

NATIONAL CATHEDRALS PLAN

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INTRODUCTION

The National Cultural Heritage Plans have been devised as instruments for the administration of Heritage serving to define an operational methodology and programme for initiatives with the aim of coordinating the involvement of the various public authority bodies associated with complex cultural assets.

The National Plans were set up in the second half of the 1980s once responsibility for Heritage had been transferred to the Autonomous Regions, and a new Historical Heritage Act was in place. The first National Plan was the Cathedrals Plan drawn up from 1987 onwards and approved in 1990, followed by Industrial Heritage, Defensive Architecture, Cultural Landscape, and Abbeys, Monasteries and Convents, in the first decade of the 21st century.

Regulatory context

The legal basis for the existence of the National plans lies in Spanish Historical Heritage Act 16/1985, the second article of which declares that "the National Government shall adopt the measures required in order to facilitate collaboration with other public authorities and among the latter themselves, in order to gather and provide all information required"¹. It likewise states that "the communication and exchange of operational and information programmes regarding Spanish Historical Heritage shall be facilitated by the Heritage Council"².

However, there is no definition in the Act of the National Conservation Plan as an instrument. Article 35 of the Historical Heritage Act declares that "for the protection of the assets which comprise Spanish Historical Heritage, and in order to facilitate access thereto by citizens, to foster communication among the different services and promote the information required for the development of scientific and technical research, National Information Plans addressing Spanish Historical Heritage shall periodically be drawn up", allocating responsibility to the Spanish Historical Heritage Council for the generation and approval of those plans.

Meanwhile, Royal Decree 565, of 24 April 1985, creating the Institute for the Conservation and Restoration of Cultural Assets, includes among its purposes "the creation of plans for the conservation and restoration of Spanish Historical Heritage"³. Subsequent decrees for the functional reorganisation of the Ministry of Culture have in all cases maintained this function.

The National Conservation Plans are a combination of the two concepts: The National Information Plans referred to in the Historical Heritage Act, as the responsibility of the Heritage Council, and the Conservation and Restoration Plans referred to in the Decree establishing the ICRBC, which is now the Spanish Cultural Heritage Institute [the *'Instituto del Patrimonio Cultural de España'* or *'IPCE'*].

In practice, the National Conservation Plans have essentially been instruments for the

¹ Spanish Historical Heritage Act 16/1985, of 25 June 1985 Article 2.2.

² Spanish Historical Heritage Act 16/1985, of 25 June 1985. Article 3.1.

³ Royal Decree 565, of 24 April 1985.

organisation of National Government initiatives, produced and scheduled by what is now the Spanish Cultural Heritage Institute and approved by the Heritage Council.

Now that these administrative instruments have been in existence for two decades, the time has come to review the outcomes, analyse the content, update the proposals and suggest new plans for the proper conservation of our cultural heritage.

OBJECTIVES AND METHOD OF THE PLAN REVIEW

On the initiative of the Historical Heritage Council meeting held on 11 and 12 March 2010 in Santiago de Compostela, the need was raised to embark on a process to review the existing National Plans, and also to propose and create other new plans.

To this end, the Spanish Cultural Heritage Institute sent out an open invitation to all the autonomous regions, receiving proposals for the participation of various authorities, while likewise calling on the Spanish Episcopal Conference, experts in the field and the Institute's own technical staff to contribute.

This thus led to the creation of a Committee for the Review of the National Cathedrals Plan comprising the following members:

AUTONOMOUS REGIONS:

-ANDALUSIA: José Cuaresma Pardo, Head of the Historical Heritage Conservation and Works Department.

-CASTILE-LA MANCHA: Ana García Arranz, Head of the Heritage and Archaeology Department, and Álvaro Ruiz de la Torre, Technical Expert of the Heritage and Archaeology Department.

-CEUTA: Javier Arnaiz Seco, Architect of the Regional Department of Education, Culture and Women

-LA RIOJA: María Nieves González Cabrero, Head of the Heritage Conservation Department

-VALENCIA: Ricardo Sicluna Lletget, Head of the Architectural and Environmental Heritage Department

EPISCOPAL CONFERENCE:

-Manuel Íñiguez Ruiz de Clavijo, Director of the Secretariat of the Episcopal Heritage Commission

OUTSIDE EXPERTS:

-Pedro Navascués Palacio. Doctor of History. Professor at the Advanced Technical School of Architecture of Madrid, and a member of the Royal Academy of Fine Arts of San Fernando.

-Valentín Berriochoa Sánchez-Moreno. Doctor of Architecture, Professor at the Advanced Technical School of Architecture of Madrid.

-José Miguel Merino de Cáceres. Doctor of Architecture, Professor at the Advanced Technical School of Architecture of Madrid.

IPCE: -Concepción Cirujano Gutiérrez. IPCE Restorer
(General National Plan Coordinator)

-Carlos Jiménez Cuenca. Head of the Cultural Assets Intervention Department.
(Cathedrals Plan Coordinator)

-Mónica Redondo Álvarez. Head of the Artworks, Heritage, Archaeological and Ethnographical Heritage Conservation and Restoration Department.

-Adolfo García García, IPCE Restorer.

-Margarita Acuña. IPCE Restorer.

The purpose of this study is to analyse the Plan from the outset up to the present, and to establish a diagnosis thereof, in order on the basis of this and of the current needs registered by this block of heritage to establish a proposal for methodological strategies, the scheduling of initiatives and execution and monitoring up so as to enhance the general operational framework addressing such assets on the part of all public authorities and any other organisation involved in the process.

With regard to definition of the development of the Committee's activities over time, the following WORKING SCHEDULE was proposed:

29-11-10: 1st Meeting of the Committee. Establishment and operational approach.

- 24-12-10: Receipt of proposals by members of the Committee.

- 17-01-11: Dispatch by the IPCE of an initial draft Plan Review Document, including the contributions received by the 24-12-10.

24-01-11: 2nd Meeting of the Committee. Presentation of the state of the Plan Review, debate and contribution of proposals.

- 14-02-11: Receipt of proposals, new contributions and corrections to the Document, to be issued by the members of the Committee.

- 28-02-11: Dispatched by the IPCE of a second draft Document, including contributions received by 21-02-11

09-03-11: 3rd Meeting of the Committee. Presentation of the **Final Text** of the National Cathedrals Plan Review Document, debate and fine-tuning.

1. BACKGROUND AND PRIOR STUDIES

1.1. Basic aspects

1.1.1. Timeline of the origin and development of the Plan

Below is set out a schematic overview of the critical milestones along the developmental timeline of the Plan:

- **10 March 1989.** The Directorate-General for Fine Arts presents the proposed Cathedrals Plan generated by the Sub-Directorate-General for Monuments and Archaeology of what was then the ICRBC (now the IPCE) to the Heritage Council.

This proposal is approved, and a DELEGATED COMMITTEE of the Council itself formed from representatives of a number of autonomous regions and the IPCE itself in order to examine the viability of the plan.

The technical workload of the Delegated Committee is handled by the Sub-Directorate-General for Monuments and Archaeology, with a particularly active role played by the ICRBC architects Félix Benito and María Dolores Fernández-Posse, along with outside support from Pedro Navascués, Professor of Art History at the Advanced Technical School of Architecture of Madrid.

- **Dates of the Delegated Committee meetings for the Plan:**

1. 17 May 1989 in Madrid;
 2. 26 June 1989 in Santiago de Compostela;
 3. 18 September 1989 in Palma de Majorca;
 4. 3 November 1989 in Granada
 5. 20 September 1990 in Barcelona: This meeting approves the documents:
 - a. THE CATHEDRALS PLAN
 - b. Set of baseline conditions for generation of the CATHEDRALS STEERING PLANS
 - c. Basic datasheet on CATHEDRAL STATUS
- **21-24 November 1990.** Staging of the International Symposium on the CONSERVATION OF CATHEDRAL HERITAGE: national and European guidelines, organised by the Ministry of Culture under the auspices of the Council of Europe.

- **19 December 1990**

The Heritage Council approves the National Cathedrals Plan and dissolves the Executive Committee

- **1997:** The first COLLABORATION AGREEMENT FOR THE NATIONAL CATHEDRALS PLAN is signed by the Ministry of Education and Culture and the Catholic Church.
- **2004.** The IPCE receives all Ministry of Infrastructure Development projects ("Cultural 1%") involving cathedrals, as it is decided that the aforementioned Ministry should no longer deal with Cathedrals, this task being transferred to the IPCE.
- **At present:** The Plan remains in force, and involves the greatest number of initiatives and the largest investment of any of the Plans covered by the IPCE. It has been suggested that the Ministry of Infrastructure Development should once again deal with cathedrals through the "Cultural 1%".

1.1.2. Gestation, Implementation and initial Objectives of the Plan

The heritage journal BIENES CULTURALES dedicates its first edition (Madrid, 2002) to the Cathedrals Plan. This sets out a number of the Steering Plans and interventions undertaken to date by the IPCE.

The edition was coordinated by María Dolores Fernández-Posse, archaeologist and museums conservator at the IPCE and an active member of the team which implemented the National Cathedrals Plan and, together with Félix Benito and Pedro Navascués, wrote the article The National Cathedrals Plan (pages 9-33). This article, in which María Dolores Fernández-Posse sets out a masterful presentation of the substance of a National Plan, its gestation and implementation, served as the main source for the information set out below.

The Cathedrals Plan is the result of the committed collaboration between the public authorities responsible for heritage and the ecclesiastical institutions which are the owners thereof, with the support of a growing social awareness in the interests of greater knowledge, protection and conservation of Spain's ninety cathedral sites. This is acknowledged in all the agreements signed for development of the plan, both the 1997 framework agreement reached by the Ministry of Culture and the Catholic Church, and more specific arrangements with the autonomous regions and the various dioceses.

Administration and monitoring of the Plan is the responsibility of the Directorate-General for Fine Arts and Cultural Assets, through its Spanish Cultural Heritage Institute.

Origin and Objectives of the Cathedrals Plan

Cathedrals are complex monuments which are the result of collective efforts over a considerable period of time. In addition to their religious content, they also hold social and symbolic values which gave form to our cities, providing a spatial reference point, dictating urban development and ultimately serving as the physical expression of their identity. Within the comprehensive concept which today defines cultural heritage, cathedral sites reveal their full historical significance, and are the clearest reflection of the broad historical lines marking the evolution of art and thought. In this regard they are the protagonists of an urban landscape the evolution of which continues to this day. They are, then, historical

monuments, but are also fully alive. Their current image, in terms both of their architecture and the heritage they contain, is the result of successive episodes of superimposition, expansion and refurbishment.

The growing collective awareness which has focused on cathedrals led to an increase in the economic resources dedicated to their restoration and conservation. It was nonetheless necessary to address this situation with regard to the rationalisation of these resources and the establishment of a list of priorities regarding the ongoing attention given to each cathedral. It was furthermore felt vital to proceed to establish annual maintenance programmes as a supplement to the most significant restoration works, and as an operational mechanism towards which we should progressively work.

The distinctive nature of cathedrals led to the need, in the late 1980s, to implement specific plans which would set out a common strategy for study, coordinating restoration interventions and allowing for the concurrence of initiatives by all those responsible for cathedral protection and conservation. The public authorities decided to support the cathedral councils in conserving these landmarks, in turn receiving a reciprocal commitment from them.

The response to these needs came in the form of the **National Cathedrals Plan**, which was furthermore intended to address other factors which became evident at that time, including the substantial increase in environmental pollution and sudden changes in the inherent function of cathedral sites generated by the demand of mass tourism and their use as cultural spaces.

The initiative for implementation of the Plan came from the Sub-Directorate-General for Monuments and Archaeology of what was then known as the Cultural Assets Conservation and Restoration Institute, now the IPCE, on the basis of Articles 46 and 149 of the Spanish Constitution and Article 35 of Historical Heritage Act 16/1985, in accordance furthermore with the Royal Decrees regarding the transfer of State functions and services to the Autonomous Regions, which make provision for collaboration for joint actions dealing with certain assets, and furthermore in accordance with the terms of the functions for which the Institute was created, which include the generation and execution of plans for the conservation of movable and immovable assets comprising Spanish Historical Heritage.

The Directorate-General for Fine Arts presented the proposed Cathedrals Plan drawn up by the IPCE for the Spanish Historical Heritage Council at the meeting held on 10 March 1989. The proposal was approved, and a Delegated Committee made up of the representatives of a number of autonomous regions and the IPCE itself was founded in order to examine the viability of the Plan.

With these aims in mind, a Delegated Committee of the Historical Heritage Council, coordinated by the Spanish Historical Heritage Institute, now the IPCE, began work from May 1989⁴ and during the early years of the 1990s in the quest for more lasting solutions for all cathedrals, which would furthermore be structured in accordance with criteria and methodologies which were not only more specific, but also common to all such landmarks.

⁴ The first four meetings of the Delegated Committee of the Heritage Council were held in: Madrid (17 -05- 1989); Santiago de Compostela (26-06-1989); Palma de Majorca (18-09-1989) and Granada (3-11-1989)

The working meetings also involved Mr Angel Sancho Campo, the then Director of the National Secretariat of the Episcopal Committee for Cultural Heritage.

The Delegated Committee raised the need for joint actions involving the three interlocutors (autonomous regions, Church and central government), an egalitarian focus on all existing cathedral sites, and the primordial role of the Steering Plans.

In the Collaboration agreement signed in 1997 between the Ministry of Education and Culture and the Catholic Church for the National Cathedrals Plan, 90 cathedrals are listed.

Phases set out in the National Plan

The Plan was intended to have a three-stage structure: analysis of the current situation, generation of Steering Plans and coordination of investment⁵.

- It was first of all felt essential to perform an analysis of the situation of cathedral sites nationwide across Spain. To this end a basic datasheet was drawn up on the status of cathedrals, serving to indicate priorities for subsequent actions. This comprised a questionnaire to be completed by the autonomous regions, setting out in brief the current situation of each cathedral in terms of a basic description and a diagnosis of the main problems observed.

- The second phase of the Plan, involving the generation of the Steering Plans, proposed the most thorough understanding possible of the current situation in order to be in a position to establish appropriate programmes with regard to the rationalisation of investments, the creation of optimised maintenance systems, the improvement of the capabilities of cathedral services and the enhancement of study, knowledge and dissemination. The Steering Plans represent a study in the finest possible detail of the building in order to establish, over a period from 8 to 10 years, the potential actions in the areas referred to above (intervention and investment, maintenance, study and dissemination). They will need to be drawn up by multidisciplinary teams which may vary depending on the phase involved. In specific terms, it may prove appropriate in the preliminary phase that this task be handled by a specific member of technical staff, or be produced directly by the public authority.

- The third developmental line of the Plan is the coordination of investments to be made by the State and the autonomous regions in accordance with the scheduling of the Steering Plans and on the basis of the corresponding specific agreements established by the competent institutions.

1.1.3. The Cathedrals Steering Plans

These documents serve to rationalise interventions and investments dedicated to conservation, while also giving them the necessary continuity. This demands a broader

⁵ Pages 28 to 32 include as an annex to the article The National Cathedrals Plan (*Bienes Culturales* 1, Madrid, 2002) the document on the Cathedrals Plan, the Set of Baseline Conditions for the generation of Cathedrals Steering Plans, and the Basic Datasheet on Cathedral Status. These three documents, drawn up by the Delegated Committee were approved by the Heritage Council in December 1990

and deeper knowledge, a diagnosis of the cathedral's pathologies and those of the cultural assets they contain, along with a reflection on the nature and reasons for the interventions, and a focus on maintenance and dissemination both of the documentation and research undertaken and the actions themselves. This thus makes the Steering Plans the fundamental instrument serving to fulfil in the medium term the bulk of the objectives of the Cathedrals Plan.

This is recognised in all initiatives undertaken by the institutions sharing responsibility for the task of conservation. In effect the need and usefulness of providing a Steering Plan is acknowledged as a priority in the agreements for the development of the Cathedrals Plan, while also establishing the demand that any restoration works be undertaken in accordance with the proposals detailed therein.

The Steering Plans are thus ambitious documents, their apparent inflexibility being offset both in the technical provisions applied to the authoring process (which are perfectly adaptable to the idiosyncrasies of each specific cathedral and its particular needs), and also in the nature of their content, which is at all times open to any debate, reflection or suggestion. It is the Steering Plans which adapt to each cathedral site, and which allow all initiatives to converge, whether public or private, if their aim is improved conservation, promotion and cultural dissemination. The authoring of each of them involves bringing together a number of professionals: architects, historians, restorers, scientists, etc., who set up a team to address the task on the basis of the holistic approach demanded by cathedrals.

The Steering Plans were monitored by representatives of the Mixed Church-State Committees and the autonomous regions, each of them being approved by the corresponding region.

Within this task shared by heritage administrators work began some years ago to establish a Steering Plan for each of Spain's ninety cathedrals. Many of them (27% to be specific) were funded or co-funded by the Ministry of Culture together with the Autonomous Regions or the Cathedral Boards, while in the case of such magnificent cathedrals as those of the Region of Castile-Leon they were drawn up by the regional authority itself, with only a few exceptions pending.

According to the 1997-2003 investment table, the Ministry of Culture had produced the following Steering Plans:

ARAGÓN:

- Albarracín Cathedral
- Barbastro Cathedral
- Jaca Cathedral
- Teruel Cathedral

ASTURIAS:

- Oviedo Cathedral

BALEARIC ISLANDS:

- Palma de Mallorca Cathedral
- Ciudadela Cathedral
- Ibiza Cathedral

CANARIES:

- Las Palmas Cathedral
- La Laguna Cathedral

CANTABRIA:

- Santander Cathedral

CASTILE-LA MANCHA:

- Albacete Cathedral
- Ciudad Real Cathedral
- Cuenca Cathedral
- Sigüenza Cathedral
- Toledo Cathedral

CATALONIA.

- Vic Cathedral

GALICIA:

- Lugo Cathedral
- Mondoñedo Cathedral
- Orense Cathedral

REGION OF VALENCIA:

- Alicante Cathedral
- Orihuela Cathedral
- Valencia Cathedral
- Segorbe Cathedral

1.1.4. The Investment Programmes

The objective of the Cathedrals Plan is twofold: first of all to establish mechanisms allowing for rationalised and uniform treatment of such heritage, making this available to the bodies responsible for their conservation. And secondly, the aim of guaranteeing the safeguarding of all cathedrals. This takes the form of a medium-term investment commitment in accordance with the programmes established in the Steering Plans.

The Autonomous Regions, which are ultimately responsible for the cathedrals located within their territory, and the Cathedral Boards, as their owners, receive substantial support in terms of conservation efforts by means of a specific Ministry Culture investment programme for cathedral sites in the General State Budget and as part of the Historical Heritage initiatives undertaken by the Ministry of Infrastructure Development and drawn from the "Cultural 1%" budget. Likewise, cathedrals are included as a priority area in patronage regulations, and numerous contributions have already been received from private organisations. It is not for nothing that the Cathedrals Plan also performs a task of general public awareness-raising, which is now beginning to bear fruit.

The convergence of sources of funding: Autonomous Regions, Church, private patronage, the Cultural 1% and the Ministry of Culture, demonstrates the capability of the Cathedrals Plan to fulfil the economic undertakings of all public authorities and institutions responsible for cathedral conservation, along with its already proven effectiveness in the priority given at all times to technical and scientific matters. From this last perspective it should be recalled that the flow of investment into cathedrals must furthermore be aligned with the typically steady pace required by interventions, if the aim is to guarantee their suitability.

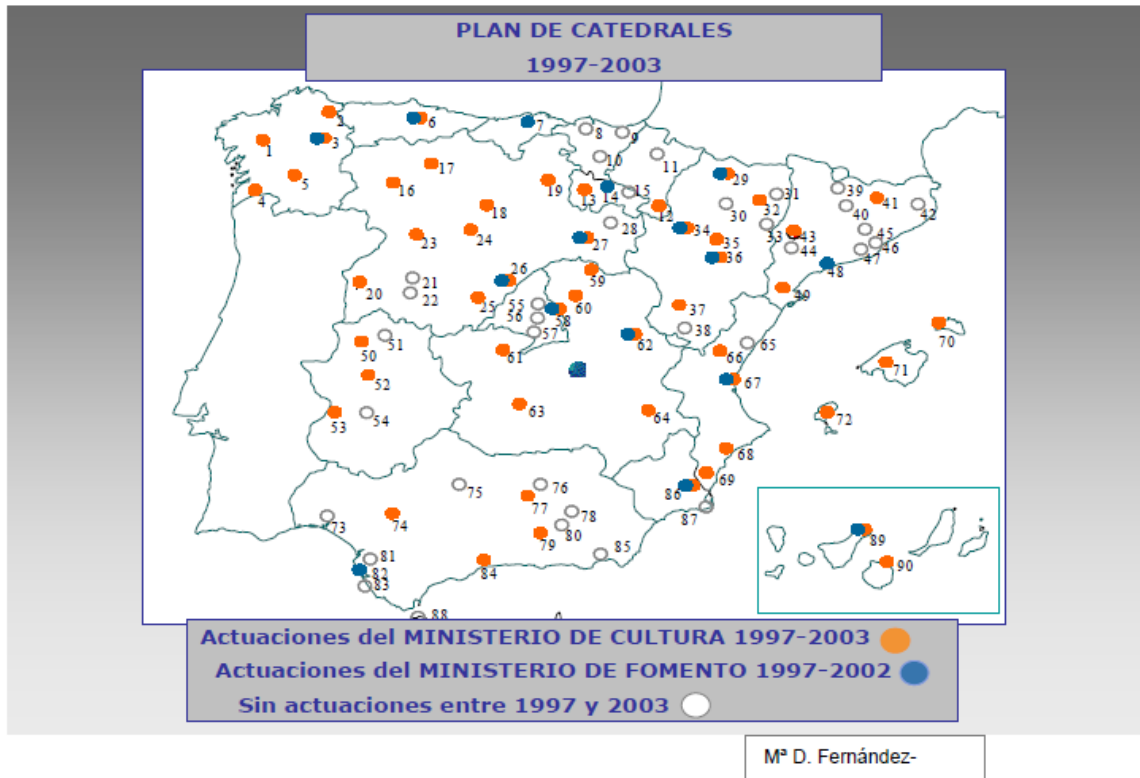
Below is set out a table listing the 90 cathedrals covered by the First Collaboration Agreement for the development of the National Cathedrals Plan, dating from 1997, along with a plan indicating those cathedrals covered by interventions by the Ministries of Culture and of Infrastructure Development over the period 1997-2003:

CATHEDRALS PLAN

| | | | |
|---------------------------------|------------------------|------------------------|-----------------|
| 1. Santiago de Compostela | 24. Zamora | 49. Coria | 74. Cordoba |
| 2. Mondoñedo | 25. Burgo de Osma | 50. Plasencia | 75. Baza |
| 3. Lugo | 26. Salamanca, Old | 51. Cáceres | 76. Granada |
| 4. Tuy | 27. Salamanca, New | 52. Badajoz | 77. Guadix |
| 5. Orense | 28. Soria | 53. Mérida | 78. Jerez de la |
| 6. Santander | 29. Jaca | 54. Madrid | Frontera |
| 7. Oviedo | 30. Huesca | 55. San Isidro, Madrid | 79. Cadiz, New |
| 8. Bilbao | 31. Barbastro | 56. Getafe | 80. Cadiz, Old |
| 9. San Sebastián | 32. Monzón | 57. Alcalá de Henares | 81. Malaga |
| 10. Vitoria | 33. Tarazona | 58. Sigüenza | 82. Almeria |
| 11. Pamplona | 34. Zaragoza | 59. Guadalajara | 83. Murcia |
| 12. Tudela | 35. Basilica del Pilar | 60. Toledo | 84. Cartagena |
| 13. Santo Domingo de la Calzada | 36. Albaracín | 61. Cuenca | 85. Ceuta |
| 14. Logroño | 37. Teruel | 62. Ciudad Real | 86. La Laguna |
| 15. Calahorra | 38. Seu de Urgell | 63. Albacete | 87. Las Palmas |
| 16. Burgos | 39. Solsona | 64. Castellón | |
| 17. Palencia | 40. Vic | 65. Segorbe | |
| 18. Astorga | 41. Girona | 66. Valencia | |
| 19. Leon | 42. Lleida, Old | 67. Alicante | |
| 20. Valladolid | 43. Lleida, New | 68. Orihuela | |
| 21. Segovia | 44. Manresa | 69. Ciudadela, Minorca | |
| 22. Avila | 45. Barcelona | 70. Palma de Majorca | |
| 23. Ciudad Rodrigo | 46. Sagrada Familia | 71. Ibiza | |
| | 47. Tarragona | 72. Huelva | |
| | 48. Tortosa | 73. Seville | |

Cathedrals covered by the "Collaboration Agreement for the Development of the Cathedrals Plan"
Ministry of Culture/Catholic Church, 1997

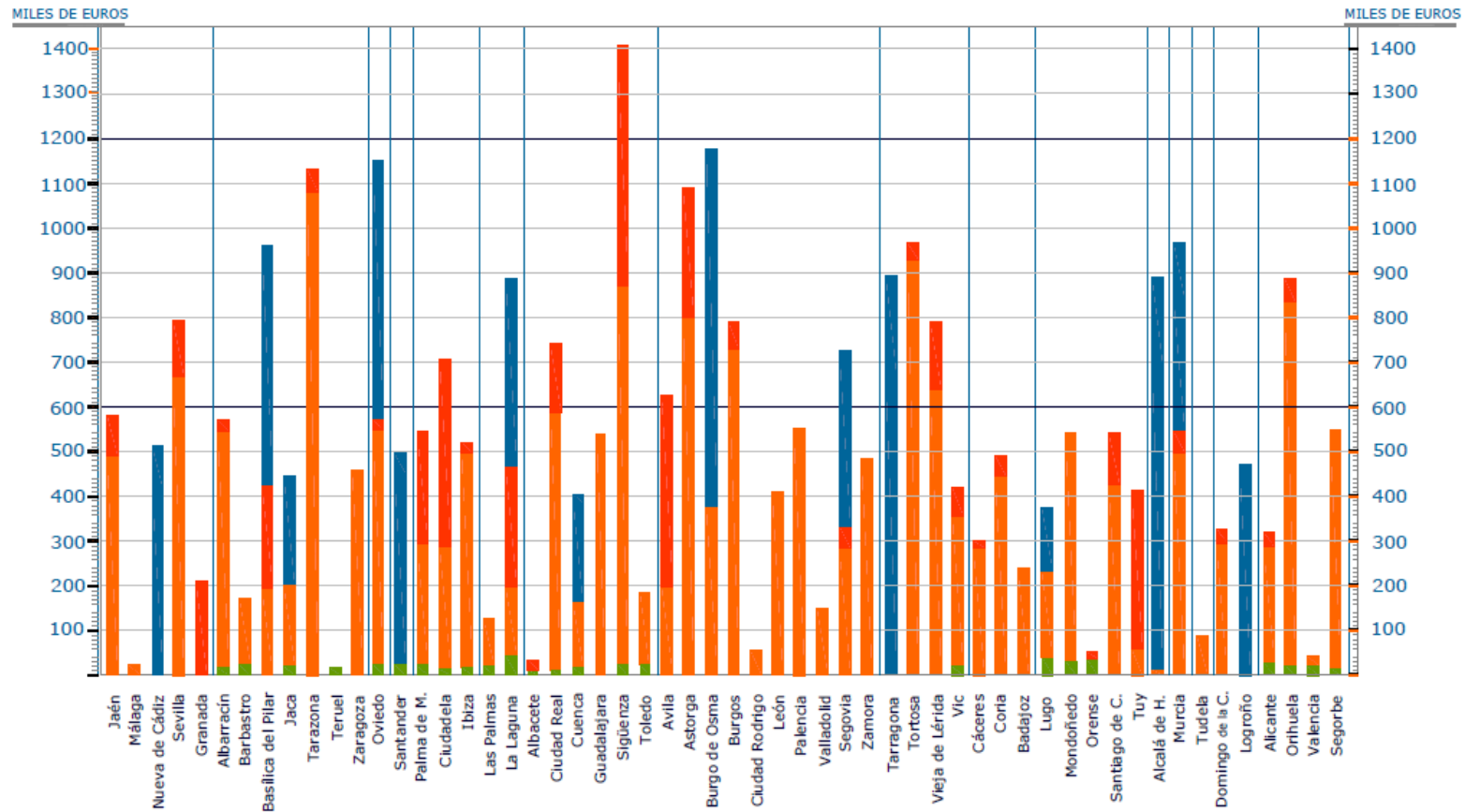
María Dolores Fernández-Posse



CATHEDRALS PLAN, 1997-2003

Actions by the MINISTRY OF CULTURE 1997-2003
 Actions by the MINISTRY OF INFRASTRUCTURE DEVELOPMENT 1997-2002
 No actions between 1997 and 2003

The figure below sets out the investments made in each cathedral by the IPHE and the Ministry of Infrastructure Development between 1997 and 2003:



Inversiones en el PLAN DE CATEDRALES 1997-2003

- Inversión en Planes Directores
Dirección General de Bellas Artes y Bienes Culturales. IPHE
- Inversión en conservación y restauración
Dirección General de Bellas Artes y Bienes Culturales. IPHE
- Inversión en conservación y restauración
1 % cultural del Ministerio de Fomento

THOUSANDS OF EUROS

Jaén
Malaga
Cadiz, New
Seville
Granada
Albarracín
Barbastro
Basilica del Pilar
Jaca
Tarazona
Teruel
Zaragoza
Oviedo
Santander
Palma de Majorca
Ibiza
Las Palmas
La Laguna
Albacete
Ciudad Real
Cuenca
Guadalajara
Sigüenza
Toledo
Avila
Astorga
Burgo de Osma
Burgos
Ciudad Rodrigo
Leon
Palencia
Valladolid
Segovia
Zamora

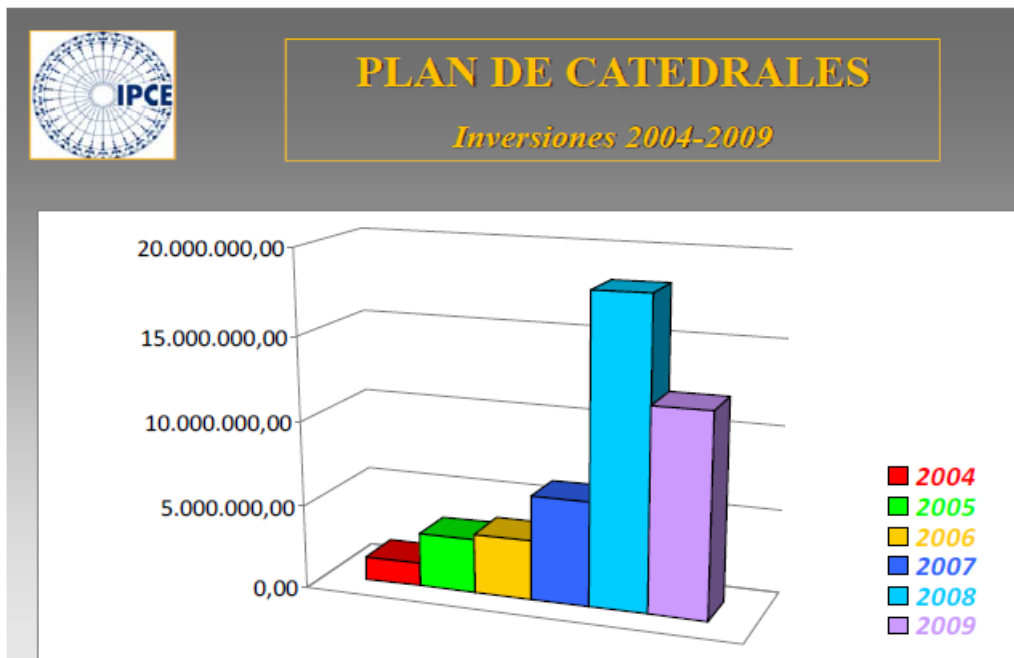
Tarragona
 Tortosa
 Lleida, old
 Vic
 Cáceres
 Coria
 Badajoz
 Lugo
 Mondoñedo
 Orense
 Santiago de Compostela
 Tuy
 Alcalá de Henares
 Murcia
 Tudela
 Santo Domingo de la Calzada
 Logroño
 Alicante
 Orihuela
 Valencia
 Segorbe

| | |
|---|--|
| <p style="text-align: center;">Investments in the CATHEDRALS PLAN, 1997-2003</p> | <p>Investment in Steering Plans Directorate-General for Fine Arts and Cultural Heritage. IPHE</p> <p>Investment in conservation and restoration Directorate-General for Fine Arts and Cultural Heritage. IPHE</p> <p>Investment in conservation and restoration Ministry of Infrastructure Development, Cultural 1%</p> |
|---|--|

1.1.5. Development of the Plan from 2004 up to 2009

The figure 'Investments in the Cathedrals Plan, 1997-2003' set out in the previous section reveals the investment made by national government. This includes both the Heritage Institute, following signature of the agreement with the Church, between 1997 and 2003, and also the Ministry of Infrastructure Development, through the "Cultural 1%" programme, covering initiatives concluded after signature of the agreement between the two ministries.

In 2004 it was decided that the Ministry of Infrastructure Development should no longer invest in cathedrals, with those projects which remained pending being transferred to the IPCE to be undertaken by the Institute from its own budget (no economic resources were transferred, only the projects). This event led to a significant increase in IPCE activities with regard to this Plan, along with a huge shift in the economic resources allocated in this direction, to the detriment of other plans with fewer resources. The figure set out below reveals that from 2004 onwards (the year when the '1%' projects were transferred) the gradual implementation of this arrangement led to an ongoing increase in investment, which reached its high point in 2008.



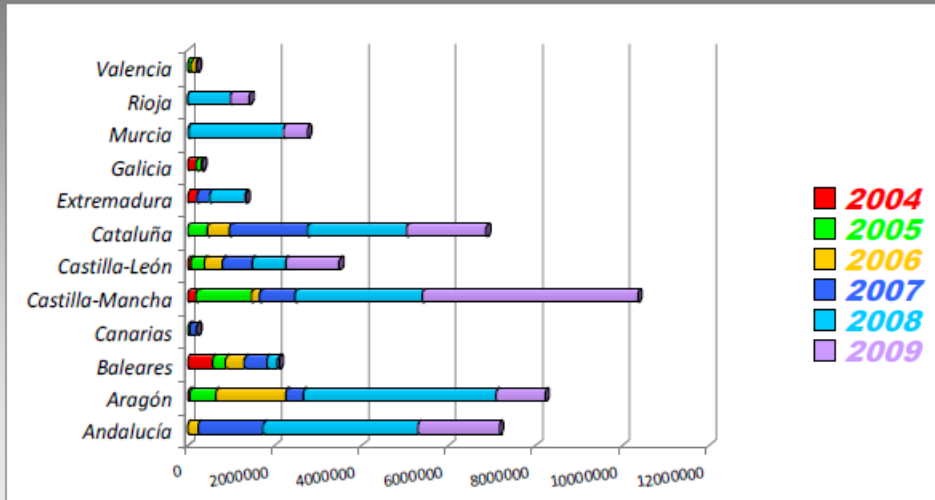
IPCE Investments in the Cathedrals Plan, 2004-2009. Sums in Euros.

CATHEDRALS PLAN *Investments 2004-2009*



PLAN DE CATEDRALES

Inversiones 2004-2009

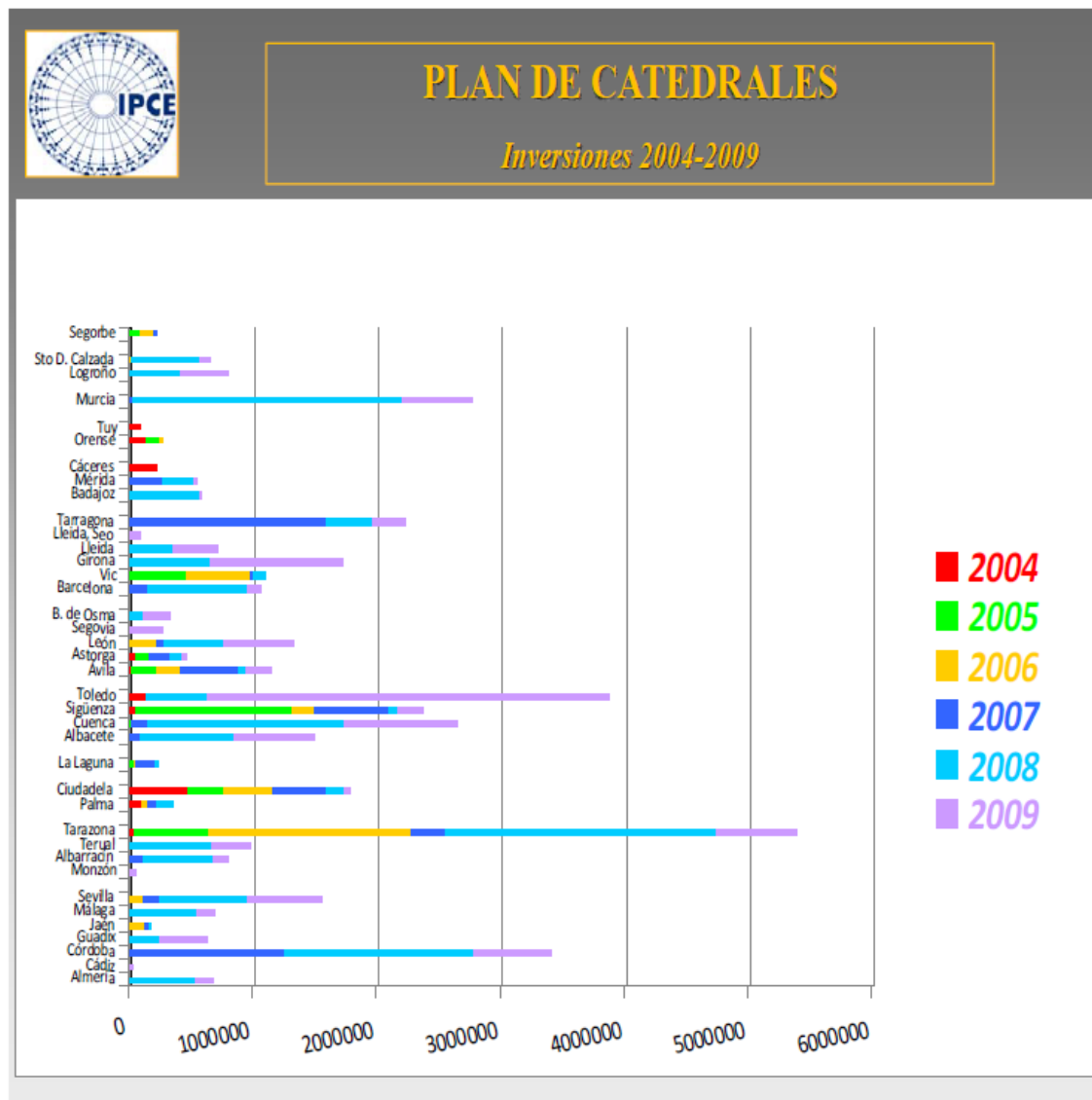


IPCE Investments in the Cathedrals Plan, by Autonomous Region, 2004-2009.

CATHEDRALS PLAN *Investments 2004-2009*

Valencia
Rioja
Murcia
Galicia
Extremadura
Catalonia
Castile-Leon
Castile-La Mancha
Canaries
Balearic Islands
Aragon
Andalusia

Below is set out a figure showing the investments made by the IPCE in cathedral buildings in 2004-2009. (Actions undertaken by the IPCE with regards to Movable Assets, Books and Documents are not included.)



CATHEDRALS PLAN
Investments 2004-2009

Segorbe

Santo Domingo de la Calzada
Logroño

Murcia

Tuy

Orense

Cáceres
Mérida
Badajoz

Tarragona
Lleida, Old
Lleida, New
Girona
Vic
Barcelona

Burgo de Osma
Segovia
Leon
Astorga
Avila

Toledo
Sigüenza
Cuenca
Albacete

La Laguna

Ciudadela
Palma

Tarazona
Teruel
Albarracín
Monzón

Seville
Malaga
Jaén
Guadix
Cordoba
Cadiz
Almeria

1.1.6. Critical analysis of the Cathedrals Plan. 20 years in force

The National Cathedrals Plan was the first of the Plans implemented as such, born out of the consensus reached by the public authorities involved (national and regional) and the Episcopal Conference, as the owner of the properties.

There can be no doubt that implementation of the Plan proved hugely beneficial for knowledge, research, conservation and restoration of cathedral heritage.

In response to the existing social demand, and with the methodological, technical and scientific instruments available, a strategy was drawn up, along with an operational and coordination instrument, with highly positive results. As a consequence, the first conclusion to be made concerns the desirability of continuing the Plan, although it must be reviewed in the light of current social demands and the perspective offered by the methodological, scientific and technical advances which have occurred over this period.

To this end, a critical analysis of the Plan and its development from 1990 to the present day must first be performed, following on from this period of 20 years, in order to uncover any shortcomings and weaknesses or points for improvement, so as to update and improve the tool.

In this regard, we would suggest the following critical points:

Inadequacy of economic investment

The Steering Plans established an investment programme for a period of 8 to 10 years. After 20 years most of the cathedrals have not yet achieved more than a small proportion of the investments planned at the time, while many actions proposed back then remain pending because of the lack of economic resources available to the public authorities and Cathedral Boards.

Uneven distribution

While there are just a few cases in which institutional collaboration has been economically uniform and properly co-ordinated at the technical level, there are many more in which only one of the parties made a contribution, despite the fact that consensus had been reached with the others.

Lack of development of the Monitoring Committees

For various reasons this coordination instrument, established in the Steering Plans, has not been developed as would have been desired. On some occasions, because of the lack of investment, there was no need for these committees to meet. In other cases, representing the majority, the lack of human resources at public authorities made systematic meetings by the 90 committees which could potentially have been established for the 90 cathedrals unfeasible. In any event, the minimum legal requirement corresponding to the relevant approvals of the Heritage Committees have in all cases

been fulfilled (approvals by the Autonomous Regions) and the Bishopsrics, as the owners, with occasional meetings being held by the technical staff of the public authorities and representatives of the Cathedral Boards in order to coordinate any actions which have been undertaken.

The Infrastructure Development Cultural 1%

The transfer in 2004 of a great many projects on which the works were to be undertaken by the Ministry of Infrastructure Development, the implementation of which was reassigned en masse to the IPCE, made it impossible for the Institute to establish appropriate content for these projects in advance.

While it is true that some of them were rejected or revised into more relevant actions, it would have been preferable for all of them to have been born out of the corresponding inspections and proposals by IPCE technicians, rather than, as to an extent occurred, an attempt to deal with the situation which arose at that time, with the IPCE becoming responsible for execution of "Cultural 1%" projects originating from the Ministry of Infrastructure Development. Execution of some of these projects is still today being completed.

Misalignment of the guidelines of the National Plan and/or the Steering Plans

In certain isolated cases it has been found that the general criteria and methodology established by the National Plan have not always been fulfilled with the same degree of uniformity. In certain individual cases, meanwhile, the priorities established by the Steering Plans have not always been followed. In such cases the problem may be the result of the difficulties which have occurred in the development of the monitoring committees as referred to above.

1.2. List of cathedrals

Below is set out the list of cathedrals proposed by the National Plan Review Committee, bearing in mind that consideration was given to all cathedrals which are currently episcopal sees, along with significant historical cathedrals which, although they do not at present have a cathedra (these are marked in italics), all have Asset of Cultural Interest status, except those specifically marked.

| No. | Cathedral - Town | Autonomous Region |
|------------|-------------------------|--------------------------|
| 1 | Almeria | ANDALUSIA |
| 2 | Baeza (Jaén) | |
| 3 | Baza (Granada) | |
| 4 | Cadiz Old Cathedral | |
| 5 | Cadiz New Cathedral | |
| 6 | Cordoba | |
| 7 | Granada | |

| No. | Cathedral - Town | Autonomous Region |
|------------|------------------------------|--------------------------|
| 8 | Guadix (Granada) | |
| 9 | Huelva | |
| 10 | Jaén | |
| 11 | Jerez de la Frontera (Cadiz) | |
| 12 | Malaga | |
| 13 | Seville | |
| 14 | Barbastro (Huesca) | ARAGON |
| 15 | Monzón (Huesca) | |
| 16 | Huesca | |
| 17 | Jaca (Huesca) | |
| 18 | Roda de Isábena (Huesca) | |
| 19 | Tarazona (Zaragoza) | |
| 20 | Albarracín (Teruel) | |
| 21 | Teruel | |
| 22 | Zaragoza (La Seo) | |
| 23 | Zaragoza (El Pilar) | |
| 24 | Oviedo | ASTURIAS |
| 25 | Majorca | BALEARIC ISLANDS |
| 26 | Ciudadela (Menorca) | |
| 27 | Ibiza | |
| 28 | La Laguna (Tenerife) | CANARIES |
| 29 | Las Palmas (Gran Canaria) | |
| 30 | Santander | CANTABRIA |
| 31 | Albacete | CASTILE-LA MANCHA |
| 32 | Ciudad Real | |
| 33 | Cuenca | |
| 34 | Sigüenza (Guadalajara) | |
| 35 | Guadalajara | |
| 36 | Toledo | |
| 37 | Astorga (Leon) | CASTILE-LEON |
| 38 | Avila | |
| 39 | Burgos | |
| 40 | Ciudad Rodrigo (Salamanca) | |
| 41 | Leon | |
| 42 | Burgo de Osma (Soria) | |
| 43 | Soria | |
| 44 | Palencia | |
| 45 | Salamanca Old Cathedral | |
| 46 | Salamanca New Cathedral | |

| No. | Cathedral - Town | Autonomous Region |
|------------|--|--------------------------|
| 47 | Segovia | |
| 48 | Valladolid | |
| 49 | Zamora | |
| 50 | Barcelona | CATALONIA |
| 51 | Girona | |
| 52 | Lleida New Cathedral | |
| 53 | Lleida Old Cathedral | |
| 54 | Manresa (Barcelona) | |
| 55 | Sant Feliu de Llobregat (Barcelona) NOT AN ASSET OF CULTURAL INTEREST | |
| 56 | Solsona (Lleida) | |
| 57 | Tarragona | |
| 58 | Terrassa (Barcelona) NOT AN ASSET OF CULTURAL INTEREST | |
| 59 | Tortosa (Tarragona) | |
| 60 | Seu de Urgell (Lleida) | |
| 61 | Vic (Barcelona) | |
| 62 | Ceuta | CEUTA |
| 63 | Orihuela (Alicante) | REGION OF VALENCIA |
| 64 | Alicante | |
| 65 | Segorbe (Castellón) | |
| 66 | Castellón | |
| 67 | Valencia | |
| 68 | Cáceres | EXTREMADURA |
| 69 | Coria (Cáceres) | |
| 70 | Badajoz | |
| 71 | Mérida (Badajoz) | |
| 72 | Plasencia | |
| 73 | Lugo | GALICIA |
| 74 | Mondoñedo (Lugo) | |
| 75 | Orense | |
| 76 | Santiago de Compostela | |
| 77 | Tuy (Pontevedera) | |
| 78 | Santo Domingo de la Calzada | LA RIOJA |
| 79 | Calahorra | |
| 80 | Logroño | |
| 81 | Alcalá de Henares (Madrid) | MADRID |
| 82 | Getafe (Madrid) | |
| 83 | Madrid – La Almudena | |

| No. | Cathedral - Town | Autonomous Region |
|-----|-------------------------------|-------------------|
| 84 | Madrid – Armed Forces | |
| 85 | Madrid – San Isidro | |
| 86 | Tudela (Navarre) | NAVARRRE |
| 87 | Pamplona | |
| 88 | Bilbao | BASQUE COUNTRY |
| 89 | San Sebastian | |
| 90 | Vitoria Old Cathedral (Álava) | |
| 91 | Vitoria New Cathedral (Álava) | |
| 92 | Cartagena (Murcia) | REGION OF MURCIA |
| 93 | Murcia | |

1.3. Risk Chart

Objectives

The purpose of the risk charts is to establish systems and procedures serving to schedule conservation and restoration interventions applied to cultural assets (Pio Baldi, "The Cultural Heritage Risk Chart").

This would involve sourcing the greatest possible volume of information in order to plan and schedule in advance those interventions which need to be implemented with the greatest urgency, taking into consideration time and cost variables, rather than waiting until the damage has already occurred before taking action, as has to date been standard practice.

These would, then, be interventions which must be implemented before the damage actually occurs, rather than the typical subsequent repairs following occurrence of the damage.

In this regard, the establishment of operational lines for Preventive Conservation with inspections being performed followed by a (preventive) intervention is based on two circumstances indicated by the ICR's Acting Architectural Director, Pio Baldi:

- An approach based on small-scale maintenance and preventive repair interventions typically involves smaller economic investments than the interventions required in order to repair damage which has already occurred.
- In the cultural asset conservation sector, once damage has occurred then it is very often irreparable.

Methodology

One essential requirement for generation of the risk chart is assessment of the **Risks of Deterioration**, in order to prioritise the allocation of resources so as to address these risks.

The Cathedral Heritage Risk Chart will therefore need to establish the existing relationships between the heritage represented by Spain's cathedrals as a whole, their state of conservation and the risk factors which could lead to their deterioration.

The chart will need to include a territorial distribution of assets and provide information regarding the risk factors inherent in this heritage as a whole, which would in generic terms include the following categories:

- Risk factors regarding stability and waterproofing.
 - Seismic risk
 - Geotechnical risk (influence of the terrain)
 - Hydrogeology (groundwater, rain, etc.)
 - Falling materials
- Risk factors regarding the environment
 - Atmospheric environmental pollution (urban, industrial, etc.)
 - Impact of specific meteorology (microclimate)
- Anthropogenic risk factors
 - Demographic changes
 - Intensity of tourist use
 - Abandonment of the property (lack of conservation)
 - Incidents of theft, vandalism, etc.

The chart will need to establish thresholds and a grading of the risk level attached to each of the factors, in order then to draw up thematic maps.

An appropriate assessment requires that two fundamental aspects be taken into consideration: the seriousness of the consequences of the risks, and the probability that they might occur.

The **seriousness of the damage** caused to objects when certain circumstances connected with a risk of deterioration materialise depends directly on a series of data regarding the nature of the objects, their state of conservation and their usage on display or in storage.

The **probability** that deterioration will occur depends directly on various aspects connected with environmental conditions, anthropic factors connected with the usage of cultural assets, the installations on display or in storage, and maintenance thereof.

These variables will be evaluated jointly at a subsequent stage, together with the state of conservation of cathedral sites, thereby generating a risk vulnerability map or chart covering the Heritage analysed.

This process requires a painstaking task of diagnosis by means of appropriate analytical and monitoring techniques for each case and each parameter, serving to perform a scientifically based evaluation of the state of conservation, while likewise defining thresholds and gradings, as in the case of risk levels.

Lastly, the task will involve a summary of the territorial distribution of heritage, the corresponding state of conservation and risk factors establishing the degree of vulnerability, in order to allow control methods to be proposed.

This summary, the Risk Chart itself, will, then, be established as a planning instrument serving to define those cultural assets which are most vulnerable, and as a result the required conservation and restoration interventions. This instrument will need to be available to the whole set of agents involved in the conservation of these assets, the owners, public authorities and society at large.

2. METHODOLOGICAL ASPECTS

2.1. Intervention criteria

The Cathedrals Plan as such has proved a vital and positive administrative instrument in establishing operational strategies for this block of heritage, and remains necessary and appropriate. Certain contributions and/or modifications would nonetheless be desirable in order to adapt it to the demands of current society and to perform an update in accordance with evolutions in the disciplines applied to conservation and restoration over the period which has elapsed.

The applicable intervention criteria must comply with the greatest possible rigour with criteria regarding heritage conservation as laid down in the current **Spanish Historical Heritage Act 16/1985, in regional legislation governing cultural heritage**, and also national and international recommendations in this field, along with the most broadly-based criteria employed in the discipline of conservation and restoration today. Consideration will furthermore need to be given to the **Agreements by the Spanish State and the Holy See, in particular the Agreement of 3 January 1979 between the Spanish State and the Holy See on education and cultural matters**.

An appropriate working method must unquestionably be followed in order to fulfil this aim. Consideration must be given in the conservation and restoration of heritage to the specific singularities of each case, each environment, each cultural and social context, and this prevents any universal rule from being feasible on a normative basis with any guarantee of success. These tasks must therefore be addressed in accordance with a working method which is capable of processing the action with the greatest possible degree of objectivity. Such an operational approach must be based on the principle that any proposal for conservation and restoration will need to be made dependent on the strategies derived from the best possible knowledge of the asset from an interdisciplinary perspective, ensuring thereby that all available scientific and technical resources are applied and, given the liturgical function of this particular block of heritage, consideration must also be given to the theological foundations of cathedrals.

As a result, prior to any intervention a set of interdisciplinary studies must first be performed (with the involvement of specialists in all the subjects and disciplines involved) so as to acquire the fullest possible knowledge about the asset and its context. The summary and evaluation of all the information and knowledge acquired through such studies will provide the basis for the proposed interventions to be performed. It is nonetheless known that the process of intervention will itself generate new information which must be documented and evaluated as part of a continuous process of reconsideration of the baseline hypotheses as knowledge of the assets progresses.

As an instrument for research, knowledge and also the planning of strategies and coordination at each of the cathedral sites, the concept of the **Steering Plan** has proved itself to be highly effective. We therefore deem it appropriate to continue making use of this tool, although it must be reviewed and updated.

The Steering Plans, which have to a great extent been born out of a consensus reached by public authorities, have shown themselves to be a fundamental concept in understanding and better documenting cathedral sites, establishing a diagnosis and proposing the required interventions, while also creating a reference framework by means of which to coordinate all actions taken, whichever the agent involved in each particular case. However, given the period which has passed since they were first drafted (20 years), and as they had a scheduled timeframe of around 10 years, they must be reviewed and updated in order to include new developments both with regard to the state of the sites as a whole and also advances developed since then in terms of criteria, methodology and techniques.

As a general principle, interventions should only apply to those cathedrals declared to be Assets of Cultural Interest and which have a Steering Plan in place, with these interventions being required to make provision for the actions contained and scheduled in the Plan, along with approval from the owners of the assets and the corresponding Autonomous Region, as the authority responsible for heritage.

Following the interventions which have been undertaken during this period, considerable progress has in many cases been made in the conservation of the architectural shell, overcoming the main problems of stability and waterproofing. Progress must be made in these cases in terms of conservation of the heritage content. Consideration must furthermore be given to one aspect which has to date received little attention, and regarding which considerable methodological advances have been made over the years

since the Plan was first established. We refer here to the associated intangible heritage. In both cases the proposal is for specific programmes to address these aspects. Further exploration is likewise required of aspects connected with research into heritage conservation, along with accessibility and dissemination.

One criterion which must be implemented to a greater extent in the revised Plan is the handling of accessibility, viewed in broad terms not only regarding physical aspects but also with reference to access to knowledge about these assets. A particular focus must here be placed on facilitating access by researchers and the general public visiting the landmark, and in particular those parts which have been subject to publicly funded interventions and which represent the recovery or restoration of spaces which were not previously visited, allowing the public investment to garner immediate social recognition. All the above, of course, while safeguarding the function of worship and the liturgical needs of each cathedral.

Maintenance and preventive conservation must likewise be implemented in a clear and decisive manner. Continuous and ongoing work is required in these fields, which have received inadequate attention despite having been highlighted at the very outset of the Plan. As the cost is lower (compared with interventions), and they require a continuous approach based on first-hand knowledge of the assets, it is felt that this aspect should mainly be handled by the corresponding owners. Emphasis must above all be placed on tasks of maintenance and preventive conservation for real estate properties in general, and in particular those connected with the monitoring of conservation and restoration actions performed with public funds, as these tasks are vital in order to ensure their ongoing validity. If such work is not performed then the public investment made could soon prove useless, and deterioration could very rapidly recur.

2.2. Operational method

Linking in with the aforementioned intervention criteria, the operational method must include the following key steps:

- A. Identification of the assets
- B. Protection
- C. Study of the assets
- D. Establishment of general strategies
- E. Actions
- F. Continuous processes: Research, Documentation, Preventive Conservation, Dissemination, etc.

A.- Identification of the assets

The first step in dealing with a set of cultural heritage assets is to identify the constituent elements. This is performed through the creation of inventories, catalogues, etc.

In the case of cathedrals the set of factors involved is relatively small and well-defined. Section 1.2 of this document provides a list of those cathedrals considered by the Committee, which correspond to all current episcopal sees in addition to the historical sees (even if they do not currently house a cathedra).

B.- Protection of assets

Following definition of the set of assets covered by the work, the next step is to establish the degrees of protection.

In the case of cathedrals, they have a clearly defined degree of protection, namely the highest level granted under the legislation in force (Asset of Cultural Interest), except for those specifically mentioned in the list set out in section 1.2 of this document. In accordance with the intervention criterion indicated in section 2.1, the Plan focuses above all on those cathedrals declared to be Assets of Cultural Interest and which have in place a Steering Plan.

A review should ideally be performed on a case-by-case basis of each declaration in order to ascertain whether it is fully appropriate, or if certain modifications could instead be required, such as those regarding the demarcation of the protected elements, the demarcation of the protection contexts and protection measures, individual declarations for certain elements of content, intangible heritage, etc.

C.- Study of the assets

Following a definition of the set of assets and establishment of the corresponding degrees of protection, the proposed methodology would then include a phase for the acquisition of the greatest possible knowledge about these assets and their context, by means of a series of interdisciplinary studies as applicable in each case. Any working strategy involving cultural assets must begin with and be based on a study of the whole from every possible perspective.

D.- Establishment of diagnoses and general strategies

Following on from the above studies (analytical phase) the next phase involves a summary and evaluation of all the information and knowledge acquired about the cultural asset, performing the corresponding diagnosis and establishing the various strategies of all kinds, with the coordination required in order to embark on the conservation project.

Sections 3 and 4 address jointly the production of the **Steering Plans** for each cathedral. In this regard, given the time which has elapsed since they were authored and the evolution which has taken place in the conceptualisation of heritage and the discipline over this period, the Plans must necessarily now undergo a review and updating process. To this end, this National Cathedrals Plan Review Document provides an Annex setting out a proposal for the content of the Steering Plans, incorporating certain aspects not included in

the initial texts. These expansions, plus the review and updating of the studies and diagnoses of each site, will give rise to new and updated plans providing revised and effective tools.

E.- Projects, Actions and Continuous Processes of Documentation, Preventive Conservation, Dissemination, etc.

Following on from the above processes, Projects and Actions dealing with the various fields connected with the handling of cultural heritage will then be drawn up: preventive conservation, conservation and restoration, refurbishment, maintenance, research, embellishment, administration, dissemination, accessibility, etc. These Projects and Actions will be based on the knowledge acquired and strategies drawn up, which will be expanded and fine-tuned in accordance with the information thrown up by the intervention process itself.

Various tasks run transversely through the entire operational method, and must be implemented on a continuous and permanent basis, namely:

- Continuous documentation of every part of the process, from start to finish.
- Preventive Conservation and Maintenance of the assets and the actions applied to them.
- Dissemination of the values of the asset.
- Physical and knowledge accessibility

2.3. Coordination of initiatives

The National Cathedrals Plan establishes a common methodological framework for the proposal of initiatives by any public authority, private organisation or society at large.

This necessarily requires a high degree of coordination in order for the involvement of any one of these aspects to be appropriate, consistent with optimum conservation of the assets, and the knowledge enjoyed by all agents involved. Two scales or levels of monitoring and coordination are therefore proposed:

a) Following approval of the review of the National Cathedrals Plan by the Heritage Council, the proposal will be to create a ***Technical Monitoring Committee for the National Cathedrals Plan***, on an interdisciplinary basis, made up of technical staff representing national and regional government, the Episcopal Conference and outside experts.

This Technical Committee would be responsible for coordination and monitoring of the Plan, the proposal of the basic operational lines, along with the establishment of general operational criteria and strategies.

So as to establish full and permanent communication and coordination among the authorities, the autonomous regions may appoint interlocutors in order to channel

information.

b) ***Technical Monitoring Committees for the Steering Plans of each cathedral.***

This Committee would be made up of representatives of:

- Autonomous Communities
- Cathedral Boards
- Technical staff specialising in particular fields, as required.

Its task would be the coordination and monitoring at each cathedral of compliance with each Steering Plan: specific strategies, scheduling of actions, process of reviewing each Steering Plan and reporting to the National Plan Committee.

The functioning of these Committees must result in greater reciprocity in information shared by public authorities, among all agents involved, and with society at large.

2.4. Co-funding and co-responsibility

The objective of the National Plan is to structure the actions of the various agents involved in the conservation of cathedral heritage. This requires that a balance be struck in the budgetary contributions made, along with coordination among public authorities, cathedral boards and public and private organisations in order to allow forward-looking interventions to be scheduled, in accordance with principles of sustainability.

The prioritisation criteria for actions will take into consideration the level of co-funding, so as to generate a high degree of joint participation and joint responsibility among all agents involved.

Public investment must have a clear social impact, and in order to fulfil this principle access to those assets which have been addressed by conservation/restoration actions must be facilitated, allowing them to be studied and understood through public visits and the staging of activities which serve to showcase the meaning of the content and of the actions performed, in a manner compatible with liturgical functions.

Lastly, those conservation/restoration actions which are implemented must have standard subsequent maintenance guaranteed, this being an essential requirement for the conservation of these assets, and in this regard the cathedral boards have a key role to play given the ongoing nature of this type of action.

3. SCHEDULE OF ACTIONS

3.1. Scheduling criteria

In order to establish a programme of actions it is deemed necessary to define a series of criteria (concurrent and non-exclusive) which would, as objectively as possible, serve to define priorities.

Below are set out the criteria proposed for evaluation:

- National Plan Review process. Section 3.2 suggests that each Autonomous Region would need to perform a study and review of the progress of the National Plan within the sphere of its own responsibilities, with a view to analysing the development thereof in terms of implementation, shortcomings and revised objectives.
- Existence of a Steering Plan. Any action to be undertaken must be performed within the context of this strategy planning and knowledge tool.
- Review and Updating of Steering Plans. Given the age of most of these documents, section 3.2 proposes the desirability of performing a review and update programme for the Steering Plans in order to adapt them to the current reality and the contemporary state-of-the-art in this discipline. One prioritisation criterion would be that actions should be proposed in the light of the review and updating of these Steering Plans.
- Favourable report from the Steering Plan Monitoring committee. Any action to be undertaken should have the approval of the committee responsible for monitoring the Steering Plan.
- Urgent actions: stability and waterproofing, risk to people and property. Within the possible actions to be performed, it is held that priority must be given to those dealing with stability and waterproofing, given the inherent risk to people and for the conservation of the assets themselves.
- Integrated actions: priority should be given to those interventions which include elements of different types or categories, along with their context, supporting the continuity of intervention phases up until their conclusion, including the research and dissemination of the results and an evaluation of the contribution made by such interventions to the development of systematic programmes with an orderly plan. These actions will have a particular impact on preventive conservation and maintenance programmes.
- Co-participation and Co-funding. As a mechanism to underpin co-responsibility in conservation, those actions which are to involve the co-participation and co-funding of various authorities and/or organisations should be given priority over those performed by one single entity. In this regard particular emphasis must also be given to those interventions derived from stable collaboration agreements for the purpose of heritage conservation.

- Degree of compliance with preventive conservation protocols. Fulfilment at each cathedral of the preventive conservation protocols and programmes must be a favourable criteria to be taken into consideration when scheduling new investments, since such fulfilment is a guarantee of the lasting effect of the actions taken.
- Degree of dissemination and promotion of the cathedral site. The existence of programmes and activities for the dissemination and promotion of the cathedral site and the interventions undertaken must be another favourable criterion taken into consideration in scheduling initiatives, given the importance of the accessibility of knowledge about the assets on the part of all society.

3.2. Actions for protection and preventive conservation, restoration, documentation and research, training, accessibility and dissemination.

Now that the Plan has been in place for 20 years, remarkable advances have been made in terms of our knowledge of cathedrals, the diagnosis of their condition and the creation of planning tools for their conservation (steering plans).

These advances have gone hand-in-hand with an increase in social awareness as to the need to conserve these sites as key elements of cultural heritage. A great many actions have also been undertaken, mainly for conservation and restoration.

What is proposed now in this new stage of the Plan, in the light of the review performed in this document, is the need to address the new operational challenges so as to update the tools used to administer conservation and take on board the advances made in the conceptualisation of heritage and in conservation and restoration methodology.

We therefore set out below a series of major blocks of actions regarding the fields of protection, preventive conservation, conservation and restoration, documentation and research, training, accessibility and dissemination:

A.- Evaluation of the process of development of the national plan

It is felt necessary that each Autonomous Region should perform a study and review of the progress of the National Plan within the sphere of its responsibilities with a view to analysing development of this since it was introduced, evaluating shortcomings and presenting a proposal of revised objectives.

This review is seen as essential in order to ascertain the true state of the Plan nationwide, and in accordance with this to be able to establish strategies for coordination and action.

This process would be assisted by the creation of a Basic Datasheet on the State of Development of the National Plan at each cathedral in each Autonomous Region, containing at least the following sections:

- Identification:

- Name of the Cathedral

- Level of Protection
- Location
- Context (including boundaries)
- (Plans and Photos for information)
- *Steering Plan*:
 - Date of Authorship
 - Authoring team
 - Scheduling timeframe
 - Economic timeframe
- *Diagnosis of current status*:
 - Degree of fulfilment of the Plan:
 - List of actions undertaken (date, intervention, cost)
 - List of actions pending (intervention, estimated cost)
 - State of conservation (movable, immovable and intangible heritage)
 - Urgent needs
 - Existence and fulfilment of Programmes for:
 - Preventive Conservation
 - Physical accessibility
 - Accessibility of information and knowledge (dissemination)
 - Current uses
 - Public visiting (times and areas which can and cannot be visited)

B.- Review and Update of the Cathedrals Steering Plans

As they were drawn up some time ago, most of them with a timeframe of between 5 and 10 years beginning in the 1990s, they require an update both of the analysis and diagnosis of the assets, and also operational criteria and methodology. Particular mention should be made in this regard of the need to tackle this task from an interdisciplinary perspective and

to incorporate aspects which had not previously been given sufficient attention, such as preventive conservation, intangible heritage and context.

The suggestion is therefore that it would be desirable to embark on a Review and Update Programme for the Cathedral Steering Plans.

C.- Protection and Preventive Conservation

While the National Cathedrals Plan from the very outset established the need to implement ongoing maintenance actions, they have not been performed with the necessary intensity and qualification. It is now vital to establish specific protection and preventive conservation programmes, and this will first of all require implementation of a risk assessment and identification phase serving to devise prevention strategies, and establish priorities and methods for the monitoring and control of each site.

D.- Conservation and Restoration

Until now the Plan has focused most of its economic efforts on conservation and restoration intervention programmes, above all with regard to real estate property, given the need to condition these sites so as to guarantee the necessary basic conditions of stability and waterproofing.

Inevitably, such actions must continue to be given priority where needed, but progress is required, above all in those cases where these issues have already been overcome, in terms of integrated conservation and restoration of all aspects of (cultural) heritage contained within these sites.

In accordance with the strategies provided by the review and updating of the Steering Plans, then, progress must be made on integrated actions covering broad-based groups of heritage, including the treatment of movable heritage, documentary and bibliographical heritage, intangible heritage, the surrounding context of the cathedral, etc., all the above in accordance with the scheduling criteria indicated in section 3.1.

E.- Documentation and Research

The progress made since the Plan first came into being in terms of documentation and research techniques in the field of heritage conservation must allow for the furtherance of such tasks in order to provide greater understanding of the assets themselves, as the basis for a more accurate diagnosis and a more finely tuned definition of strategies.

It would therefore be desirable to foster specific documentation and research programmes.

Examples of this category would include the Research and Development project currently in progress regarding "***Cathedral Acoustics: a Scientific Contribution for the Restoration of Cultural Heritage***", and the study which the IPCE is undertaking regarding "***Documentation and Research to Update Information on Spain's Cathedral Organs***".

F.- Training, Accessibility and Dissemination

Cathedral sites contain a great many notable aspects of society's cultural identity, representing catalytic elements of huge value. We therefore need a more thorough understanding of them, and such knowledge must be made accessible to society through Training and Dissemination actions ranging from an infant audience (through education) to the rest of society, and users and visitors.

Physical accessibility must be extended to provide direct knowledge of assets by means of visits (in particular to those areas which have been subject to publicly funded actions) along with accessibility of information using resources which serve to explain the cultural meaning of the asset and the actions undertaken, in a manner compatible with liturgical functions.

4. EXECUTION AND MONITORING

4.1. Economic/financial study

4.1.1. Economic impact of the Plan Proposals

The proposals for the National Cathedrals Plan may, in accordance with the terms of section 3.2 of this document, be grouped together as:

A.- Review of the National Plan within the sphere of each Autonomous Region

Study and review of the progress of the National Plan in each Autonomous Region. Creation of a **Basic Datasheet on the State of Development of the National Plan** at each cathedral in each Autonomous Region, with the contents set out in the aforementioned section 3.2. This review must be performed as immediately as possible in order to evaluate from the outset the status of the Plan, and the proposal is therefore that this be performed during the first yearly period.

B.- Review and Update of the Cathedrals Steering Plans

Updating of analysis and diagnosis of assets and operational criteria and methodology. Incorporation of those aspects having received inadequate attention, such as preventive conservation, intangible heritage and context. This review is a necessary step in order to establish steering plans which reflect the true situation of each site and serve to define updated methodologies and strategies, and it is therefore a process which should ideally be performed during the initial yearly periods, although given the 10-year validity of the National Plan, reviews and updates will be required throughout the developmental process.

C.- Protection and Preventive Conservation

Establishment of specific programmes for the protection and preventive conservation of each of the sites, so as to establish risk prevention strategies, diagnoses of the suitability of the treatments applied, maintenance, etc.

D.- Conservation and Restoration

Progress in integrated conservation and restoration of all (cultural) heritage aspects contained within these sites. Progress will be needed in terms of integrated actions which cover broad-based groups of heritage and include the treatment of movable heritage, artworks, documentary and bibliographical heritage, intangible heritage, the context of the cathedral, etc. all the above in accordance with the scheduling criteria indicated in section 3.1. Priority interventions for conservation and restoration so as to guarantee the minimum required stability and waterproofing conditions.

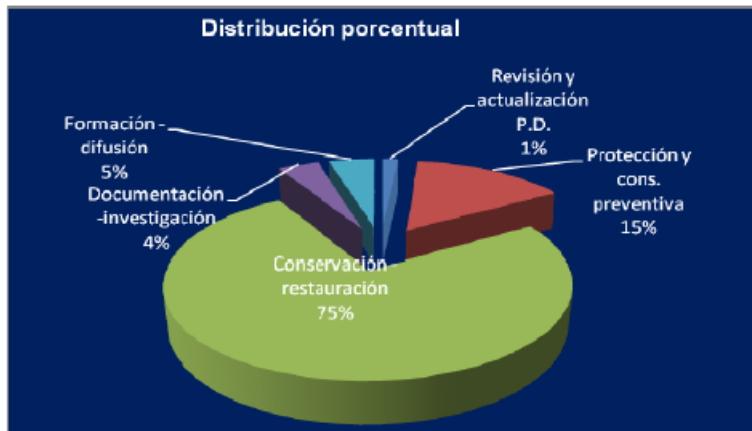
E.- Documentation and Research

Specific documentation and research programmes to facilitate greater knowledge of the assets as the basis for a more accurate diagnosis and the definition of more finely tuned strategies.

F.- Training, Accessibility and Dissemination

Training, Accessibility and Dissemination actions ranging from an infant audience (in education) to the rest of society, and users and visitors, so as to extend their knowledge and make cathedrals accessible to society. Physical accessibility extended to provide direct knowledge of assets by means of visits (in particular to those areas which have been subject to publicly funded actions) along with accessibility of information using resources which serve to explain the cultural meaning of the asset and the actions undertaken, in a manner compatible with liturgical functions.

The percentage distribution of the investment in the different lines of action is set out in the following figure:



Percentage distribution

Training and dissemination 5%

Review and updating of Steering Plans 1%

Documentation and research 4%

Protection and preventive conservation 15%

Conservation and restoration 75%

According to this distribution, 75% of resources would be allocated to conservation and restoration actions, while 25% would focus on tasks of protection, preventive conservation, documentation and research, training, accessibility and dissemination, along with the review and updating of the state of the Plan and the Steering Plans.

4.1.2. Criteria

In section "1. BASIC ASPECTS" of this document, figures and data are presented on the investments made by the Ministry of Culture through the IPCE in the National Cathedrals Plan between 1997 and 2009.

These data reveal how the range of investment allocated to the Plan varies in accordance with the existing budgetary availabilities, and also the effects of other factors, such as the transfer of the "Cultural 1%" projects from the Ministry of Infrastructure Development to the Ministry of Culture in 2004. It is therefore no simple matter to establish sums since we do not know what the future economic availabilities will be, nor any possible external variations (it is now being suggested that the Ministry of Infrastructure Development be reincorporated within the Plan), and can only propose objectives which will need to be reviewed in accordance with the aforementioned variations and uncertainties.

What can in any event be done is to propose general criteria with a view to the funding of the Plan within the context of the other national plans, and also in accordance with the geographical distribution of this block of heritage:

- It would be desirable to rebalance investment in the National Cathedrals Plan in comparison with the other plans. (To date this Plan has received substantially more investment than the others.)
- It would be desirable to reduce the investment in restoration so as to underpin actions in the fields of preventive conservation, documentation, research, training, dissemination and accessibility.
- Investments must be approached in accordance with principles of equitable territorial distribution on the basis of the non-uniform spatial distribution of cathedral sites. (Some autonomous regions include a great many cathedrals, whereas others have few or only one.)

4.2. Plan fulfilment indicators

In accordance with the lines of action indicated in section 3, a series of projects will be developed to achieve these goals. Each project must have a Project Charter explicitly setting out the objectives and the different developmental phases involved, indicating deadlines and the budgetary allocation to be employed.

Indicators reflecting the degree of fulfilment of the projects lying within each line of action will be dictated by the number of projects achieved over the timeframe considered.

This approach could by analogy also be employed for each period as a cost control guide (budget vs. expenditure incurred).

Likewise, as an economic and/or good governance indicator, taking advantage of real knowledge and estimates of both parameters (number of objectives achieved, expenditure incurred), this will reveal at any given time the number of objectives per investment made, thereby revealing whether the final objectives would lie within the total planned budget or not. (Both in this case and in other specific circumstances, it could be concluded that it may be desirable to establish extraordinary co-funding agreements in order to achieve these objectives.)

Oversight of fulfilment of each line of action will be the responsibility of the Monitoring Committee.

4.3. Oversight and monitoring

According to the terms of section 2.3, the proposal is that there should be two Monitoring Committees, one for each Steering Plan at each cathedral, and another more general body for oversight and monitoring of the National Plan, the definitive composition of which will be established once the Cathedrals Plan has been approved by the Heritage Council. The working dynamic, meetings and communications of this committee will be established once it has been formally convened.

This committee will draw up reports and evaluations of the fulfilment of objectives and the methodology set out in the National Plan in order to report to the Heritage Council.

4.4. Validity and Reviews of the Plan

The National Cathedrals Plan will remain in force for 10 years, with a review of the objectives achieved after five years.

ANNEX I - PROPOSED CONTENT TEMPLATE OF A CATHEDRAL STEERING PLAN

OBJECTIVE OF THE STEERING PLAN

The Steering Plan is a technical document required to compile and improve data of all kinds as needed for better understanding of every aspect of the asset in question, including immovable, movable and intangible heritage. Through this knowledge the document will be required to provide a diagnosis of the status of the cathedral and proposals for the actions needed for its protection, conservation, restoration, documentation, research, dissemination, accessibility and sustainable development over time.

This Steering Plan is to serve as the guideline tool for the proper protection, conservation, restoration, documentation, research, dissemination, accessibility and sustainable development of the landmark under analysis. The authoring of the Plan thus requires an interdisciplinary study serving to establish in-depth knowledge of the reality of each cathedral.

AUTHORING TEAMS

In order to produce each Steering Plan an interdisciplinary team covering all of the disciplines involved will be required. For administrative purposes it would be desirable to have an overall operational supervisor, a role which should be filled by a senior architect coordinating the work of all the other professionals and teams.

CONTENTS

The Plan will have the following content:

General Block

- Degree of Protection of the asset and its context. Proposals.
- General description of the landmark in every aspect (immovable, movable and intangible).
- General historical and chronological report.
- Report on previous interventions.
- Legal study regarding ownership, easements, system of governance, privileges, bequests, foundations, etc.

Intangible Heritage Block

- Architectural description of the property.
- Compilation and cataloguing of graphical, archaeological, bibliographical

documentation, archive documentation, existing studies, etc.

- Urban development situation of the property and its context.
- State of Conservation (of the assets and their context).
- Budgeted intervention proposals.

Movable Heritage Block

- General description of movable heritage associated with the landmark and its liturgical function.
- Compilation and cataloguing of graphical documentation, bibliography, archive documentation, existing studies, etc.
- Study of the movable heritage contained. Photographic, historical, descriptive information, state of conservation.

Intangible Heritage Block

- General description of the intangible heritage associated with the property.
- Compilation and cataloguing of graphical documentation, bibliography, archive documentation, existing studies, documentation acquired from sources of information, etc.

Analysis and assessment of risks

- Analysis of the asset, its state of conservation, and administration
- Identification of risks
- Evaluation of the impact of the risks detected

General criteria and diagnosis for intervention

- Establishment of a diagnosis of the state of the immovable, movable and intangible heritage and description of the general intervention criteria in each case.

Preventive conservation and protection plan

- Generation of a preventive conservation plan including the design of an organisation and coordination model, definition of monitoring and oversight methods and the planning and prioritisation of the measures to be adopted in order to control risk factors

Maintenance Plan

- A plan will be drawn up setting out routine tasks and activities to be undertaken for proper periodic maintenance of the property, with budgetary allocations, indicating the operational procedures and human and technical resources required for implementation.

Conservation and Restoration Plan

- For immovable heritage. (Generation of proposed property consolidation and restoration intervention proposals, divided into budgeted and prioritised phases. Indication of the need for studies or analyses prior to the interventions and the possibility and/or desirability of performing archaeological research and studies both of separate zones and those associated with each intervention scheduled for the property.)
- For the movable heritage. (Generation of proposals for consolidation and restoration interventions addressing movable assets, divided into budgeted and prioritised stages. Indication of the possible need for studies or analyses prior to the interventions.)
- For intangible heritage. (Generation of proposals regarding the preservation of such heritage. Establishment of the need for possible specific studies outside the Plan and conservation tasks regarding ethnographical heritage, budgeted and prioritised by stage.)

Documentation and research plan

- A plan of Documentation and Research proposals will be provided with regard to the constituent blocks of heritage and culture making up every facet of the asset, facilitating strategies in order to achieve greater understanding of these assets and their conservation.

Training action, accessibility and dissemination plan

- Strategies will be proposed to make knowledge of the assets accessible to society at large, fostering both physical accessibility for direct understanding of the assets through visits (in particular of those areas subject to publicly funded actions) and for standard maintenance, as well as information accessibility through resources serving to explain the cultural meaning of the asset and the actions undertaken, in a manner compatible with liturgical functions.

Administrative proposals plan

- An administrative proposals plan will need to be presented through the organisation of activities undertaken at the landmark, compatible with the proposed uses deemed as positive aspects with a view to sustainable development (organisation of tourist visits, possible partial uses, promotion of activities where applicable, etc.). These proposals will provide information and support for the

Cathedral Boards in their responsibilities for the administration of cathedral sites.

Timeline for application of the proposed plans

- A section will be included summarising all the plans drawn up and setting out a timeline for all the proposed actions, with the economic cost and timing priorities in terms of stages throughout the proposed timeframe for implementation of the Plan.

Blueprint documentation

Current status:

Situation plans on various scales (regional, provincial, local, contextual)

Plans

Transversal and longitudinal sections

Elevations

Details of significant elements or zones. Plans of existing installations

Plans with graphical indication of the pathologies observed

(The plans of the current status must include general level indications and a graphical and written statement of the updated condition of lesions and pathology suffered by the property.)

Proposals:

- Plans regarding the various Plans (Protection and Preventive Conservation, Maintenance, Conservation and Restoration, Documentation Research, Training Actions, Accessibility and Dissemination, Administrative Proposals.)

(The proposal plans must contain general level indications and a graphical and written statement of the various proposals to be applied to the assets.)

Photographic documentation

- General descriptive report on the assets
- Detailed descriptive report on the existing pathology
- Reports associated with the movable and intangible asset inventory documents.

Sound documentation

- Regarding the intangible heritage study.

Other documentation

- In accordance with the type of values to be documented and addressed, consideration will be given to the need for the inclusion of other types of documentary support (video...).