Whereas Chapter II established how Charles implemented parliamentary resolutions affecting municipal governments and how he used merced to hold a seignorial alliance, Chapter III will demonstrate how Charles practiced the strategy of administrative reform and forged a Spanish dynasty (and Chapter IV will explain the strategy of judicial reconstruction). The following chapters (III and IV) thus offer an examination of strategies of early modern state formation consisting of management programs of accountability and hispanicization policies of household reconstruction. The administration of councils and the royal household are two of the three elements that constituted Spanish early modern government (the third element, the appellate court system, is the subject of Chapter IV). Such state formation was neither accidental nor inevitable; the system was constructed and reconstructed by individuals and groups who developed governmental mechanisms conforming to the management resolutions configured by the procuradores to the Cortes. The parliamentarians helped to blend governance with civic ethics; their mechanisms were based on procedures with the purpose of maintaining a meritocracy, consisting of learned and experienced graduates of law and a cast of power brokers, in the king’s bureaucracy. Early modern government was a legal system that served municipalities, and municipalities provided the resources and management reform policies. Civic traditions informed the qualifications and responsibilities demanded of personnel appointed to government positions. Law graduates increasingly

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1 See Fig. 7 for Charles’ Spanish and Castilian jurisdictions.
made appearances, especially at the executive level and in the appellate courts, because the constitutional enfranchisement demanded a professional judiciary accountable to management standards. Charles understood after the comunero revolt that it was crucial that he construct a merit-based government and a Spanish court (casa y corte), particularly as his multiple (imperial and dynastic) duties necessitated his frequent absence from Spain. As Holy Roman Emperor, he required a reliable Spanish constituency to support his imperial career.

The Spanish administration was effectively built in partnership with the cities through the implementation of parliamentary propositions of state management. This chapter describes the development of a large Spanish constituency of statesmen, bureaucrats, officers, judges, and servants of the crown. The first section, “The Spanish Administration,” is an overview of the itinerant executive that followed Charles and his own court during the seven-year period of residency in Spain (1522–1529). Charles had to transform his administration into a Spanish executive, divided into advisory boards and judicial councils and filled with qualified personnel. Charles promoted Castilians at all levels of his administration. The second section, “The Council of State,” reveals how Charles not only accommodated Spanish subjects but also cultivated his multicultural inheritance by securing the political careers of non-Spanish servants and Habsburg vassals. The Council of State (consejo de estado) was a supranational board of nobles who provided expertise in continental and dynastic predicaments, namely ‘foreign’ affairs involving the Low Countries, France, the German empire, and the Italian principalities and city states. The third section, “The Council of Aragon” (consejo de Aragon), shows how Charles—who himself had established the unity of the Spanish realm after a period of great discord—incorporated Aragonese subjects and reformed the appellate courts of Aragon. As monarch of Aragon, which included the kingdoms of Sicily and Naples, Charles depended on the services of Mecurino Gattinara (1465–1530), a lord of a Piedmont jurisdiction and whose cultural upbringing was a combination of Savoyard, Burgundian and Renaissance values.4