



Twinning Project AZ/15/ENP/OT/35
Support to the Ministry of Culture and Tourism of the Republic
of Azerbaijan for the modernization of its policy and
management system in the culture sector

Component 1 – Institutional Development of cultural heritage management

**Activity 4.1.1: Review of current situation and develop a new modernized model
of administration and management of national cultural heritage (including
tangible and intangible heritage, museums and libraries)**

Recommendations for model of administration and management of national cultural heritage

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1. Introduction

1.1. Rationale

The present *Recommendations for model of administration and management of national cultural heritage* are based on the

1. directions included in the «**Culture Concept of the Republic of Azerbaijan**» Approved by the Decree of the President of the Republic of Azerbaijan No. 273 dated 14th February 2014, particularly the par. **2.2. Application of modern methods in culture management**, which are as follows:

International best practices demonstrate that the most successful culture management requires, along with the efforts of state bodies, the participation NGOs and private entities, cooperation between state bodies and municipalities, organization of the effective use of cultural objects, adherence to the principles of state culture policy, application of innovative management tools and prevention of monopolies.

The main objectives of the reform in culture management are as follows:

- i. improvement of the state culture system, development of cooperation with the local self-government bodies in culture management, including art management;
 - ii. creation of art management systems and production management in culture including arts as well as fostering modern management tools;
 - iii. cooperation with NGOs and private entities, protection and preservation of unique national cultural identity and diversity as well as multicultural diversity, consequent liberalization
2. the principles focused and guidelines included in European Parliament Resolution of 8 September 2015 *Towards an Integrated Approach to Cultural Heritage for Europe* (2014/2149(INI))
3. the most recent experiences implemented in Europe on the integrated approach to management and valorization of cultural heritage at territorial scale

2. District integrated approach

2.1. Definition

Cultural district is a system of territorial relationships set up to optimize the process of culture production and economic use of cultural resources. This goal is pursued through the integration of plans and management tools of cultural/natural heritage, material and immaterial endowments within homogeneous territories.

The notion of “cultural district” emphasizes a model of local development centered on one or more cultural assets, tangible or intangible, whose enhancement process implies a system of relationships between all the main stakeholders in the area, from institutional powers to local community, from providers of services to other productive actors.

The cultural district planning is defined as a process where cultural and natural heritage, the outputs of presence and interaction of both man and nature, the tangible as well as intangible local assets are preserved as a whole and transmitted from one generation to another. The cultural district planning requires an adequate level of cooperation between local authorities, institutions, local communities and businesses in valorization process.

The resulting model is a spatially defined network, where the process of enhancing cultural assets engages other environmental resources and activities, infrastructures such as communication, transport and reception services, promoting economic and social aspects of the whole area.

The aim of the model is:

- preserving and enhancing cultural assets and widening the local cultural offer
- promoting all local activities and generating maximum synergy
- producing strong symbolic meanings and enhancing an attractive image of the place
- establishing the identification and reputation of the place as a tourist national and international destination

The cultural district model, by acknowledging the economic potential of local cultural assets and integrating all the related functions, fosters producing culture and has a positive feedback, in terms of sustainability, on the main issue of cultural heritage preservation and transmission to the next generations.

In most of the cases, local cultural systems are only "potential" cultural districts, and the model must result from a targeted policy. Its implementation must be supported by a management strategy agreed with the main local stakeholders, representatives of the institutional system, political forces, social and entrepreneurial forces. In fact, the link between cultural districts and local development occurs through increasing the awareness of the local cultural actors to behave and operate as a collective and integrated system. Eventually, the common strategy must be institutionalized by giving an organizational form to the development model to be implemented.

In general, cultural heritage assets and actors involved in the process are:

- historical heritage (monuments, museums, libraries, traditional urban assets)
- natural and environmental heritage (national parks, landscapes, naturalistic oases)

- traditional craftsmanship and applied arts
- folklore expressions and intangible heritage (folk music, games and dances)
- institutional actors, both national and local
- providers of services (food and drinks, reception, guides)
- territorial infrastructures (transport, communication)
- other facilities (theaters, sports)

The organization of cultural districts could be based on:

- cultural criteria: quality and quantity of territorial resources
- historical criteria: historical features of architecture, landscape, urban planning
- geographical and spatial criteria: morphology, accessibility, transport and accommodation infrastructures
- political / administrative criteria
- social criteria: the "social capital" of territorial unity, i.e. presence of widespread trust and participation
- economic criteria: existing production of goods and services;
- demographic criteria: characteristics of the existing "human capital"

2.2. Some examples of integrated approach in EU

2.2.1. France: Pays de Valois

Pays de Valois

The Valois is a territory located in the middle of the Parisian Basin, between Oise and Ourcq. It is a green region, with a past of rich history. Forests and plains follow, scattered with villages which are grouped around a church or a castle. Along the Vallée de l'Automne numerous Romanesque and Gothic churches and chapels arise. There the great tradition of archery continues to be practiced.

Cooperation between different Municipalities in the area has been applied in Valois for some thirty years, initially with the constitution (1988) of the Valois Development Association, then with the constitution of SEP, Syndicat d'Etudes et de Programmation (Studies and Planning Federation) in order to benefit from State financing; eventually, the Community of Municipalities of the Pays de Valois was established in 1997, by grouping all the municipalities in the Cantons of Betz, Nanteuil le Haudolin and Crépy en Valois. The Community includes sixty-two municipalities with the common goal of favoring the quality of life of the inhabitants, strengthening its unity as well as to develop the richness of its rural identity.

So, the municipalities decided to coordinate their roles to implement a collective and more effective general action, in particular on:

- management and recovery of space
- actions for economic development
- environmental protection and valorization
- politics of housing and living conditions
- creation, management and maintenance of the road network
- creation, management and maintenance of cultural services

The organizational structure of the Community provides a President and a General Manager, as well as four main Management Offices: General Affairs, Economic Development, Culture, Communication.

2.2.2. France: Val de Loire Mission

The Val de Loire is a large inland region of central France located to the south-west of the capital Paris. Much of its area embraces the renowned valley of the Loire river. The region is known for its fine historical towns, its vineyards and agricultural produce and its many beautiful castles.

On 30/11/2000 the International Community inscribed the Loire Valley in UNESCO World Heritage List, because of its “cultural living landscapes”. Following the inscription, the goals to be pursued are:

- reasoned management of the Val de Loire brand
- sustainable development of the united Val de Loire
- respect for the environment and landscapes with the asset mediation and valorization
- international cooperation and solidarity
- the dissemination of knowledge and enhancement International know-how of the Val de Loire

The “Val de Loire Mission” represents the operating body of the entire territory management system. It is a mixed interregional organization, presided in turn by the two founding Regions, Centre-Val de Loire et Pays de la Loire, with a three-year mandate. The Mission is financed by the same founding Regions. The main objective of the valorization district management system is to implement inclusive ideas and projects. Its functions consist of:

- managing the Val de Loire brand
- raising awareness and inform local authorities and citizens
- contributing to the promotion of Val de Loire both at national and international level
- encouraging innovative projects aimed at safeguarding and enhancing landscapes and cultural heritage of the area
- achieving an integrated vision at the site level through coordination of the various actors.

2.2.3. Italy: The Cinque Terre National Park

The Cinque Terre are five picturesque villages above the sea in the Region Liguria (Monterosso, Vernazza, Riomaggiore, Corniglia, Manarola) set on a terraced land characterized by traditional dry-stone walls. They have about 4,500 inhabitants over a surface of 3,860 hectares.

In the seventies, subsistence agriculture was the almost exclusive local activity, along with fishery in Monterosso (the only village having a beach), and local communities were subject to progressive depopulation; yet during the eighties the countryside was discovered by a new, more refined type of tourism, so many bed & breakfasts and farm holidays arose in the area, also producing a reversal in the depopulation trend.

Next important steps in terms of both enhancement incentives and growing awareness among the local community were:

- in 1997 the Cinque Terre were granted by UNESCO World Heritage Sites;
- in 1999 the Cinque Terre National Park was set up as a governance structure of the area;
- in 1999 was also created the “Sanctuary of Cetaceans”, a marine conservation area involving cooperation with France and Principality of Monaco in setting regulations for protection of biodiversity.

Along with the enhancement of natural assets, the local economic structure strengthened its new tourism-oriented attitude by recuperating traditional local “savoir faire”, such as the typical liqueur (*sciacchetrà*) and the Monterosso *sardine*, both granted by the “Presidium Slow Food” certification; as well as the maintenance of dry-stone walls, a tourist attraction in themselves, but first of all necessary for soil conservation, viticulture and environmental balance.

A very strong point in the Cinque Terre cultural district is the National Park model of governance: the Park is an institutional body whose President is nominated by Decree of the Italian Ministry of the Environment in agreement with the Liguria Region. It has an executive body, a Council and an auditors board. The Park plays a decisive role in sustaining and supporting the whole territorial system, fostering sustainable development and innovation, such as follows:

- it functions as a destination management organization and handles promotion, acting both at strategic and operative level (e. g. through five cooperatives dealing with agricultural and tourist services);
- it implements an environmental management system conforming to the standard UNI EN ISO 14001:2004 for continuous improvement;
- it manages integrated tourist services through a "card" for tourists, the revenue of which is a form of self-financing and supporting rural activities and mobility services;
- has activated a Convention with Trenitalia (the national railroad transportation company) on transport facilitations;
- it has activated educational projects (financed by the EU Social Fund) aimed at strengthening the agricultural and tourism services competences of local people;
- it supports the start-up of new activities related to the present ones, as is the case of a bio-cosmetics line;
- it assigns a "Quality brand" encouraging quality reception and catering activities, promoting using and selling of territorial goods;
- it promotes studies on geological risk, and has a memorandum of understanding with the Venice University on ICT tools for monitoring and safeguarding the territory;
- it promotes cultural approach to the territory (e.g. through the "Literary Park" named after the Nobel Prize Eugenio Montale);
- it shares information and promotes its image and features through an attractive, comprehensive website.

2.2.4. Italy: the Val d'Orcia Park

In Tuscany (Central Italy), the Val d'Orcia Park includes the territories of five Municipalities: Castiglione d'Orcia, Montalcino, Pienza, Radicofani and San Quirico d'Orcia, which

have created a partnership in order to protect the landscape and promote a sustained development of the area. It counts about 13,500 inhabitants over a surface of 66,848 hectares.

The Val d'Orcia has a homogeneous environment, remarkable for the gentle hilly landscape with cypress rows and characteristic geological features (clays), yet also shaped by human work (vineyards, cereal fields), as well as rich in artistic and architectonic testimonies of medieval and Renaissance times.

In 2004 the Val d'Orcia artistic, natural and cultural Park was granted by UNESCO World Heritage Sites because of "the excellent state of conservation of the landscape, deriving from intelligent human interventions, and the influence it has had on Renaissance artists".

As was the case with the Cinque Terre, during the last decades the key-factor for boosting the whole territorial economy was the enhancement of local "savoir faire", especially viticulture, starting from the international success of the famous "Brunello di Montalcino" wine. In fact, the raising of a "wine tourism" has implied many farms to be renovated and start bed & breakfast activity; eventually, many linkages were activated between qualified restructuring, traditional agricultural products (olive oil), other different but complementary related activities, such as restaurants, handicrafts, cultural and leisure services (excursions, the "Via Francigena" path).

In 1999 the site has been recognized as ANPIL, Area Naturale Protetta di Interesse Locale (natural protected area of local interest) according to the Law 49/1995 of the Tuscan Region. This was the assumption for the creation of the Park, which was in turn the first step to organize a governance on the protection of natural resources and on valorization of the area as a whole.

According to the Tuscan Law, municipalities – also in an associate form – implement the functions related to the management of ANPILs, either directly or through the establishment of purpose-built companies. In this case, the operational tool is the *Val d'Orcia s.r.l.* (limited liability company), whose members are the five municipalities Castiglione d'Orcia, Montalcino, Pienza, Radicofani and San Quirico d'Orcia, plus the Province of Siena. The *Val d'Orcia s.r.l.* deals with:

- studies and research aimed at analyzing the productive potential of the area, seeking opportunities for eco-sustainable development;
- destination management organization and promotion;
- promotion and commercialization of the agricultural and handicraft products characteristic of the area;
- diffusion, even abroad, of the "Val d'Orcia" brand;
- promotion of agro-tourism cultural itineraries and other cultural and recreational activities;
- promotion of the "Val d'Orcia" image and features through an attractive website.

Every three years the Tuscan Region approves the Program of protected areas, which is both an address plan and a plan for allocation of financial resources.

On the other hand, as civil society organizations such as Cooperatives and Consortia have a strong tradition in the Tuscan Region, they play a decisive role in aggregating the productive forces in the area, as well as in managing some major asset (e.g. DOCG and DOC for local valuable wines).

In conclusion, case studies illustrate that the main levers able to trigger a development model such as the district integrated one are the following:

- presence of specific idiosyncratic resources;
- an economic structure characterized by agglomeration and integration (either spontaneous or resulted from a targeted policy);

- appropriate governance tools.

3. Outline of current situation in Azerbaijan

3.1. New Ministry of Culture and Tourism Regional Culture and Tourism Departments network

The *Culture Concept of the Republic of Azerbaijan* and *Law on Culture* of the Republic of Azerbaijan assume the broadest current definition of cultural heritage: movable and immovable, tangible and intangible, literary, archaeological, artistic, architectural, natural features, handicraft, folklore, music, food and gastronomy, living traditions, festivals.

However, the culture sector of Azerbaijan is characterized by a centralized management system with the Ministry of Culture and Tourism (MCT) as the lead institution. Currently, local executive powers carry out state policy and monitor observance of legislation in the sphere of protection of immovable heritage and natural landscapes. According to legislation, they are granted with competences to establish regulations of specially protected areas and manage them.

The most relevant local authorities in Azerbaijan are city and district's Executive Powers, led by a chief appointed by the President. Also, Municipalities, led by elected mayors are present and have different competences.

Following the Order of the President of the Republic dated on 29 March 2016 on “*Upgrading organizational structure of the Ministry of Culture and Tourism of the Republic of Azerbaijan*” the decision to upgrade the organizational structure of the Ministry of Culture and Tourism was taken in conformity with “*Culture Concept of the Republic of Azerbaijan*” (Order no.273 on February 14, 2014). On the base of this Order:

- a) Baku City Main Department of Culture and Tourism has been established in place of Baku City Culture and Tourism Department.
- b) the 84 culture and tourism departments and offices of MCT have been grouped and reduced to 15 Regional Culture and Tourism Department as follows:
 - 1) **Sumgayit**(former offices of Sumgayit city, Absheron, Khizi, Zangilan, Qubadli and Shusha regions)
 - 2) **Khachmaz**(former offices of Khachmaz, Quba, Qusar, Shabran and Siyazan regions)
 - 3) **Ismayilli**(former offices of Ismayilli, Aghsu, Shamakhi, Gobustan and Qabala regions)
 - 4) **Shaki**(former offices of Shaki city, Oghuz, Qakh, Zaqatala and Balaken regions)
 - 5) **Kurdamir**(former offices of Kurdamir, Imishli, Fuzuli, Beylagan and Khocavand regions)
 - 6) **Aghstafa**(former offices of Aghstafa, Kazakh and Tovuz regions)
 - 7) **Shamkir**(former offices of Shamkir, Goygol, Gadabay and Dashkesen regions)
 - 8) **Ganja**(former offices of Ganja and Naftalan cities, Samukh, Goranboy, Kalbajar and Khojali regions)
 - 9) **Barda**(former offices of Yevlakh and Mingachavir cities, Barda and Tartar regions)
 - 10) **Aghjabadi**(former offices of Aghjabadi, Aghdam and Lachin regions)

- 11) **Aghdash**(former offices of Aghdash, Ujar, Zardab and Goychayregions)
- 12) **Sabirabad**(former offices of Shirvan city, Sabirabad, Saatli and Hajigabul regions)
- 13) **Bilasuvar**(former offices of Bilasuvar, Salyan,Neftchala and Jabrayil regions)
- 14) **Masalli**(former offices of Masalli,Yardimli and Jalilabad regions)
- 15) **Lankaran**(former offices of Lankaran city, Astara and Lerik regions)

With the Order nr 1088 dated 28 October 2016 the new MCT Regional Culture and Tourism Departments took over the Local Executive Powers competences on culture that had been defined by the «Statute on Local Executive Powers of Azerbaijan Republic" approved by the Presidential Decree (Order) No.648 dated back to 6.6.2012.

Before the Order, city/district culture and tourism offices were under subordination of both MCT and city/district executive powers. NowRegional Culture and Tourism Departments are funded by MCT.

3.2. Current competences - Regional Culture and Tourism Departments

Competences of regional culture and tourism departments are defined in their Statues confirmed by the decision of the Ministry (26 December 2016, N9).

The current competences of Regional Culture and Tourism Departments for different task are as follows:

3.2.1. Museums

Regional departments are responsible for coordinating and supervising the museums situated in their territory as well as protecting, promoting and enriching their collection (3.0.18). Director (with permission of the Ministry) and staff of the museum are appointed/dismissed by the head of the regional department (5.5.3).

3.2.2. Protection of historical and cultural monuments

In the Status, any competences related to protection of monuments have not been defined. This task is mainly carried out by the *State Service of Cultural Heritage Conservation, Development and Rehabilitation under the Ministry of Culture and Tourism of the Republic of Azerbaijan* with the help of monument guardians.

3.2.3. Urban planning

In the Status, any competences related to urban planning have not been defined.

3.2.4. Tourism management

Here are the competences of the departments in the field of tourism management (3.0.20 – 3.0.32):

- To participate in the preparation of programs to improve international and domestic tourism, development of tourism industry and infrastructure, attracting investment for rendering new tourism services in the area;
- To assist the preparation of different printed and other materials to advertise local tourism in domestic and international market;
- To coordinate the work of tourism information centers located in the regions and to prepare plan of actions together with them;
- To participate in the preparation of tourism development strategy of the region;
- To represent the region in tourism exhibitions;
- To organize information/press tours in the region;

- To participate in the creation of the brand of the region;
- To maximize the use of historical, cultural and natural heritage of the region for tourism purposes, to promote local cultural and historical heritage, cultural values;
- To participate in the preparation of tourist routes together with the relevant departments of the Ministry.

3.3.Current competences - Executive Powers

The current competences of District/city Executive powers for different task are as follows

3.3.1. Museums

City/district executive powers have no direct competences over museums. However, they support cultural activities by (referred to the Statue of Districts):

- Implementing cultural policy of the state/state programs on the development of culture and art in the territory;
- Providing social-cultural services to the residents of the territory;
- Analyzing and forecasting development of culture in the territory and making proposals to relevant executive bodies;
- Creating opportunities for leisure time activities and services rendered by cultural organizations;
- Supporting activities of cultural entities in the territory;
- Creating entities for social-cultural, sports purposes and organizing their work;

3.3.2. Protection of historical and cultural monuments

Districts (referred to the Statue of Districts) have the following competences, mainly shared with MCT:

- It is required to get permission of MCT and districts (considering opinion of NAoS) for implementing construction work in the areas where historical and cultural monuments are located (4.11.16).
- They organize protection of monuments in cooperation with MCT (3.12.7.).
- Monuments of local importance can be relocated with permission of MCT/districts (4.11.16).
- They inform MCT State Service in case of discovery of features of cultural objects during construction (3.11.5-1).

It is worth to highlight that these competences are subject to be changed or abolished due to Presidential Order signed in March and since they are overlapping with the competences of State Service of Cultural Heritage Conservation, Development and Rehabilitation.

3.3.3. Urban planning (Code of Town-Planning and Construction)

Districts implement state policy in the field of town-planning and construction together with Ministry of Emergency, State Committee for Town Planning and Architecture. General and main plans of the territory are ordered by the State Committee and confirmed by Cabin of Ministers. The Committee monitors the implementation of those plans. Executive powers have the following competences:

- *Detailed plan* Documents of territorial planning are open to public and districts are obliged to create opportunity to get familiar with these documents (regarding detailed plans) and provide copies (20.4) Detailed plans are prepared upon request of districts or municipalities based on a contract signed with a designer (designing detailed plans and construction

projects that require permission is an activity subject to license). Plans are sent to the State Committee for Town Planning and Architecture to be confirmed and to be agreed with relevant state bodies (including MCT). Districts may define prohibitions while detailed plans is being prepared or amended (35.1).

- *Measures on the accomplishment (repair)* Districts organize measures on the accomplishment of settlements (Statue- 3.9.10) and decision on the accomplishment is agreed with State Committee for Town Planning and Architecture (Code 44.1).
- *Construction.* Executive Powers issue permit both for the construction of the projects that require such permission (with consent of MCT in the protected zones of cultural and historical monuments) after the project being examined and for the utilization of the building after the construction being completed (47.4.5-47.4.6).

Design and construction of water supply and sewerage systems are also agreed with Districts (generally, water supply and sewerage systems are managed by (construction, maintenance etc) “Azersu” Open Joint Stock Company owned by the state). Finally, they deal with repair and maintenance of the roads which are in common use and in their balance (roads are built by “Azeravtoyol” OJSC owned by the state).

3.3.4. Tourism management

Districts create opportunities for development of tourism and entertainment centers located in the territory (Statue – 4.13.16).

3.4. Current competences - Municipalities

Municipalities have different competences from districts, as outlined below

3.4.1. Museums

Law on Museums (art. 8), state owned, municipality owned and private museums exist in Azerbaijan. Municipalities and private entities/persons can found their own museums and should register it as a legal person at relevant body (registration body for commercial legal entities is Ministry of Taxes and for non-commercial is Ministry of Justice).

Art.24 says that state museums are financed through state budget and other legal sources different form state budget. As there is no reference on funding of municipal museums we may assume that they are financed by municipalities, even though, currently there are no municipality-owned museums.

There are not any other references to competences of municipalities in legislation. However, according to art.4 of Law on Status of Municipalities, municipalities may approve local social protection and social development programs covering different areas including maintenance and use of cultural buildings, improvement of cultural entities.

3.4.2. Protection of historical and cultural monuments

Monuments can be in the property of state or municipality or under private property.

Municipalities can lease and privatize the property they own. The same rule applies to leasing and privatization of municipal owned monuments in accordance with Law on Protection of Historical and Cultural Monument. According to the Law, it is prohibited to lease immovable monuments or their separate parts which are of world significance and in the property of state or municipality. Immovable architectural monuments of country and local importance in the state or municipality property, including privately owned immovable monuments or their separate parts (except for archeological monuments) might be leased (after getting permission from MCT (State Service) on the program of utilization and reconstruction) for scientific, religious, service and tourism purposes based on the contract (to sign contracts to rent state property is among the competences of State Committee on Property Issues- 3.0.14 of its Statute) upon approval of utilization program, coordination and rehabilitation designs by MCT/Icherisheher. Repair and restorations of leased monuments are facilitated with leaseholder's finance under the control of MCT and specialists.

It is not allowed to privatize (except for residential units, their separate parts registered as architectural monuments of local significance) the monuments which are in the state property and included into the list of world natural and cultural heritage and belong to national cultural and natural heritage in accordance with the Law on Culture. Monuments of local importance can be privatized (except for engineering and defense constructions, religious monuments and memorials, hydraulic installations) (art.4).

Article 4 of Law on Status of Municipalities defines that municipalities may also approve local social protection and social development programs covering different areas including maintenance of cultural and historical monuments. Construction and renovation work conducted on the monuments which are in the property of state or municipality shall be conducted on the account of state or local budget funds based on the decision of MCT/Icherisheher. Conservation, repair, rehabilitation, reconstruction and regeneration work on the monuments will be carried out after being confirmed by MCT/Icherisheher considering the opinion of National Academy of Science.

3.4.3. Urban planning

Municipalities may utilize their material and financial assets to repair the territory of the municipality and to construct and repair social infrastructure buildings (Law on Status of Municipalities, article 37).

Code of Town-planning and Construction defines the competences of the municipalities in the fields of territorial planning, repairs and construction:

- *Territorial planning*: Municipalities can be the customers of territorial planning and papers of territorial planning will be prepared upon the decision of the municipalities in the lands owned by them. These detailed plans are agreed with relevant state bodies and then sent to State Committee for Town-Planning and Architecture for getting its opinion. Municipalities may define prohibitions while detailed plans is being prepared or amended.
- *Measures on the accomplishment (repair)* Municipalities organize measures on the accomplishment in the areas owned by them and decision on the accomplishment is agreed with State Committee for Town Planning and Architecture.
- *Construction* Municipalities organize the implementation of construction projects which are ordered and financed by them.

3.4.4. Tourism management

Municipalities define rules for use of water facilities owned by them for medical treatment, tourism, recreation, sports and other purposes. These rules are agreed with districts.

4. Regional Culture and Tourism Departments and new top-down district management model

The envisaged model assumes the broad definition of cultural heritage included in the Azerbaijani political programme and complies with the features of Departments' territories: literary, archaeological, artistic, architectural creation, creative work, contemporary culture, craftsmanship, folklore, music, food and gastronomy, natural features, traditional knowledge, living traditions.

It also assumes a broad definition of cultural economy, which includes an heterogeneous spectrum of assets, products and industries related to the territory, with the potential of creating a diversified mix of cultural products, able to satisfy the need of the local demand as well as competitive in the external market, and to become input for other productive processes.

4.1. Improvement of present competences

The Order of the President of the Republic dated on 29 March 2016 on “*Upgrading organizational structure of the Ministry of Culture and Tourism of the Republic of Azerbaijan*”, which reduced the peripheral network to 15 Regional Culture and Tourism Department, represents the first step of an improvement process both at state and local administration level. Additional modern models of cooperation with local communities would allow territories to become more attractive and to create synergies, so as to trigger a development path based on quality, integration and sustainability.

4.1.1. Integrated cross cutting functions

Recognizing culture as a key factor to widen governance policies will extend intervention possibilities and funding sources. Based on the capacity of the overall system to start up activities in different but complementary sectors, integration can be both vertical (e.g. national, regional, local level) and horizontal (e.g. museums, libraries, ateliers, urban planning, etc.).

Since the main functions related to cultural heritage management are *preservation, valorization, and use*, through the suggested model the Department policy may be able to enhance:

- the complex of human and social resources linked to the three main functions above (professionalism, actual and potential audience);
- the chain of productive sectors in the area (suppliers of goods and services for the preservation and promotion of goods, or connected to the output of them);
- connected territorial infrastructures (reception and accessibility services).

The management model will be oriented to:

- promote cooperation between the different policy areas dealing with cultural heritage;
- ensure protection of the territorial cultural heritage and its transmission to future generations in an effective and sustainable way;
- valorize the whole set of territorial cultural goods and services in a complementary way;

- intercept the market needs and the economic opportunities deriving for the local system;
- create networks for sharing relevant information among all stakeholders.

Such an integrated approach would consist of using all the available resources for supporting, valorizing and promoting cultural heritage, while taking into account the cultural, economic, social, historical, educational, environmental and scientific components.

4.1.2. District intersectoral planning

The integration of the cultural districts model within the current regional government framework would be based on the analysis of the characteristics, assets and cultural diversity of the territory and on the recognition of stakeholders.

Because the management model is to be introduced as a top-down initiative, it would require a “steering committee” within the Regional Culture and Tourism Department (e.g. see the competences of “Permanent and other commissions”, Law on status of municipalities, art. 17, plus representatives of both local powers and productive sectors of the area).

The steering committee duties could be the following:

- to identify territorial cultural assets (movable and immovable, tangible and intangible) and plan their development strategy in a holistic view (see 4.1.1);
- to identify stakeholders;
- to set the framework of cooperation between state bodies and municipalities, even to the aim of avoiding overlapping;
- to set agreements so as to promote the “shared resource” aspect;
- to develop instruments that allow multifunding (state, local, public-private partnership);
- to elaborate the operational proposal (“integrated action plan”) – focused on cultural resources as catalysts of a network of functions and relationships – to be set up in collaboration with public and private institutions, having regard to the proper combination of economy, efficiency and effectiveness.

The integrated action plan ought to indicate:

- main common goals;
- development strategies and actions for each individual actor;
- procedures, priorities and timing;
- terms of impact assessment.

4.2.Planning of Regional Culture and Tourism Departments activities

The new Presidential Order *Upgrading organizational structure of the Ministry of Culture and Tourism of the Republic of Azerbaijan* that has created Baku City Culture and Tourism Department and 15 Regional Culture and Tourism Offices included in the structure of MCT represents an opportunity for valorization of cultural heritage, development of tourism and entertainment centers to be located in the territory.

4.2.1 Upgraded competences

As a result of the new Order, districts will not have any direct competences in the field, apart from supporting cultural institutions and activities within their area. On the other hand, MCT Departments will fully take over the following activities (previously partly shared with executive local powers) at both national and local level:

- Inventory control of objects and architectural monuments on the territory, set-up of protection areas, creation of modern data bases
- Protection of natural and cultural resources and monuments
- Restoration of historical and cultural monuments
- Management of museums, including Regional Museum Networks
- Management of libraries
- Elaboration of educational programs
- Support to cultural institutions
- Training of highly qualified professionals for preservation of historical and culture monuments
- Improvement of professional art activity (theatre, cinema, music, painting, creative activities, folk art)
- Creation of a modern touristic infrastructure based on historical and culture monuments suitable to be utilized as touristic objects
- Development of a culture industry

According to the European model of integrated approach to management and valorization of cultural heritage, in order to optimize the process of culture production and economic use of cultural resources, it will be also necessary to undertake:

1. a comprehensive analysis of:
 - a. place-based cultural resources and assets
 - b. existing economic activities (already or potentially integrated)
 - c. existing and potential audience related to cultural and touristic services
 - d. potential demand for cultural output
 - e. existing and potential stakeholders (both institutional and private)
2. the diversification of funding sources and improvement and expansion of culture services
3. the setting up of integrated, service-oriented library and museum networks on the territories
4. the integration of landscape, natural and environmental issues in territorial cultural policies
5. the strengthening and inclusion into the territorial plans of Azerbaijani intangible cultural heritage protection policies
6. the full inclusion of cultural heritage into environmental impact assessment actions
7. the test of forms of collaboration between local actors

4.2.1 Institutional framework (institutional actors involved in management of the proposed territory)

Regional Departments will be linked to the activity of other institutions, firstly local powers and cultural organizations. According to current legislation, in particular to:

- the Azerbaijan National Academy of Science (see *Law of the Republic of Azerbaijan on Protection of Historical and Cultural Monuments* approved by the President of the Republic of Azerbaijan No. 470 dated 10th April 1998, art. 5)
 - the State Urban Planning and Architecture Committee (because of its functions on territorial planning and supervision on urban planning activities)
 - the Ministry of Ecology and Natural Resources of Azerbaijan Republic (because of its competences on Especially Protected Nature Areas and Organization of Ecotourism)
 - the Administration of State Historical and Architectural Reserve “Icherisheher” (as far as Baku Main Department is concerned)
- Furthermore, it is also worth note that announcing as a reserve archeological, ethnographic, architectural, town-planning and other complexes of special importance belongs to the relevant executive power (the President of the Republic of Azerbaijan) (see *Law of the Republic of Azerbaijan on Protection of Historical and Cultural Monuments*, art. 22).

4.2.2 Plan objectives

Objectives	Related actions / Projects
Recognition of natural and environmental assets of the territory	<ul style="list-style-type: none"> - Analysis of natural and environmental features of the territory - Creation of data bases of recognized assets - Set-up of protection areas - Guidelines on specific topics (urban planning, etc.)
Recognition of cultural heritage assets of the territory	<ul style="list-style-type: none"> - Inventory control of objects and monuments on the territory, including museums and libraries patrimonial assets - Creation of data bases of recognized assets - Studies and research activity and sharing of information
Effective management and long term protection of natural and cultural resources and monuments	<ul style="list-style-type: none"> - Equipment with highly qualified staff - Identification of technical scientific criteria and minimum standards of management - Regulation of the use of goods, in order to make them available for future generations - Identification of need and priorities for conservative interventions - Support to sustainable forms of exploitation - Support to traditional crops - Planning of monitoring activity, based on standard shared indicators

	<ul style="list-style-type: none"> - Studies and research activity and sharing of information - Promotion of forms of sustainable tourism - Monitoring observance of related legislation
Enhancement of natural and cultural resources and monuments, including intangible cultural heritage, in a framework of territorial cooperation and integration	<ul style="list-style-type: none"> - Recognition of intangible cultural heritage traditionally related to the territory (music, handicraft, eno-gastronomic tradition, etc.) - Promotion of studies and research, linkage with universities, cultural institutions, etc. - Realization of virtual (digital) paths through cultural heritage in order to better communicate it - Improvement of cultural offer, within an integrated system of relationships between all the main stakeholders in the area - Improvement of touristic infrastructures, including reception, accessibility and mobility services, touristic facilities - Fostering quality products and services - Creation of cultural paths and thematic routes - Support to professional art activity - Building of a consistent, attractive image/brand of the territory, to be shared with other local actors and communicated both at national and international level through a comprehensive website - Monitoring flows and tourism services, in order to assess and improve performances
Supporting policies with adequate funding	<ul style="list-style-type: none"> - Diversification of funding sources