management. Their special knowledge contributes to making professionally established decisions in the management of cultural heritage. Among the professional organizations and committees, the Committees for Local Collection of Values and national park directorates should be mentioned.

According to the Article 3 of the Act XXX of 2012 on Hungarian national values and Hungarikums, municipalities can set up local collection of values and they can establish a Committee for Local Collection of Values. According to Article 28 (2) of the Act LIII of 1996 on the Protection of Nature, a national park is a characteristic, larger area of the country, which is not significantly changed in its natural features and its primary purpose is the protection of special (...) landscape and cultural values (...). This involves, that national park directorates also participate in the preservation of cultural heritage values.

Their involvement in decision-making processes is continuous. It is advisable that a chosen representative of the given group could participating continuously in the preparation and decision-making processes related to the governance and management of HBA (BhENEFIT, 2017).

Investors: Among other stakeholders, investors can play a significant role in the sustainable development of HBAs. Investors can become a catalyst for the regeneration of the region related to the development of HBAs as they might have a special financial interest in restoring and giving new functions to buildings belonging to the heritage. Involvement in decision-making processes is goal-oriented (in connection with certain properties) and is scheduled. However, in some cases, investors may be initiating parties (BhENEFIT, 2017).

Owners, property managers: Owners and property managers of the cultural heritage have to be mentioned among the additional stakeholders. Their involvement in decision-making processes is justified from the outset, since they have a strong say in the utilization of real estate as owners or property managers. Act LXIV of 2001 on the Protection of Cultural Heritage differentiate owners (proprietary rights practitioners) and property managers (users).

- Owners (property right practitioners) may be: the Hungarian State, Hungarian municipalities, churches, private owners (both Hungarian and foreign nationals);
- Property managers (users) may be: national parks, public institutions such as museums and collections, NGOs, private individuals, profit-oriented business associations, church districts.

Churches should be discussed separately as a special case within the group as they (especially the Reformed Church) play a very important role in preserving, protecting and managing the cultural and built heritage in the area. The related financial resources are partly financed from the central budget and partly from church contributions, so we can also look at the Church as an investor. There are many national and international examples of how the Church as owner and investor preserves and develops the cultural and built heritage of its own (BhENEFIT, 2017).

3.2.3. Citizens

The local population needs to be analysed apart from other stakeholders due to their stronger attachment and closer links with the cultural and built heritage. The population can be considered as a group of people (public opinion), because some individuals who are part of the population can often appear in different roles and with different demands. Their inclusion in the decision-making process is scheduled, within the framework of public debates, open days; however, they need continuous, day-to-day information (webpage of the project, local government, local newspaper). Winning the public, involving them in the processes, and communicating with them require special attention and sensitivity. If we can gain the engagement of the local population through HBA governance and management, preserving and utilizing the heritage can indeed be successful. Otherwise, some processes may trigger citizen oppositions.

3.3. Internal collaboration (inside the local authorities)

The joint governance and management of HBA requires coordinated work of the local authorities and institutions. It is necessary to define the organizational framework of the cooperation, to establish an HBA management organization. The organization is responsible for the following tasks:

- continuous operation of HBA management organization;
- defining project management tasks and defining their scheduling;
- coordinating the implementation of the tasks undertaken, compliance with deadlines;
- organization of partnerships and contacts, establishment of cooperation mechanisms, provision of adequate flow of information;
- arranging, organizing and documenting corporate meetings and related events;
- coordination of monitoring and evaluation.

In the case of Szabolcs 05. Local Government Development Association, the internal collaboration manifests itself in the strong cooperation of the 44 settlements as all of them have a strong interest in efficient and effective management of HBAs. One of the main aims is to find a common denominator that satisfies the expectations of all municipalities in the region.

4. POOLING AND OPTIMIZING RESOURCES, TRADE-OFF MECHANISM

4.1. The general framework and the methodology

Legal frameworks, whether formalized or not, should provide adequate legal and regulatory tools for the protection and management of cultural and built heritage. The following describes how to ensure interdisciplinarity between urban and strategic planning and how to improve the regulatory environment focusing on the HBA in Hungary.

In the practice of Hungarian settlement development, interdisciplinarity between urban and strategic planning has already been partly provided by the adaptation of Integrated Settlement Development Strategy (ISDS). By the legislation of the Government Decree 314/2012 (XI. 8.) on the Settlement Development Concept, the Integrated Settlement Development Strategy and the settlement planning tools, and on specific settlement planning legislation, the development of integrated urban development strategies has become an important part of the Hungarian urban development practice.

By introducing the Integrated Settlement Development Strategy, a coherent system of settlement-level development plans has been completed. The relationship between settlement and strategic planning is provided by 3 documents, which are:

- Settlement Development Concept: the vision and goals of the settlement are defined by the long-term concept;
- ISDS: the thematic goals and concrete development concepts to be achieved in the medium term are included in the strategy outlined in the conceptual goals.;
- Settlement planning tools: the physical framework needed to achieve the vision and goals set out in the concept and the concrete interventions planned in the strategy are described in the settlement planning tools – the Settlement Structure Plan and the Local Building Regulations.

The documents – related to settlement and strategic planning – described above has been supplemented with the Settlement Image Handbook and the Settlement Image Decree to be developed for all settlements in the country, since the adaptation of the Act LXXIV of 2016 on the Protection of the Settlement Image.

According to Article 2 (1) of the Act LXXIV of 2016, the protection of the settlement image means the preservation or design of a characteristic, valuable and traditional architectural image and structure of the settlement or settlement quarter. (2) The local government (...) provides the protection of the settlement image (...) in the municipality decree (settlement image decree). Article 4 (1) In order to provide a technical foundation for the decree, a Settlement Image Design Handbook is prepared.

Interdisciplinarity between urban and strategic planning and the content and logical connection between the various planning documents are ensured by certain indentation (4-6) of Article 3 of the Government Decree 314/2012 (XI. 8.):

- (4) The concept, the settlement structure plan, the handbook and the settlement image decree are made in line with the content of each other's.
- (5) The strategy is developed in accordance with the concept, taking into account the settlement structure plan.

- (6) The local building regulation is prepared in accordance with the settlement structure plan and the settlement image decree, (...).

From the point of view of the joint governance and management of cultural and architectural heritage, it is important to mention that the legislation (Government Decree 314/2012 (XI. 8.)) allows municipalities to develop joint municipal and strategic plans:

- According to Article 8, each municipality that participates in the joint planning will adopt the concept or strategy made in association by the local governments, by agreement, as an autonomous local government decision in their own administrative area.
- Article 17 (1) Each municipality that participates in the joint planning will adopt the handbook, settlement structure plan or local building regulation made in association by the local governments, by agreement, as an independent document in their own administrative area

The possibility of joint planning can provide space for treating experimental HBAs similar to the Hungarian area as a design unit. The development of the legal framework for settlement and strategic planning – focused on HBA – can be implemented as follows:

- Based on settlement specific Settlement Image Design Handbooks, territorial units where similar types of HBA located can be defined. These areas can form the HBA-focused design units that include multiple municipalities.
- Design handbooks and related regulations may identify the architectural or landscape elements related to the characteristic historical, cultural and architectural heritage of the settlement that can be part of the HBA. If these objects are not protected at local or national level, it is advisable to initiate their local protection.
- Special mention should be made of the long- and medium-term concept of managing natural, landscape and architectural values in conceptual and strategic documents.
- The settlement planning tools provide an opportunity for individual municipalities to set uniform architectural standards at territorial level to the landscape elements and buildings defined as HBA elements.

4.2. Mapping of the local resources

In order to determine the allocation and optimization of resources and the outline of capacity building, it is necessary to identify the main groups of actors involved. The following table describes the main groups, their roles and resources of the human-resource background of capacity building (World Heritage Committee, 2011):

Main groups for capacity building	Target audiences for capacity building	Competences
practitioners (individuals and groups who directly involved in the governance and management processes)	local authorities public institutions (educational and research institutions, etc.)	identifying and protecting community values data, information gathering, selection and service management and management issues: design, implementation and monitoring

Main groups for capacity building	Target audiences for capacity building	Competences
		scientific and technical issues resource utilization and management raising awareness and communication
Institutions (including heritage organizations, NGOs, advisory bodies and others institutions that have a responsibility for creating a management environment)	local, regional and state authorities enterprises, financial institutions private institutions (research, consultancy, etc.)	legislative issues, institutional frameworks (governance, decentralization) capacity building (financial issues, human resources and knowledge) definition of the stakeholders' behaviour rules (law, ethic rules, etc.) governance of societal processes, urban development and decision making identification and protection of the public values data/knowledge collection, selection and provision
Communities and Networks (including local communities living on or near properties, as well as larger networks that support them)	communities civil organizations religious institutions	identification and protection of the public values data/knowledge collection, selection and provision provision of feedbacks, critical reflection on the societal development

4.3. Description of the trade-off mechanism

According to the Shared Strategy, a trade-off mechanism in decision-making is a time-consuming process that aims to make the right and proper decision through dialogue between different actors, taking into account and evaluating all possible options and solutions. Reaching a balanced, transparent and shared decision is time-consuming procedure; however, the time itself is one of the most important and - at the same time - the most scarce elements of the process.

In order to find a balance between preserving or utilizing historical buildings, making profits or ensuring a liveable environment in settlements, trade-off mechanism can be a good method of governing and managing HBAs. During HBA governance and management, decisions are taken along the following steps (BhENEFIT, 2018; H. M. Bazerman and D. A. Moore, 2008):

PROVIDING PARTICIPATION:

- identifying different types of stakeholders;
- timing the involvement of certain stakeholders, defining their decision-making powers.

RECOGNIZING THE NECESSITY OF A DECISION, SEARCHING ALTERNATIVES:

- defining a strategic governance process, creating a transparent and open dialogue through permanent participation by stakeholders;

- involving "other stakeholders" (investors, citizens, tourists, etc.) in the decision-making process and management;
- generating alternatives;
- ensuring compliance with heritage protection standards and principles;
- choosing the best alternative.

DECISION MAKING:

- municipal decision-making process and definition of a concrete management plan.

MONITORING:

- monitoring and possible adaptation of the management plan.

5. MONITORING AND RESULTS

Well-functioning monitoring activities are an integral part of program management. The core of the monitoring activity is to monitor the implementation of the program to see whether interventions will result in the planned outputs and whether the implementation of the program actually leads to the expected results. While monitoring and evaluation activities are directly related to the implementation of the strategy, its foundation is essential as part of the planning process. The most important elements of this are the following:

- formulating clear objectives, developing a clear intervention logic,
- defining indicators for realistic measurement of program outputs and results,
- designing a system for monitoring and evaluating activities that support the implementation of the program.

Effective monitoring and evaluation activities cannot work without exactly defined indicators. The following table provides an overview of the result indicators to be applied related to the management goals. Detailed description of monitoring and evaluation methods should be part of a management plan.

Mission	Steps	Indicators
Establishing the necessary condition of a common governance and management system	Creating an HBA management organization – creating organizational frameworks. HBA management organization – defining the organization's operation methods, defining rights and responsibilities. Developing a detailed management plan – elaboration of a work plan for the management of cultural heritage.	Presence of a work plan for the preservation and development of cultural heritage.
Stronger and more inclusive participation of stakeholders in governance and management of heritage	Defining the group of stakeholders involved in the decision-making process; Targeting professional, institutional stakeholders. Organizing heritage programs.	The number of stakeholders involved in decision-making and management processes. The proportion of participants in residential forums related to heritage conservation (compared to the total population).
Capacity building related to heritage management	Mapping local and regional resources. Developing local human resources and knowledge. Involving external financial resources.	Number of trainings and workshops related to the management of cultural heritage. The amount of financial resources involved in the preservation and development of cultural heritage.

6. BIBLIOGRAPHY

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World Heritage Committee (2011); Presentation and adoption of the World Heritage strategy for capacity building, WHC-11/35.COM/9B; UNESCO, 2011

World Heritage Resource Manual (2013); Managing Cultural World Heritage of UNESCO; UNESCO, 2013

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Act LXXVIII of 1997 on the Development and Protection of the Built Environment – *1997. évi LXXVIII. törvény az épített környezet alakításáról és védelméről*

2001. évi LXIV. törvény a kulturális örökség védelméről – *Act LXIV of 2001 on the Protection of Cultural Heritage*

Act CLXXXIX of 2011 on the Local Governments of Hungary – *2011. évi CLXXXIX. törvény Magyarország helyi önkormányzatairól*

Act XXX of 2012 on Hungarian national values and Hungarikums – *2012. évi XXX. törvény a magyar nemzeti értékekről és a hungarikumokról*

Act LXXIV of 2016 on the Protection of the Settlement Image – *2016. évi LXXIV. törvény a településképp védelméről*

Government Decree 343/2006. (XII. 23.) on the designation and operational conditions of the building and construction supervisory authorities – *343/2006. (XII. 23.) Korm. rendelet az építésügyi és az építésfelügyeleti hatóságok kijelöléséről és működési feltételeiről*

Government Decree 314/2012 (XI. 8.) on the Settlement Development Concept, the Integrated Settlement Development Strategy and the settlement planning tools, and on specific settlement planning legislation – *314/2012. (XI. 8.) Korm. rendelet a településfejlesztési koncepcióról, az integrált településfejlesztési stratégiáról és a településrendezési eszközökről, valamint egyes településrendezési sajátos jogintézményekről*

Government Decree 68/2018. (IV. 9.) on the Regulations of the Cultural Heritage Protection – *68/2018. (IV. 9.) Korm. rendelet a kulturális örökség védelmével kapcsolatos szabályokról*