

## Decentralised management strategies for heritage in rural areas

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### I. INTRODUCTION

Beyond the different conceptualisations that can be made of heritage or heritage resources, there is a widespread idea of its value in development strategies. This value is even more important, at least in relative terms, when the analysis focuses on rural spaces. This is due to the difficulties in setting up positive dynamics for socio-economic development and in the notion of territorial heritage, as this increases its value due to scarcity and social valuation (Ortega, 1998).

However, as shall be seen in this chapter, there is a distance between the theoretical meaning of heritage resources in local development strategies and the practical application. This is basically due to the existing complications in the management of the said resources in the rural setting. Thus, first of all, this work considers the problems that are habitually encountered in heritage enhancement processes in

rural settings, with concrete examples from the autonomous region of Castile & Leon.

On the basis of this analysis, some of the measures that have been carried out through public intervention to enhance the said heritage resources will be considered, stressing the possibilities that arise with regard to the theoretical and practical definitions of the territorial systems of heritage value, a notion that appears in the Plan PAHIS 2020, but which is also found, with slight differences, in other heritage valuation strategies in Spain.

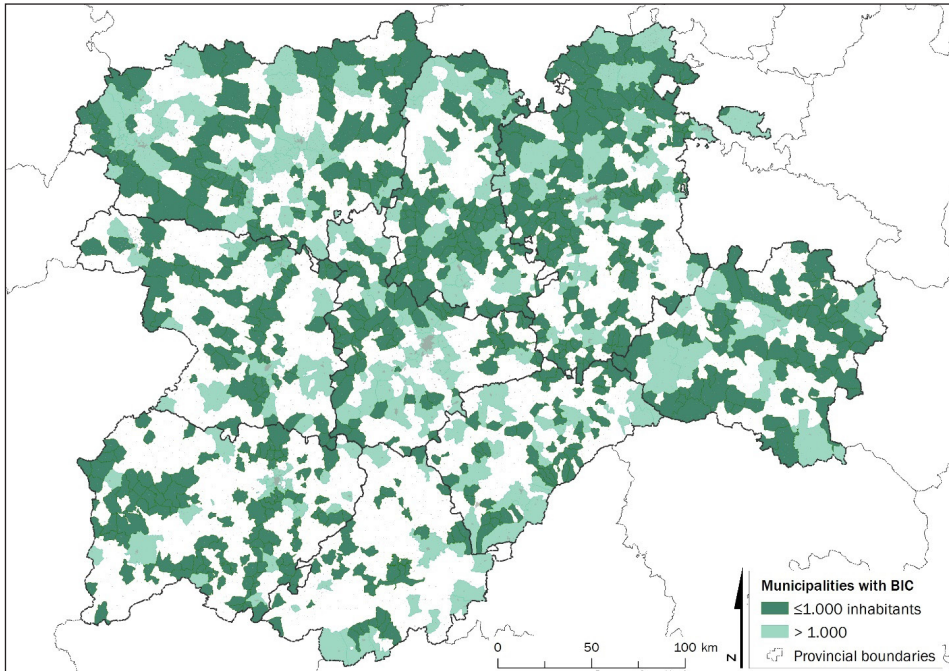
Finally, a pilot initiative is evaluated that has been set up in Castile & Leon, within the framework of the Plan PAHIS 2020, called the Plan Mudejar, to value the Mudejar heritage over a wide area of the autonomous region. This plan take steps towards a more decentralised management, in which greater weight is given to the local actors in the design and execution of the heritage valuation initiatives. On the basis of a cursory diagnosis of the value of the Mudejar in the area under study, the objectives of the Plan Mudejar are evaluated and its potential and limitations in valuing these resources in their rural sphere of reference are explained.

## II. THE COMPLICATIONS FOR HERITAGE MANAGEMENT IN RURAL AREAS

Although the statement that heritage is an essential element for the enhancement of rural areas is common, and there is evidence to support it in some cases (Ray, 1998; Šmid, Bole & Pipan, 2015; Molina & Pascual, 2016); there are significant complications when it comes to managing heritage in rural areas. To be precise, and from the analysed territories, four fundamental problems can be identified.

First of all, the geographical nature of the space in which the heritage resources are inserted should be taken into account, especially in the case of rural areas. So, although it is not the main objective of this analysis, the population problems suffered by a large part of the rural areas, whether within this area of study in Castile & Leon or nationally, cannot be avoided.

Figure 1. Municipalities with BICs according to level of population



Source: Own elaboration from JCyL: Cultural heritage and INE: Municipal Census of Inhabitants 2016.

In this sense, it should be remembered that most heritage resources, both material and immaterial, are situated in areas with a very low demographic density. This is not coincidental, in so far as it is in these rural spaces where things are seen to be more permanent in the territory, given the less intense physical transformation or substitution of traditional elements. However, this supposes that a good part of the heritage is controlled by administrative bodies with less capacity to manage or revitalise the said resources, whether because of demographic scarcity, the characteristics of the population, or through a lack of economic activities upon which any development initiative can rest.

To illustrate this situation, the location of the assets of cultural interest in the Autonomous Region of Castile & Leon can be used. Figure 1 shows that of the 880 municipalities in which there is some kind of declared asset of cultural interest (henceforward «BIC») in Castile &

Leon<sup>1</sup>, 699, that is, almost 80%, have less than 1,000 inhabitants. Of these, 578 municipalities have less than 500 inhabitants and even 181 (one in five) have less than 100 people in the census. Even considering the accumulation of heritage assets in the urban spaces and largest district centres, of the more than 2,000 BICs declared in the regional sphere, over half are located in municipalities with less than 1,000 inhabitants.

In addition to the reduced demographic size of the municipalities with heritage resources, there are also three demographic traits which, although they are well known and studied (Martínez & Delgado, 2013, Molina & Martínez, 2015), suppose added problems for new management initiatives. They are, on the one hand, the low population density in the said rural areas; on the other, the depopulation process, with severe demographic losses in many of these areas (Serrano, 2007); and finally, ageing, which means there is a very small active population in most of the municipalities analysed.

So any study of heritage management in Castile & Leon comes up against a demographic reality in which most of the municipalities with BICs have fewer than five inhabitants/km<sup>2</sup>; where the average age of the population is 70 years of age; and where 25% of the population has been lost since the start of the 21<sup>st</sup> century.

This reality concerning the demographics of the regional rural environment, which can be extrapolated to a national scale, is exacerbated by the scarcity of tertiary activities. This means that, on average, most municipalities have only a very limited number of economic activities on which to base any rural development initiative that could revitalise the heritage. It also requires extra efforts to be made by the administration or entrepreneurs (Alario & Baraja, 2006; Martínez, García & Delgado, 2014).

The second problem detected concerns the concrete characteristics of the heritage resources that can be found in the rural environment. There are, however, as is often pointed out, numerous heritage resources in the rural environment (Troitiño, 1998) which are elements that, in the context of these spaces, have a great importance because of their historical value, their role in the makeup of the local identity, their singularity, etc. Through their own intrinsic value, they have a very limited potential for setting up local revitalisation strategies.

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1. This figure includes both municipalities with a BIC and those in which a part of their territory is affected by being part of a route or part of a protection area for BICs.

*Figure 2. Church of San Andrés, in Aguilar de Campos (Valladolid)*



*Author of the photograph: Ana Íñigo Íñigo.*

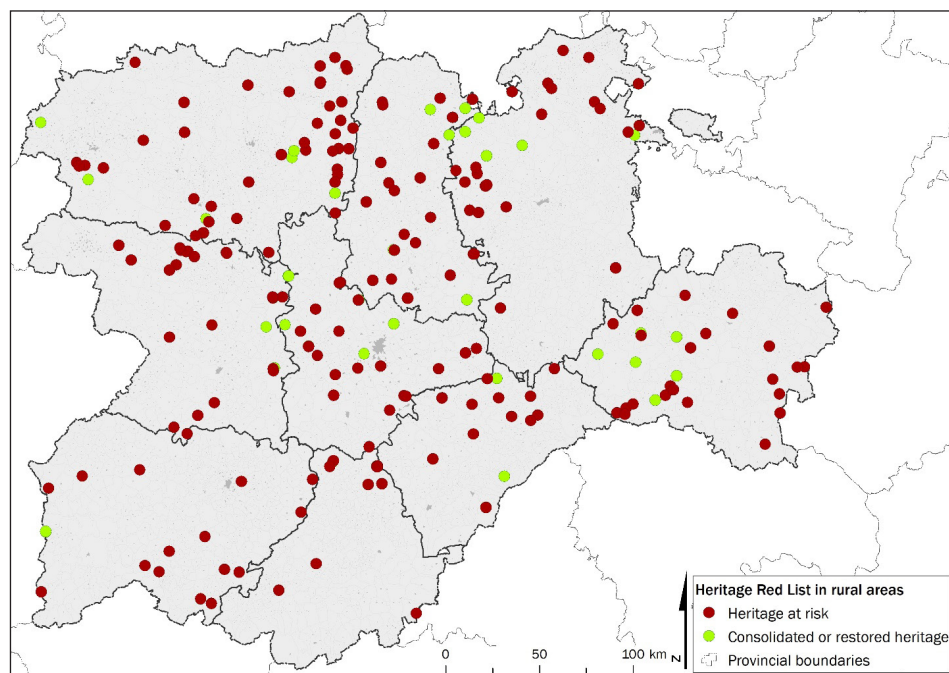
The above figure shows an example of a heritage resource with a high artistic value, but scarce and difficult valuation on the part of the local community. The church of San Andrés, in Aguilar de Campos (Valladolid), was declared a BIC in 1979<sup>2</sup>. It has some very singular and valuable Mudejar elements, such as the arches or the frame (Urrea & Brasas, 1981: 11; Duque, Regueras & Sánchez, 2007: 174). It is, however, located in a village with scarcely 266 inhabitants in 2016 and is far from the major roads; this means that one has to travel specifically to the village in order to visit it. What is more, there are no other monuments in the municipality with a similar artistic or historic value, even though its territorial context (the district known as «Tierra de Campos») has a cultural landscape that is ever more valued for its geographical and historical characteristics (Alonso, 1994; Baraja, 2012). The result is that

2. Agreement 37/2009, of April 2<sup>nd</sup>, of the regional government, which concedes the Category of Monument to the church of San Andrés in Aguilar de Campos (Valladolid), defining a protection setting (BOCyL n° 67, of April 8<sup>th</sup> 2009; BOE n° 122, of May 20<sup>th</sup> 2009).

its use is restricted to a religious one and this is on the decline; neither is it included in the usual tourist routes around the district.

In fact, as can be seen from the figure, almost 60% of the municipalities with BICs in Castile & Leon have only one declared BIC. In addition, 95% of these rural municipalities have fewer than 5 assets; to this must be added the geographical distances between these heritage elements in the rural setting. In reality, cities and some market towns are the exception in so far as the critical mass of heritage resources for setting up revitalisation strategies is concerned.

*Figure 3.* BICs on the heritage red list in rural municipalities of Castile & Leon

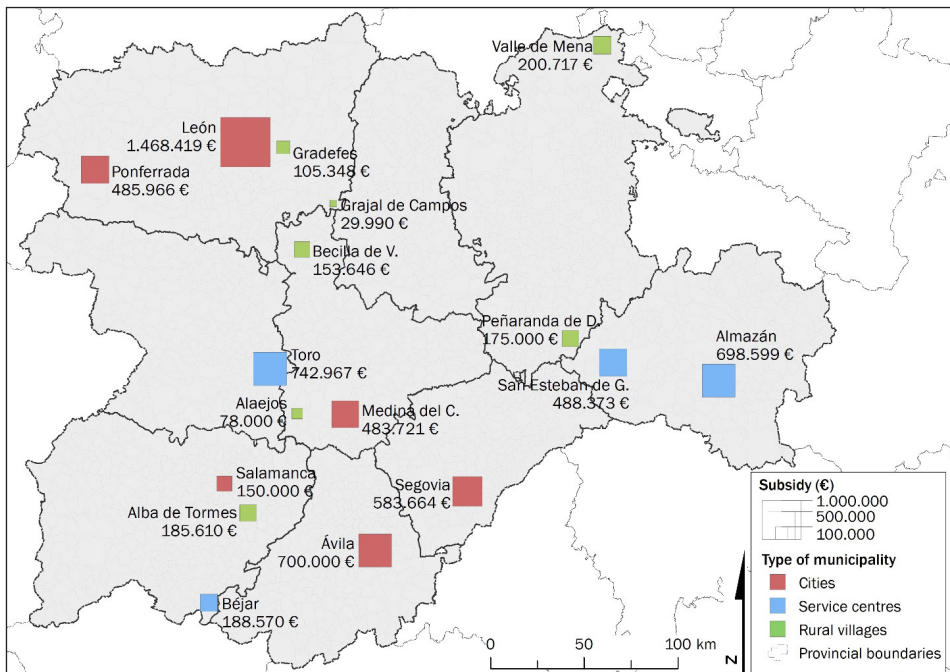


*Source:* Own elaboration from the Association Hispania Nostra: Heritage Red List 2017.

Thirdly, to the above must also be added the state of the heritage in the rural setting and the difficulties inherent in recuperating it, due to both the number of elements and the cost of the said recuperation, as well as the lack of local and regional funds to dedicate to this end. The Heritage Red List, an initiative promoted by the Association «Hispania Nostra» for the protection of heritage elements at risk of disappearing, destruction or severe alteration of their values (Morenés & Mariátegui,

2007), highlights the heritage problems in the rural setting. In the case of Castile & Leon<sup>3</sup>, of the 242 assets included in the red list, 162 (or 67%) are situated in villages of fewer than 1,000 inhabitants; while those in cities or towns (only 12 on the list) are much less significant. In other words, the heritage recuperation policies in no case cover all the existing necessities in the regional or national territory. Furthermore, due to their intrinsic value or their relative importance, a large part of the interventions take place in urban areas. By way of example, of the subsidised works within the framework of the «cultural 1.5%»<sup>4</sup> in Castile & Leon in the last convocation, as shown in the figure below, 11 are located in cities or market towns, while only 7 are in rural municipalities.

**Figure 4. Interventions with the 1.5% cultural subsidy in Castile & Leon**



Source: Ministry of Public Works.

3. Association «Hispania Nostra»: Heritage Red List, 2017.
4. Order FOM/1932/2014, of September 30<sup>th</sup>, approving the regulatory bases of the concession of subsidies for interventions to conserve or enhance Spain's Historic Heritage, to be paid from resources dedicated to this purpose from public works financed by the Ministry of Public Works and by the dependent or linked public sector Bodies (BOE n° 256, of October 22<sup>nd</sup> 2014).

Fourthly and finally, the difficulties entailed in reaching agreements between so many actors and interested parties within the framework of heritage conservation and management must also be taken into account. It must also be kept in mind that, above and beyond the territorial or identity value of heritage, that in most cases the burden on profits entailed in management and valuation are uppermost. Title IV of the Law 16/1985, on Spain's Historic Heritage<sup>5</sup>, concerning the protection of both moveable and immovable assets, or Title II of the Law 12/2002, on the Cultural Heritage of Castile & Leon<sup>6</sup>, concerning the regime of conservation and protection of the cultural heritage of Castile & Leon, are examples of the burden that owning heritage assets supposes. As pointed out in article 24 of this law: «the owners, holders and other entitled persons with real rights over assets forming part of the Cultural Heritage of Castile & Leon are obliged to duly conserve, safeguard and protect them so as to ensure their integrity and avoid their loss, destruction or deterioration)»<sup>7</sup>. In addition to this initial duty, there are other legal questions that concern access to the heritage, to the rights of first refusal and pre-emptive rights, or to changes in ownership. All these questions make owning heritage resources much more complicated.

In the rural environment, management is complicated because, in many cases, the property lacks the capacity to comply with the inherent duties of its legal situation, and because the competent administrations, especially the local ones, cannot comply with the basic work of tutelage either. Similarly, problems derived from the existence of a very high number of owners due to successive processes of inheritance sharing are also usual. Beyond the idealism of the image of «the family inheritance made collective memory for visitors» (Fernández de Rota, 1998: 81) that sometimes arises from the extension of the concept of cultural heritage, the management of heritage resources in the rural setting is certainly complex, especially when it is expected that, in addition to being conserved, they should also be enhanced and put to use through territorial revitalisation strategies.

In addition, although there is a basic legal framework concerning access to cultural heritage, especially in the case of the BICs<sup>8</sup>, complications

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5. Law 16/1985, of June 5<sup>th</sup>, on Spain's Historic Heritage (BOE n° 155, of June 29<sup>th</sup> 1985).
  6. Law 12/2002, of July 11<sup>th</sup>, on the Cultural Heritage of Castile & Leon (BOCyL n° 139, of July 19<sup>th</sup> 2002).
  7. Law 12/2002, art. 24.1.
  8. The Law 12/2002, in its article 25.2, establishes that «in the case of assets declared of cultural interest or included in the inventory, they will also be obliged to



also arise because of owners' diverse interests, as well as those of the administrations and sponsors of heritage enhancement initiatives. Because of this, some of the heritage elements of greatest value in the rural setting cannot be used in touristic revitalisation initiatives; in these cases access and visits are more difficult and sometimes prohibited. The impossibility of visiting the «Casa Blanca», in Medina del Campo, or the limited access of two hours per week to the Hermitage of La Lugareja<sup>9</sup>, in Arévalo, despite the aforementioned regulations, are two of the numerous examples that can be found in this sense.

So, even when considerable progress has been made in redefining cultural heritage in the direction of a more territorial concept, and despite the fact that, in this context, the rural environment has underused resources that could also be used to help revitalise a space suffering from demographic and economic problems, these complications require the design of heritage management and enhancement systems that will help to solve the said problems. The notion of territorial heritage systems is an advance that, as will be seen below, opens up new possibilities for the enhancement of cultural heritage.

### III. A NEW STRATEGIC APPROACH TO HERITAGE MANAGEMENT IN CASTILE & LEON: THE TERRITORIAL SYSTEMS OF HERITAGE VALUE

The problems pointed out above are the basis of some of the strategies followed for the enhancement of heritage resources in Castile & Leon. In particular, and taking into account the geographical dimension, those in which the heritage asset spans two wider territorial spheres are of special interest, as they provide strategic context and vision to the initiatives that can be carried out on the different assets analysed. In particular, it is essential to analyse, in the case being dealt with here, the possibilities and limitations of the notion of territorial heritage systems that arose in the framework of both PAHÍS Plans (2004-2012 and 2020). Thus, taking into account the fact that the said plans have been analysed in detail by

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permit access to researchers following prior reasoned application. They should also facilitate public visits in determined conditions, which should always be without cost for four days a month, on fixed days and hours to be announced».

9. Both the church of La Lugareja in Arévalo (Ávila) and the «Casa Blanca» in Medina del Campo (Valladolid) are declared historic-artistic monuments through the Decree of June 3<sup>rd</sup> 1931, declaring the indicated assets Historic-Artistic Monuments, belonging to the National Artistic Treasure (Gaceta de Madrid n° 155, of June 4<sup>th</sup> 1931).

numerous authors<sup>10</sup>, only a brief description will be given before posing the objective, characteristics and interventions carried out with regard to the setting up of the said territorial heritage systems.

## 1. THE PLAN PAHÍS: A CHANGE OF PARADIGM IN HERITAGE MANAGEMENT

Although the assumption of competences in heritage questions by the Regional Government of Castile & Leon through the approval of the Statute of Autonomy in 1983<sup>11</sup> has brought numerous policies and plans concerning the conservation and management of the region's heritage assets<sup>12</sup>, the approval in 2004 of the Plan PAHIS 2004-2012 supposed a change of paradigm in heritage management<sup>13</sup>.

From the point of view of heritage resources in rural areas, there are two aspects that stand out in this plan. Firstly, the accurate diagnosis it sets down concerning the problems faced by heritage in rural areas, and the difficulties to carry out any type of action. Thus, the first Plan PAHÍS explicitly indicates that «the most characteristic territorial environment of our Region is the least built up, which has more limited possibilities

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10. For an analysis of the significance of the Plan PAHIS in the context of the changes in the management of cultural heritage, it is worth looking at the work of Calderón & García (2016), and Fernández & Burón (2009), among others, as well as the bibliographic references in these works.

11. The first Statute of Autonomy of Castile & Leon states in article 26.13 that, among the exclusive competences of the Regional Government is that referring to «historic, artistic, monumental and archaeological heritage of interest to the Region. Museums, libraries, newspaper archives, music conservatories and other centres of cultural interest for the Region and which do not have state ownership» (Organic Law 4/1983, of February 25<sup>th</sup>, on the Statute of Autonomy of Castile & Leon – BOE n° 52, of March 2<sup>nd</sup> 1983).

The Organic Law 14/2007, of November 30<sup>th</sup>, on the reform of the Statute of Autonomy of Castile & Leon (BOE n° 288, of December 1<sup>st</sup> 2007), sets out as one of the guiding principles of public policies in Castile & Leon «the protection and diffusion of the cultural and heritage wealth of the Region, favouring artistic creation in all its manifestations and guaranteeing equality of opportunity to all citizens as far as access to culture is concerned. The public authorities of Castile & Leon will develop interventions to return to the Community those cultural heritage assets that are currently outside the territory» (Law 14/2007, art. 14.17).

12. The closest precedent is the Intervention Plan in the Historic Heritage of Castile & Leon 1996-2002 (Decree 176/1996, of July 4<sup>th</sup>, approving the Intervention Plan on the Historic Heritage of Castile & Leon for the period 1996-2002 – BOCyL n° 131, of July 9<sup>th</sup> 1996).

13. For a detailed analysis of the Plan PAHIS 2004-2012, see the work of Saiz (2013).

for economic and demographic dynamism. It is, however, the physical and historic-cultural support of most of the rich and excellent heritage, which is why the maintenance and conservation processes are largely conditioned by this fact and why it is desirable that it should be incorporated in the social and economic development»<sup>14</sup>.

Secondly, and in relation to this diagnosis, the Plan establishes a strategic view in which heritage is conceived in a wider territorial context; in such a way that «the individual heritage elements acquire an adequate valuation in so far as references are established for other assets as a whole (whether similar or different) with those that are related and complementary through links concerning their cultural and historical genesis». Thus, the heritage elements, in direct relation with the environment in which they are set, «form an identifiable, integral heritage system within which processes of a social and cultural nature, as well as function and use, are developed»<sup>15</sup>. As Calderón & García (2016) point out, the integration of the heritage and territorial dimensions lend coherence to both parts, opening up new paths to heritage management.

This new concept of heritage can, in practice, be translated into the definition and development of, among other plans and interventions, the so-called «territorial heritage system» (THS). Although they are not specifically defined in the Plan, they can be understood as territorial units or sets of heritage assets with common characteristics, linked to a common territory, understanding the plan's coherence as a certain geographical or conceptual homogeneity, whose final objective is to design heritage management strategies (Fernández & Burón, 2009).

Unlike previous interventions, the territorial systems do not have a fixed structure, but can be understood as instruments of work that are adaptable and aimed at heritage management. Within this flexibility, a high number of THSs are initially defined, aimed at such diverse heritage assets as the World Heritage assets, the Way of St. James, the Castles and Fortresses, the Industrial Heritage, the Mining Districts, etc<sup>16</sup>. The attached Table shows precisely the territorial systems initially proposed in the plan.

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14. Agreement 37/2005, of March 31<sup>st</sup>, of the Regional Government of Castile & Leon, approving the Plan PAHIS 2004-2012, on the Historic Heritage of Castile & Leon (BOCyL n° 65, of April 6<sup>th</sup> 2005), Annex.

15. Agreement 37/2005, Annex.

16. To Access the database of territorial heritage systems, consult the heritage web site of the Regional Government of Castile & Leon ([http://www.patrimoniocultural.jcyl.es/web/jcyl/PatrimonioCultural/es/Plantilla100/1284211645525/\\_/\\_](http://www.patrimoniocultural.jcyl.es/web/jcyl/PatrimonioCultural/es/Plantilla100/1284211645525/_/_))

**Table 1. Territorial Heritage Systems proposed in the Plan PAHIS 2004-2012**

System	Code	System	Code
World Heritage	PHUCL04001	Castles and fortresses	PATCL07013
Atapuerca	PHUBU04002	Renaissance Lands	PATPA05014
Las Médulas	PHULE04003	Historic Gardens	CURSGSA04015
Way of St. James	PHUCL04004	Salinas de Poza de la Sal	CURBU04016
Cathedrals of Castile & Leon	PATCL04005	Industrial Heritage	PINCL04017
Cathedral of Burgos	PHUBU04006	Mining Districts	PINCL05018
Cathedral of León	PATLE04007	Mining District of Sabero	PINLE04019
Romanesque North	PATPABU04008	Immoveable Assets of Ethnological Heritage	PEICL06020
Romanesque Soria	PATSO05009	Traditional Architecture of La Cabrera	PEILE04021
Romanesque Zamora	PATZA05010	Wine Architecture	PEICL06022
Facade of San Pablo	PATVA05011	Moveable Assets in Ecclesiastical Institutions	PMUCL04023
Fossilised dinosaur footprints	PALSOBU04012	Processional Images and Ensembles	PMUCL04024

Source: Regional government of Castile & Leon. Plan PAHIS 2004-2012, THSs in Castile & Leon.

Although we cannot say that all the objectives of the Plan 2004-2012 have been accomplished, especially those concerning the THSs, the strategic change brought about, which directs the planning towards the territorialisation of the interventions in heritage, should take root in the following programming period. The Plan PAHIS 2020, approved in 2015<sup>17</sup>, provides continuity and depth, among other aspects, to the notion and application of the territorial heritage systems. Thus, within the strategic lines of the plan, in the third axis, concerning the sustainable management of cultural heritage, the territorial systems are already explicitly included<sup>18</sup>.

17. Agreement 22/2015, of April 9<sup>th</sup>, of the Regional Government of Castile & Leon, approving the Plan PAHIS 2020 on the Cultural Heritage of Castile & Leon (BOCyL n° 71, of April 15<sup>th</sup> 2005).

18. Plan PAHIS 2020, p. 44.

In this new plan, three objectives can be highlighted that strengthen the territorialisation of cultural heritage management. First of all, the Plan promotes the definition of the map of territorial heritage systems in Castile & Leon with heritage value criteria, but also with reference to regional territorial planning. The comparison between the sectorial plans defined in the Plan PAHIS 2004-2012 and the THSs presented in the Table above accurately reflects the need for a better definition of these homogeneous spheres of heritage management. Thus, while advances have been made in the work of the THSs, such as those concerning World Heritage, cathedrals, fortifications and especially the Romanesque in Castile & Leon<sup>19</sup>, hardly any steps have been taken in other heritage fields such as those of the abbeys, monasteries and convents, civil architecture, modern architecture or Mudejar and brick architecture.

The second aim is to intensify the involvement of a greater number of actors in the management of heritage resources and the territory in which they are situated, fundamentally through the creation of networks<sup>20</sup>. The Plan affects the basic principle of cooperation, taking into account the fact that both the protection and revitalisation of heritage resources affects an important number of actors in the territory, both public and private, and that «those policies turn out to be more efficient and longer lasting when the institution or community most directly benefitted does not reduce its role to being the receiving agent of the said benefits, but becomes an active agent»<sup>21</sup>.

Thirdly, complementary programmes to the THSs are developed for smaller interventions, such as the Cultural Projects<sup>22</sup>, understood as interventions that include documentation and inventory, intervention projects, restorations and diffusion during the development of the project. As in the case of the THSs, though on a reduced scale, it supposes overcoming the idea of intervening in the monument to encourage revitalisation through the heritage.

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19. In fact, the Regional Government of Castile & Leon considers the existence of a generic THS concerning Romanesque heritage, from which four complementary systems are derived: Romanesque North, Romanesque Soria, Romanesque Zamora and Romanesque Atlantic, differentiated by geographical areas.

20. With respect to the importance of collaboration in the management of cultural heritage, the indicators established for evaluating the objectives of the Plan PAHIS 2020 refer to such matters as agreements with centres and institutions, what agreements are reached (number and participating entities) or participation in networks (Plan PAHIS 2020; 45).

21. Plan PAHIS 2020, 14.

22. Plan PAHIS 2020, 46.

Therefore, the passage from monument to territory in the management of heritage resources is a great advance as far as the possibilities for enhancing these elements in the development strategies are concerned. However, as is considered in the Plan PAHIS, the THSs are basically a framework or a tool with which to materialise objectives, actions or actors, in order to boost the revitalisation of the heritage resources. So the THSs can be very varied and they can be used for heritage management in many different ways.

## 2. THE DIVERSITY OF TERRITORIAL HERITAGE SYSTEMS

As pointed out above, since the turn of the millennium, we have opted for planning models with fewer regulations and more strategies in order to overcome the notion of the monument as the centre of heritage and integrate it into a territorial context that explains it and, in most cases, gives it meaning. Nevertheless, as we have also been able to verify, this more relaxed view of planning leads to the fact that the same planning and management tool can develop very different strategies, both from the point of view of the territory it affects and that of the actors involved.

So there are notable differences between one THS, such as that of the Facade of San Pablo (Valladolid)<sup>23</sup>, that affects a very restricted space in the historic centre and whose fundamental aim is to provide information concerning the restoration work and the social value that heritage conservation has, and another THS such as the Architecture of Wine<sup>24</sup>, which is spread throughout the territory, covering the Wine Designations of Origin (DOs) in Castile & Leon, in which the actors involved are many. As pointed out in the file on the said system, apart from the competent administration concerning heritage, the Provincial authorities, local bodies, regulating councils of the DOs, as well as entrepreneurs and proprietors of heritage assets to be revitalised, should also participate in the management of the plan.

It would thus seem evident, according to the proposed model, that the territorial heritage systems can adopt very diverse forms and strategies. This is a basic characteristic of revitalisation initiatives for territorial heritage in rural areas, where, as has already been pointed out, there are usually neither heritage resources capable of sustaining

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23. STP Facade of San Pablo, PATVA05011.

24. THS Wine Architecture, PEICL06022.

a socio-economic revitalisation strategy by themselves, and nor do they have sufficient population to act individually within the territory.

So the essential aspect for achieving a THS is to «identify heritage asset ensembles that have common characteristics and whose existence or development is linked to a space or territory, the latter being understood as physical and continuous or as conceptual, setting up its own landscape» (Fernández & Burón, 2009: 79). In the search for a logical heritage continuum, another advantage of the THSs is the possibility of fabricating some systems within others, in such a way that an asset can be a THS of itself (e.g., a Cathedral or a Castle) and, at the same time, form part of a wider system (e.g., World Heritage THS or Cathedral THS).

One of the most eloquent examples of the possibilities of the THSs is the fortified architecture of Castile & Leon<sup>25</sup>. Cobos & Retuerce (2011) establish a valuation and hierarchy of the fortifications of Castile & Leon, with over 1,000 buildings of very diverse geographical, historical, construction and landscape characteristics. To do so, they use different scales of THSs in such a way that these assets can be grouped, firstly, in supra-systems, a notion that «groups sets of THSs associated through common characteristics of a chronological or typological nature» (Cobos & Retuerce, 2011: 37)<sup>26</sup>. These are then divided into systems, sets of fortifications (although they can include other non-fortified buildings) related to each other, and among which there will be «chronological coherence (all built in the same era), stylistic coherence (all in the same style or possessing the same artistic characteristics), or geographic coherence (all in the same geographical area)» (Cobos & Retuerce, 2011: 38). Finally, subsystems can also be established, in which the traits of the heritage assets are more homogeneous and specific<sup>27</sup>.

As for the involvement of the local actors in setting up this type of plan, the experience developed in some THSs has allowed the possibilities of the model to be evaluated, as well as its difficulties. As pointed out by Fernández & Burón concerning the heritage systems developed around the Romanesque supra-system, the characteristics

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25. The work was included within the studies of the Plan PAHIS 2004-2012, for the development of the THS «Castles & fortresses» (PATCL07013).

26. The study poses four basic supra-systems: Frontier & Reconquest Fortifications (8<sup>th</sup> to 11<sup>th</sup> centuries), Consolidation of the Kingdom and Repopulation Fortifications (12<sup>th</sup> to 13<sup>th</sup> centuries), Royal and Stately Castles (13<sup>th</sup> to 15<sup>th</sup> centuries), and Bastioned & Artillery Fortifications (15<sup>th</sup> to 18<sup>th</sup> centuries).

27. By way of example, the Castle of Gormaz (Soria) would be part of the Supra-system A (Frontier & Reconquest Fortification (8<sup>th</sup> to 11<sup>th</sup> centuries)), System A1 (Upper Douro Fortifications) and Subsystem A1A (Caliph Defence).

of the rural environment where the heritage asset is situated must be taken into account. This is because, although they are supported by cultural foundations, the management models should be on a local scale, «which makes decentralisation and more local participation, greater accessibility and consequently greater use, possible. In short, it makes garnering more support possible, and not only economic support, but also the social involvement and determination needed for the success of these programmes» (Fernández & Burón, 2009: 80).

#### IV. THE PLAN MUDEJAR: FROM HERITAGE INTERVENTION TO ENHANCEMENT

Considering the possibilities for heritage resource management in Castile & Leon, it would seem evident that an important part of this heritage is still underused, either because it is not in adequate conditions, or because the characteristics of the heritage assets within the territory make it very complicated to set up socio-economic revitalisation strategies.

One of the most representative ensembles in this situation is, without doubt, that of the Mudejar heritage. As the Plan PAHIS 2004-2012 pointed out, within the sectorial plans, there was a need to draw up and develop a strategic plan for this type of heritage that would go from the conservation and restoration of the most important buildings to the diffusion of this ensemble<sup>28</sup>. However, this work was delayed in favour of previously mentioned heritage revitalisation plans. Nevertheless, in 2007, a project was approved for the «Documental Systematisation of the Mudejar Architecture in Castile & Leon», which would provide a basic inventory of the Mudejar heritage, and at the end of 2015, the Regional Government of Castile & Leon approved the Plan Mudejar, in which, as will be analysed below, a decentralised heritage management model is proposed.

##### 1. A SINGULAR TERRITORIAL SYSTEM: THE MUDEJAR IN CASTILE & LEON

The analysis of the Mudejar heritage in Castile & Leon starts from a complex initial premise, which is the fact that there is a technical and scientific debate about the characteristics of Mudejar art which makes

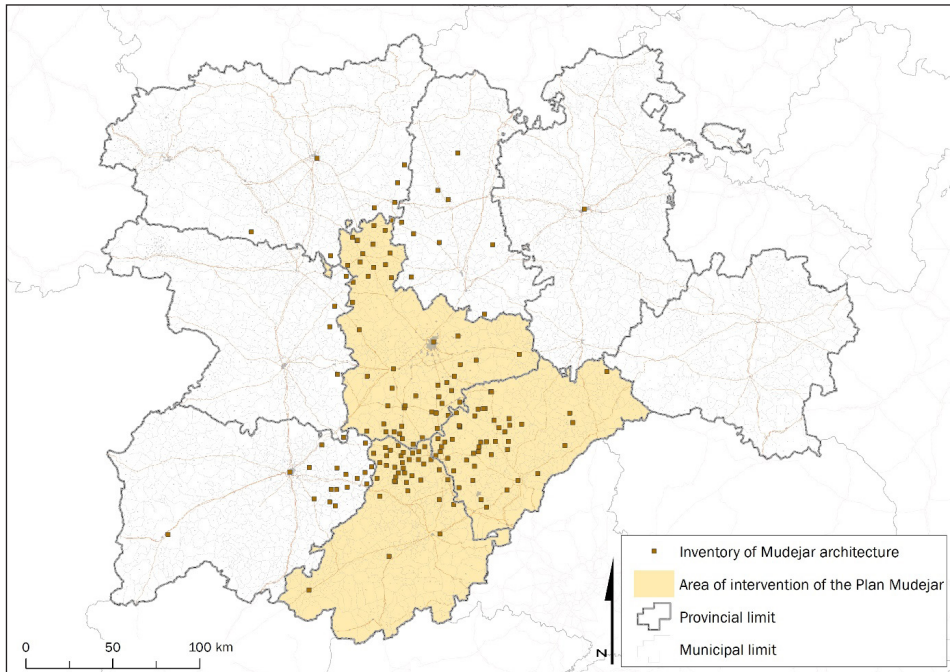
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28. Plan PAHIS 2004-2012, p. 72.



the consideration of which assets have to be valued as strictly Mudejar and which form part of an also valuable brick architecture, but which should not be confused with Mudejar, more difficult. The debates, which even include the use or not of the word *Mudejar*, are based on the fact that «both the wide chronological sphere, which covers four centuries (12<sup>th</sup> to 15<sup>th</sup> centuries) and the geographical dispersion and its numerous and significant regional variations, make the extensive and comprehensive limits of this historic-artistic category diffuse and debatable» (de la Plaza, 2007: 11)<sup>29</sup>.

*Figure 5.* Location of inventoried assets of Mudejar architecture in Castile & Leon



Source: Own elaboration from IPE: Mudejar architecture in Castile & Leon

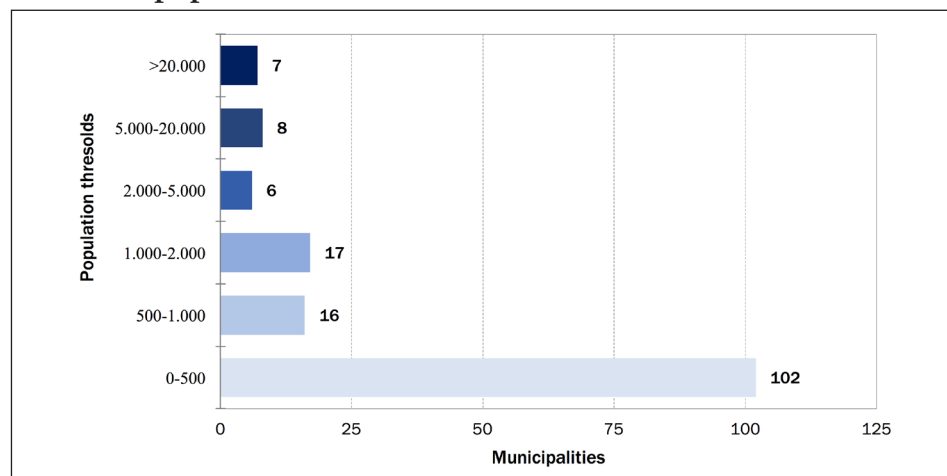
As the theoretical debate is not the subject of this study, the geographical and heritage reference framework used is that of the assets included within the work on Mudejar architecture in Castile &

29. For an analysis of the Mudejar heritage, see also the works of Regueras & Sánchez (2007), López Fernández (2007 & 2004), Valdés, Pérez & Lavado (1994) or López Guzmán (2000).

Leon mentioned above. As can be appreciated from the attached figure, the Mudejar assets catalogued cover more than 66,000 km<sup>2</sup>, although more than 270 of them do not have an isomorphic distribution, mainly being concentrated in the area situated to the south of the Douro River, in the provinces of Valladolid, Ávila, Segovia and, to a lesser extent, Salamanca and Zamora. If we limit the analysis to the south of Valladolid, scarcely 14,000 km<sup>2</sup>, we find 206 assets, or over 75%.

As for the typology of municipalities in which these assets are located, as can be seen in the figure, of the 156 municipalities with Mudejar assets included in the base inventory, over three quarters have fewer than 1,000 inhabitants (and two thirds fewer than 500 inhabitants). Apart from the seven cities, those which, according to the inventory, have Mudejar heritage assets, scarcely 30 of them can be typified as district centres or sub-centres.

*Figure 6. Municipalities with Mudejar assets according to population thresholds (2016)*



Source: Own elaboration from INE: Municipal Census of Inhabitants.

In most cases, the municipalities have very few assets inventoried as Mudejar. In fact, of the 156 municipalities with assets, 137 (88% of those analysed) only have one or two, while only seven have more than 5 catalogued Mudejar assets<sup>30</sup>.

30. The municipalities with the greatest number of assets catalogued as Mudejar are Toro, Sahagún, Santa María la Real de Nieva, Olmedo, Arévalo, Cuéllar and Segovia. The last five are in the area of the Plan Mudejar.

In addition, the fact that the state of conservation of these assets is not, in many cases, adequate, must also be taken into account; though there are notable differences between cases. This is because, first of all, the assets themselves may be very different, from brick fortifications, such as the castles of La Mota and Coca, to religious buildings, or even civil buildings and infrastructures. The use of the assets is an essential factor in their maintenance, so much so that those that maintain their use, such as for instance the castles or some parish churches, are the ones that are best conserved; while there are many ills being suffered by the buildings where the assets have lost their use<sup>31</sup>. The initial study carried out indicates the need for interventions, with different degrees of urgency and intensity, in most Mudejar assets. It is within this framework that the Plan Mudejar must fit.

## 2. FROM HERITAGE INTERVENTION TO ENHANCEMENT: THE PLAN MUDEJAR

As has been pointed out, the existence of heritage resources is not a sufficient condition for setting up local development strategies based on the heritage, and much less in rural areas. The Mudejar heritage is a good example of this because of the described characteristics, the location of the assets, their condition and the difficulty of their being the driving force of themselves for tourist initiatives. Setting up a plan to cover the entire Mudejar in Castile & Leon, in its territorial and socio-economic context, is practically impossible. So the Plan Mudejar must be understood as an experimental initiative, with limited size, whose aims can bring to fruition new forms of territorial heritage management in rural areas; especially when the state of conservation of numerous Mudejar cultural assets requires intense and urgent intervention.

So the Plan Mudejar is a Cultural Project within the context of the Plan PAHIS 2020<sup>32</sup>. Approved at the end of 2015, this Cultural Project hopes to work with 40 Mudejar assets of the provinces of Ávila,

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31. The study on Mudejar Architecture in Castile & Leon carries out a brief diagnosis of each inventoried asset. Each file indicates the state of conservation, which goes from «restored» to «in ruins», analysing the different parts of the resources (roofs, apses, naves, towers or facades).

32. Initially, the name was «Plan Mudejar South in the provinces of Ávila, Segovia & Valladolid», although the final selection of assets brought about the change to the simplified name of «Plan Mudejar».

Segovia and Valladolid. Nevertheless, the aim of the project is not a simple architectural intervention, but one that goes further, based on the knowledge of these assets in their territorial context. As pointed out in the objectives of the plan, it aims to «strengthen the knowledge and conservation of the proposed cultural assets, transmitting the experiences generated to society, including both the specialised and the general public, simultaneously carrying out studies and interventions on the various assets, as well as their diffusion»<sup>33</sup>.

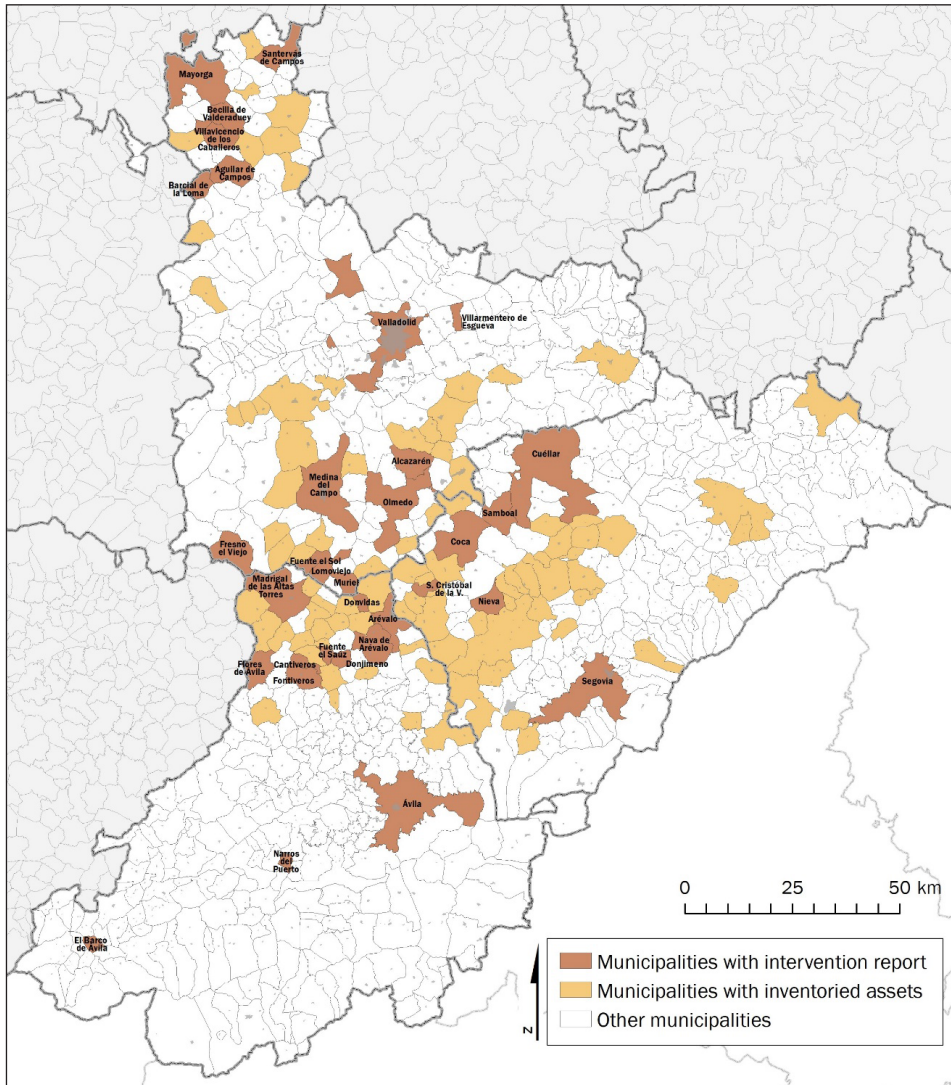
However, although the Mudejar assets and their needs are the starting point, the Plan aims to go beyond individual interventions, to «offer global knowledge of the ensemble of Mudejar assets in the territorial sphere considered»<sup>34</sup>. Thus, the proposed work has three main spheres: methodological, social and didactic; where the first two are, in this case, the most relevant. The first refers basically to the knowledge and intervention programmes (from the analyses of the assets through diagnostic records, accessibility analysis, studies of a territorial nature, or topographic and photogrammetric surveys, to concrete intervention proposals, with their budgeted technical reports, accessibility improvements, priority of interventions, etc.).

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33. Document concerning technical requirements that must be met in the work contract of the «Drawing up of the Plan Mudejar South in the provinces of Ávila, Segovia & Valladolid», p. 2.

34. *Op. Cit.*, p. 3.

Figure 7. Location of the interventions of the Plan Mudejar in the provinces of Ávila, Segovia & Valladolid



Source: Own elaboration from the Plan Mudejar

The second of the spheres is the social sphere. From the point of view of the analysis carried out, it is the most interesting aspect with respect to territorial heritage management. In this sense, on the one hand, the Plan emphasises communication with society concerning all the areas referring to heritage intervention, from basic knowledge of

the assets to the diffusion of the physical interventions carried out. The final aim of the cultural and leisure activities, visits, etc., is to «involve and motivate social participation and awareness, attending in particular to the local population».

*Table 2. Planned interventions of the Plan Mudejar*

Province	Municipality	Pop. 2016	Nucleus	Asset
Ávila	Arévalo	8,123	Arévalo	S. Miguel Arcángel
				Sto. Domingo de Silos
	Ávila	58,083	Bernuy Salinero	S. Pedro Apóstol
	Cantiveros	120	Cantiveros	S. Miguel Arcángel
	Donvidas	36	Donvidas	S. Juan Bautista
	El Barco de Ávila	2,474	El Barco de Ávila	N <sup>a</sup> S <sup>a</sup> de la Asunción
	Flores de Ávila	314	Flores de Ávila	N <sup>a</sup> S <sup>a</sup> del Castillo
	Fontiveros	758	Fontiveros	Ermita de la Bandera
	Fuente el Sauz	173	Fuente el Sáuz	La Asunción de N <sup>a</sup> S <sup>a</sup>
	Madrigal de las Altas Torres	1,503	Madrigal de las Altas Torres	S. Nicolás de Bari
			Villar de Matababras	N <sup>a</sup> S <sup>a</sup> del Rosario
Narros del Puerto	26	Narros del Puerto	N <sup>a</sup> S <sup>a</sup> de la Asunción	
Nava de Arévalo	775	Palacios Rubios	La Asunción de N <sup>a</sup> S <sup>a</sup>	
Segovia	Coca	1,863	Coca	Castle
				S. Nicolás
	Cuéllar	9,501	Campo de Cuéllar	San Juan
				Ermita Sto. Cristo
			Cuéllar	S. Martín
				Sto. Tomé
	Nieva	299	Nieva	S. Esteban Protomártir
	Samboal	472	Narros de Cuellar	S. Marcos (uninhabited)
San Cristóbal de la Vega	113	San Cristóbal de la Vega	S. Cristóbal	
Segovia	52,257	Segovia	S. Martín	

Province	Municipality	Pop. 2016	Nucleus	Asset
Valladolid	Aguilar de Campos	266	Aguilar de Campos	S. Andrés
	Alcazarén	692	Alcazarén	Santiago Apóstol
	Barcial de la Loma	104	Barcial de la Loma	S. Pelayo
	Becilla de Valderaduey	249	Becilla de Valderaduey	S. Miguel Arcángel
	Fresno el Viejo	946	Fresno el Viejo	S. Juan Bautista
	Fuente el Sol	181	Fuente el Sol	San Juan Bautista Tower
	Lomoviejo	183	Lomoviejo	La Asunción de N <sup>a</sup> S <sup>a</sup>
	Mayorga	1,649	Mayorga	Sta. María de Arbás
	Medina del Campo	20,774	Medina del Campo	Castle of La Mota
	Muriel	143	Muriel	Sta. María del Castillo
	Olmedo	3,674	Olmedo	S. Juan Bautista S. Miguel
	Olmos de Esgueva	98	Villarmentero de Esgueva	Sta. Juliana
	Valladolid	301,876	Valladolid	María de Molina Palace
	Villavicencio de los C.	235	Villavicencio de los C.	S. Pelayo

Source: Plan Mudejar.

On the other hand, and within the social framework, the Plan Mudejar points to the necessity of developing a programme to attract collaborators in the management of cultural assets. It should be remembered that, in the context of the Plan PAHIS, the heritage intervention only makes sense if it is related to the territory where it is situated, and that the restoration of the cultural asset of itself is not sufficient to comply with the proposed objectives. The challenge of the Plan Mudejar is to take advantage of this intervention to set up, in relation to the local actors, cultural revitalisation activities and to design endogenous heritage management strategies. As can be deduced from Table 2, it is not simple to design the so-called «friend programme» of the asset in the context of municipalities with the size most of the municipalities have. This programme aims to get the collaboration and participation of associations, professionals, individuals, etc., in the management of, or the activities surrounding, the cultural assets.

Although the cities have a disproportionate representation in the Plan as far as the number of assets is concerned, two thirds of the municipalities have fewer than 1,000 inhabitants, and over half have fewer than 500. In addition to this difficulty, there is the fact that most of the assets to be intervened are churches<sup>35</sup>, property of their respective dioceses; although some of them have already lost their use and have been deconsecrated. In this sense, the purpose sought by the proprietors does not coincide, in some places, with the proposals that exist for the cultural or socio-economic revitalisation of the territory, and this requires greater efforts of cooperation and agreement between agents. On the other hand, these agents are fairly scarce, not only in relation to ageing and loss of population, but also the scarce economic revitalisation, the lack of any strong associative network and the inability of the local administrations to set up any type of endogenous development strategy (Molina & Pascual, 2016).

In order to solve this problem, which comes up against the objectives of the Plan and even the heritage management strategy of Castile & Leon, a decentralised heritage management model has been devised based on the capacities and competences of the Local Action Groups (GAL in Spanish) that exist in the territorial sphere of the Plan Mudejar. Taking into account the characteristics of the work area, there is very little sense in generating new participation structures for heritage management, when public organisation and participation mechanisms already exist for associations, enterprises and individuals, as well as local public institutions, through these GAL. Within the framework of the participative, local development strategy and, to be more precise, in relation with measure 19 of the PDR of Castile & Leon 2014-2020, aimed at supporting local development via the traditional LEADER approach<sup>36</sup>, the possibility is being considered of subsidising initiatives concerning the «conservation, improvement, promotion and dissemination of rural heritage, including the architectural,

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35. From the list of Table 2, it can be deduced that only the castles of Coca and Medina del Campo, the towers of Fuente el Sol and Coca, and the Gate of María de Molina fall outside this category; even though, in this case, it is situated within the cloistered precinct with the consequent problems for correctly valuing it and making people aware of its existence.

36. Regulation (EU) n° 1303/2013 of the European Parliament and of the Council of December 17<sup>th</sup> 2013, establishing the common dispositions concerning the European Regional Development Fund, the European Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund, arts. 32-35.



environmental, cultural, or ethnographic aspects, etc.»<sup>37</sup>. In addition, in the context of the so-called sub-measure 19.3, the possibility is established of setting up cooperative activities between different GAL, indicating that «the cooperation must permit the achievement of a critical mass necessary for the viability of a common project and the search for complementarities»<sup>38</sup>.

Thus, the setting up of a cooperative project within the Leader 2014-2020 framework is a possible response to the objectives promoted by the Plan Mudejar in the sphere of the management and revitalisation of cultural assets, decentralising a part of the design and execution of the projects towards local actors more firmly rooted in their territorial environments. As can be seen in Table 3, the step taken from considering an asset on a municipal level to a district level, that of the Leader areas, allows the project to acquire much superior dimensions, so the asset is no longer an isolated one and becomes integrated in a wider ensemble with greater possibilities of setting up endogenous revitalisation strategies.

*Table 3. Local Action Groups (GAL) involved in Mudejar cooperative projects*

GAL	N° Municipal.	Population 2016	Municipal. with Mudejar assets	N° Assets	Municipal. with an intervention	N° Interventions in the Plan
ADRIMO	72	24,320	31	52	9	11
Route of the Mudejar	53	43,010	21	35	6	8
HONORSE - Tierra de Pinares	49	31,749	10	25	2	5
AIDESCOM	51	20,820	22	36	3	4
Valladolid North	40	8,465	12	25	5	5
ADERAVI	87	36,975	1	1	1	1
ASIDER	64	12,761	1	1	1	1
Campos & Torozos	22	10,458	3	3	1	1
Douro - Esgueva	53	21,207	4	4	1	1

Source: Own elaboration.

37. Rural Development Programme of Castile & Leon 2014-2020. Measure 19, p. 691.

38. PDR of Castile & Leon 2014-2020, p. 699.

On the GAL scale, a much higher critical mass can be seen than that of Table 2, in so far as there are 5 groups with more than 20 inventoried Mudejar assets, affecting between 10 and 30 municipalities per group, and they make up the greater part of the interventions of the Plan Mudejar. The cooperative project, in which the participation of the different groups varies with respect to both interest in the Plan and the importance that these heritage resources have in their districts, allows both the promotion of common actions, such as the elaboration of a common heritage and tourist management diagnosis, the creation of a brand, or the setting up of a joint communication strategy, as well as individual initiatives, such as the design of tourist routes within the GAL areas, agreements with local agents to adapt the cultural assets to the tourist offer, etc.

In short, even when the setting up of the project is in its initial phases, the proposal can be capable of facing the complications already pointed out concerning heritage resource management in rural areas through the decentralisation of the actions to local actors who, through the GAL, already have experience in the design and execution of endogenous development strategies.

## V. CONCLUSIONS

The theoretical possibilities that local development brings to heritage resources for setting up cultural and socio-economic revitalisation strategies come up against the characteristics of the rural environment, where Castile & Leon is paradigmatic as far as depopulation, ageing, low density and difficulties to revitalise the cultural heritage are concerned.

The evolution of revitalisation policies for cultural heritage, which in the case analysed can be clearly seen through the change from individual interventions in monumental assets towards a contextualisation of all actions within a territorial framework of reference, allows the consideration of new possibilities for revitalisation and management. The definition of the territorial heritage systems or the cultural projects, within the framework of the Plan PAHIS of Castile & Leon, suppose a great advance, since they open up new methodologies for the management of such an extense and complex cultural heritage. The architectural intervention is still vital, given the condition of the heritage, but it is now understood in a territorial context (a system) and permits new actions of cultural revitalisation.

The Plan Mudejar is an example of the possibilities and limitations that the revitalisation of cultural heritage has in the rural environment. Even though, because of its size, such an ample framework as a territorial system cannot be considered, it has opened doors in the field of heritage management and diffusion to the participation of local actors through the work that the GAL have been carrying out in the rural districts of Castile & Leon. Coordination between agents, territories, political authorities and operational programmes opens up new paths where the difficulties that are met should not make us forget that it is a necessary change if we wish to achieve the proposed objectives in the field of cultural heritage revitalisation in rural areas.

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