



SPAIN

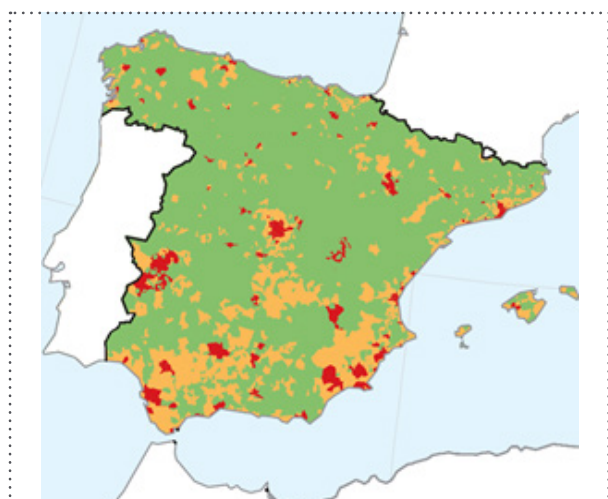
INSIGHT PAPER

Authors: Andrea Lorenzini, Giorgio Ambrosino
MemEx Italy

Date: 05.04.2019

RURALITY (1)

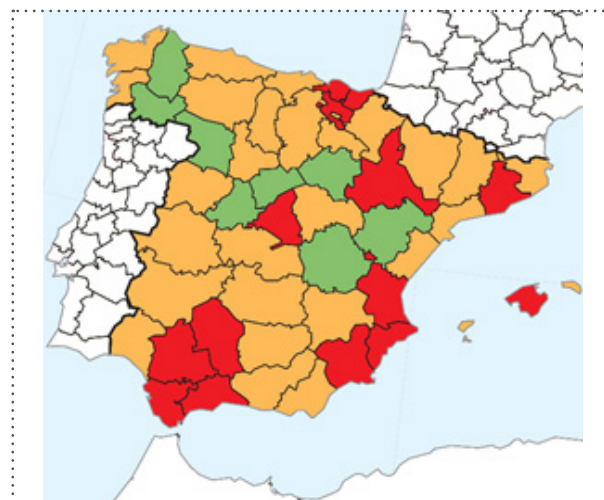
Degree of urbanisation for local administrative units level 2 (LAU2)



- Cities
- Towns and suburbs
- Rural Areas
- Data not available

Source: Eurostat, JRC and European Commission Directorate-General for Regional Policy, May 2016

Urban-rural typology for NUTS level 3 regions



- **Predominantly urban regions**
 (rural population is less than 20% of the total population)
- **Intermediate regions**
 (rural population is between 20% and 50% of the total population)
- **Predominantly rural regions**
 (rural population is 50% or more of the total population)
- **Data not available**

Source: Eurostat, JRC, EFGS, REGIO-GIS, December 2016

DISTRIBUTION OF POPULATION



Source: Eurostat, 2017

GEOGRAPHY

Covering an area of 506 000 Km², Spain (officially the Kingdom of Spain) is one of the largest countries in the European Union. Situated on the Iberian Peninsula, it is bordered on the south and east by the Mediterranean Sea, on the west by Portugal, and on the northwest and north by the Atlantic Ocean, France and Andorra. Its territory also includes the Canary Islands, the Balearic Islands and some territories in North Africa (*Plazas de soberanía*). For most of its territory, Spain is a mountainous country, with the major mountain ranges of the Cordillera Cantábrica, Sistema Ibérico, Sistema Central, Montes de Toledo, Sierra Morena and the Sistema Bético.

Spain is a parliamentary monarchy, with King Felipe VI as head of state. With the approval of the new Constitution of 1978, the Spanish State devolved much authority to the Regions, establishing 17 autonomous communities (Generalidad) and 2 autonomous cities, both groups being the highest and first-order administrative divisions in the country.

Due to a significant depopulation of rural territories over the latest years, in 2017 only 26,1% of the total population lived in rural areas, despite these covering a large part of Spain. Rural areas, clearly dominated by agricultural activities (agricultural land covers 55% of the territories), face challenges like poor accessibility and connectivity, ageing population, and limited financial capacity of farmers and agri-food companies, hampering innovation in both farming and forestry sectors.

According to Eurostat, 31.1 % of the rural population is at risk of poverty or social exclusion; this is stressed also by the lack of job opportunities, reflected in the unemployment rate of 17,8% (in 2017), a figure that is lower in the youth.

RURALITY (2)



Source: Eurostat

NATIONAL POLICIES RELATING TO RURAL MOBILITY AND PUBLIC TRANSPORT

Most of the transport policies regarding rural areas (and related implementation) falls under the responsibility of regional authorities (i.e. the autonomous communities or generalidad), thus strategies are fragmented and they lack strong coordination at a central level.

At the national level, the main instrument is the *Plan de Infraestructuras, Transporte y Vivienda – PITVI (2012-2024)*, delivered by the Ministry of Development (Ministerio de Fomento) in March 2015. The document, replacing the Strategic Infrastructures and Transport Plan – PEIT, (2005-2020) that was approved in 15 July 2005, provides a strategic framework for the planning of infrastructures, transportation and housing in Spain, defining the medium- and long-term national objectives of measures and interventions.

Spanish: *Planes de Movilidad Urbana Sostenible (PMUS)*) and some regions have also put the development of the SUMP's mandatory via regional legislations (i.e. Madrid, Catalonia and the Basque Country). Currently, a number of SUMP's have been developed thanks also to national funding made available from the Government for the development of a SUMP for towns with more than 100.000 people.

As regards rural development, in Spain 18 Rural Development Programs (RDPs) coexist: i) A National Rural Development Program "*Programa Nacional de Desarrollo Rural (PNDR)*", emanated by the Ministry of Agriculture, Fisheries and Foods (*Ministerio de Agricultura, Pesca y Alimentación*), and ii) 17 Autonomous Rural Development Programs.



Photo Credits: Envato Elements

The other national instrument focusing the mobility issues emanated in 2009 is the Spanish Sustainable Mobility Strategy (*Estrategia Española de Movilidad Sostenible - EEMS*). This Strategy emerges as a national reference framework that integrates coordination principles and tools to guide and give coherence to sectoral policies that facilitate sustainable and low carbon mobility. The objectives and guidelines of the EEMS are specified in 48 structured measures in five areas: territory, transport planning and its infrastructures; climate change and reduction of energy dependence; air quality and noise; security and health; and demand management. Special attention is given to the promotion of alternative mobility to private vehicles and the use of public transport in urban areas. In the two above mentioned documents, a specific focus on rural mobility and related transportation services is missing.

Each municipality is responsible for the development of the Sustainable Urban Mobility Plan (SUMP's - in

The national instruments group together the different regional programs, guaranteeing the coherence between the national and regional strategies; the programs developed by the Autonomous Communities, in addition to the horizontal measures and common elements established in the National Program, specify measures to respond to the different regional situations.

In December 2017, the Ministry of Energy, Tourism and Digital Agenda published the National Smart Territories Plan (2017-2020) (*Plan Nacional de Territorios Inteligentes*), with a budget of 170 million euros. This plan, oriented towards three fields of action ("*Territorial actions*", "*Support actions*" and "*Complementary actions*") has a specific focus on the "*Territorios Rurales Inteligentes*", that constitute one of the main "*Territorial actions*". The Plan aims to foster the conditions for the development of "*Smart Rural Communities*" and the provision of public services.

INSTITUTIONAL FRAMEWORK

The responsibilities around the transport sector are organised in three levels: local, regional and national. Generally speaking, at the local level the municipalities are responsible for the urban transport services within the municipal area; at the regional level, the Autonomous Communities have key responsibilities for the transport services between different municipalities of the same Community. At national level, the Ministry of Development has responsibility for transport services (especially the rail services) between two different Autonomous Communities. In addition, as regards the inter-municipal level, in some regions the funding for the operation of the services is managed by dedicated Public Transport Authorities.

The “*Mancomunidad*” are free associations of municipalities, higher local entity to which the associated municipalities delegate part of the functions or competences that the law assigns them, in order to provide a service jointly for all its members. The *Mancomunidad* usually have responsibility for rural transportation.

The Association of Management Companies of Collective Urban Transports, (*Asociación de Empresas Gestoras de los Transportes Urbanos Colectivos, ATUC*), is composed of the major Spanish bus companies; metros and railways; public and private operators responsible for collective urban collective transport of the main cities.



Photo Credits: Envato Elements

Consequently, the responsibilities for transport and mobility in rural areas are fragmented from one hand to the autonomous communities (that are responsible for regulation and legislation of local public transport services in their areas) and to the other to the local municipalities, that are in charge of the organisation and management of the services inside the municipal territory.

The framework is a little different for what concerns the Spain Metropolitan Cities (e.g. Madrid, Barcelona, Valencia, Las Palmas, etc.), where specific authorities have been established for the management of the transport services within the metropolitan region. These authorities (*Consortio Regional de Transportes de Madrid* (CRTM) and *Autoritat del Transport Metropolità* (ATM) the major ones) are also responsible for the transport services in the rural areas within their metropolitan regions.

It aims to promote the use of public transport service within the nation. The National Council of Land Transport (*Consejo Nacional de Transportes Terrestres*) is the main consulting body of the Ministry of Development in terms of land transportation.

Spanish rail services are operated by public and private transport operators.

REGULATORY FRAMEWORK

The primary national regulatory instrument in Spain is the Inland Transport Development Act (Ley 16/1987 de Ordenación de Transportes Terrestres, or LOTT).

This Law, issued on 30 July 1987 for regulating the organisation of passengers and goods transportation, has been subjected to a number of amendments, with three major ones since 2009 (i.e. Ley 25/2009, Ley 2/2011 and Ley 9/2013). According to the LOTT, the transport services are divided into public (i.e. those services carried out for third parties for economic remuneration) and private (carried out by individuals or legal entities on their own account to meet particular needs or complement the public conventional services (*"Viajeros Privado Complementario"*, or VPC).

Some Autonomous Communities have also adopted specific regional laws for enforcing the development of Sustainable Urban Mobility Plans, although in these Plans the rural areas are usually not included.

Law 45/2007, of December 13, for the Sustainable Development of the Rural Environment, foresees among its main objectives the provision of the necessary basic public facilities, especially in the area of transport, energy, water and telecommunications, in rural areas and in particular in its population centres.

As regards Flexible Transport Services, there is not any specific legislation at national level, but rather there are a few cases of regional legislation developed by the Autonomous Communities.



Photo Credits: Envato Elements

The LOTT gives power to autonomous communities for regulating and legislating the public transport services in their respective area. Thus, the regulating structure of the transport services can be very different from one region to another. The Spanish Government is in charge of regulating only the inter-regional rail and road services.

As stated in the LOTT, the service contracts for conventional transport services are awarded through open procurement procedures. Therefore, the approach is in line with the EU Law No. 1370/2007 (Law on Concessions for Public Transport). However, it has to be noted that in practice there are several examples of in-house concession, where autonomous communities directly award the public transport services to companies owned by the local authorities. According to the European Regulation, the duration of the public service contracts shall not exceed 10 years.

For example, the Government Council of Castilla y Leon in June 2018 has approved the draft law for Public Passenger Transportation with the objective, amongst others, of regulating the Demand Responsive Transport services in the region.

ORGANIZATIONAL FRAMEWORK

The main transport services available in rural areas are conventional; on-demand bus services; and taxi services. As regards the rail network (which almost entirely does not include rural areas), each Autonomous Community has its railway company for covering the intra region connections. Most of the main rail connections are operated by the state-owned company Renfe Operadora. As regards bus services, in Spain it is possible to distinguish between regional bus services, which connect two urban areas of two different Autonomous Communities (these services are managed by the Spanish Government); the interurban bus services in an autonomous community, which are directly managed by the regional government; and the local transport services, which are directly managed by the local municipalities.

The Public Transport services in Spain can be of three types: conventional (transportes regulares), characterised by fixed frequencies, itineraries and stops, "*discretionary*" (transportes discrecionales), i.e. those carried out without being subject to fixed itinerary and schedule, and special (transportes especiales), dedicated to the transport of sick or injured persons. In addition, the "*transportes regulares*" are further classified into transport services "for general use" (transportes públicos regulares de uso general), i.e. those which are aimed at satisfying a general demand, being usable by any interested party, and services "of special use" (transportes públicos regulares de uso especial), that are those intended to serve, exclusively, a specific group of users such as students, workers, military, or similar homogeneous groups. The provision of conventional transport services is carried out by companies awarded by the local Administrations after a call for tender procedures; however, the Administration may opt for the direct award of the contract when its average annual value, calculated according to what is determined by regulation, has been estimated at less than 100,000 euros per year, with a justification of its relevance. The characteristics of the service are explained in the specific service contracts.

The provision of public transport services is subject to the possession of an authorization that qualifies it, issued by the competent body of the General State Administration or, where appropriate, by that of the Autonomous Community in which resides this authorization, when this power has been delegated by the State.

The regular transport services of "*special use*" can only be provided when there is a special authorization to enable it, granted by the Administration.

Generally speaking, rural population in Spain are highly dependent to the private vehicle, due, to a large extent, to the low level (scarce frequencies or low network coverage) of public transport services (that in some cases are non-existent). Services are generally carried out with conventional fixed-route transport services, although there are some examples of Flexible or On-Demand Transport services. It has to be noticed that usually the provision of transport services in rural areas are included in the more general provision for the nearest towns.

The responsibilities for the organisation, planning and management of the local public transport services are fully delegated to each Autonomous Community, which have adopted specific regional legislations for regulating the passenger's transportation in urban and rural areas. The national laws regulate only minimum standards for public transport services for cities with more than 50.000 inhabitants.

The organisation of the school transportation services is delegated to the local municipalities and each Autonomous Community is responsible for the regulation of school transport services within the region. For the granting of the authorization for the realization of the school transport services, the companies have to be in compliance with the requirements demanded in the Decree Law 443/2001.

FINANCIAL FRAMEWORK

Spain does not have a national law or a homogeneous model for regulating the financial provision in all Spanish cities, thus the public transport services are funded differently.

The Spanish Government directly provides subsidies to the two main metropolitan cities (i.e. Madrid and Barcelona) and to the Canary Islands through specific Contract Programs (*Contratos Program*) for the provision of bus, metro and rail transport services. These subsidies are far higher than any other transport subsidy in Spain.

In addition, the state directly provides funding to other major municipalities and cities in Spain. These funding are based on i) the length of the network covered; ii) the transport demand; iii) environmental criteria; and iv) the average deficit (that contributes for more than 80% in the total provision). The funding given to municipalities with population between 20,000 and 100,000 inhabitants, in terms of € / inhabitant, are the lowest.

The main means of providing financial support to mobility services in rural areas are the Regional Governments.

Usually the funding dedicated to the smaller towns includes the funding for the surrounding rural territories. Therefore, the funding for rural mobility is included in more general provision, dispersed across multiple local municipalities.

The State doesn't provide any subsidies for municipalities with population less than 20 000 inhabitants.

Regional railway services are funded by the of Autonomous Regions. The same for the Transport Authorities.

As regards the tariffs, the Ley de Ordenación de los Transportes Terrestres (LOTT) empowers the Autonomous Communities and the local Administrations to establish the public transport tariffs, providing only general indications for their periodic modification. In addition, for the transport services in vehicles up to nine seats, including the drivers, the Decree FOM / 207/2009, of January 26 established the maximum tariff in relation to the Km travelled.

OTHER INFORMATION

- On the 7th March 2017, the Catalan Government has approved the "*Passengers Transport Plan in Catalonia horizon 2020*" with the aim to guarantee that citizens from cities with less than 5.000 inhabitants can get to their county capital and return once every working day by public transport, either regular or on demand.
- In the Autonomous Community of Castilla y Leon, the Regional Administration is funding a Demand Responsive Transport Service since 2004 serving low demand areas consisting of small isolated villages and scattered settlements outside the main transport connections. The service has currently about 800 routes operated in 105 areas belonging to 9 provinces of the region. The peculiarity of this service is the regional wide scale, the durability over time (more than 10 years) and the success in terms of users and quality perceived.
- In rural areas in Spain, depopulation is a major problem. Within the Plan Nacional de Territorios Inteligentes, the Spain Government aims to develop, together with the Autonomous Communities most affected by the problems and the Spanish Federation of Municipalities and Provinces, a national law to encourage the development of rural economies. An amount of € 51 million has been foreseen for this initiative. In this context, the need for mobility plans including the rural context and the needs of vulnerable users is recognised as of primary importance.

KEY STAKEHOLDERS AND MINISTRIES ADDRESSING RURAL AREAS

TITLE	ROLE
The Ministry of Development	The Ministry of Development (Ministerio de Fomento) is the government ministry for the transport sector; it is responsible for the proposal and execution of the Government's policy in the areas of land, air and maritime transport services, infrastructure and regulation.
Ministry of Agriculture, Fisheries and Foods	The Ministry of Agriculture, Fisheries and Foods (Ministerio de Agricultura, Pesca y Alimentación) is the competent department in the area of the General State Administration for the proposal and execution of the Government's policy on agricultural, livestock and fishery resources, agri-food industry, rural development and agriculture feeding.
Ministry for the Ecological Transition	The Ministry for the Ecological Transition (Ministerio para la Transición Ecológica) is responsible in the area of the Government's policy on energy and the environment for the transition to a more ecological social and productive mode
Ministry of Energy, Tourism and Digital Agenda	The Ministry of Energy, Tourism and Digital Agenda (Ministerio de Energía, Turismo y Agenda Digital) was responsible for the implementation of Government policy on energy, tourism, telecommunications and the information society, as well as the development of the Digital Agenda. The Ministry was dissolved in 2018 after the motion of no confidence against Rajoy's Second Government and its competences were distributed between 3 ministries: the Ministry for the Ecological Transition, the Ministry of Industry, Trade and Tourism and the Ministry of Economy and Enterprise.
National Council of Land transport	The National Council of Land Transport (Consejo Nacional de Transportes Terrestres) is a superior body of the Administration, for advice, consultation and sectoral debate on matters that affect the operation of the transport system.
National Road Transport Committee	The National Road Transport Committee (Comité Nacional del Transporte por Carretera) is the, entity to which the institutional representation of the road transport sector corresponds in all the administrative decisions that affect it, made up of all the representative associations at the national level.

LINKS TO WEBSITES

- Ministry of Development: www.fomento.es
- Ministry of Agriculture, Fisheries and Foods, www.mapa.gob.es/es
- www.eltis.org/mobility-plans/member-state/spain
- Ministry for the Ecological Transition, www.miteco.gob.es/es
- Asociación de Empresas Gestoras de los Transportes Urbanos Colectivos, ATUC, www.atuc.es
- Spanish Confederation of Transport by Bus, CONFEBUS, www.confibus.org
- Spanish Federation of Municipalities and Provinces, www.femp.es

REFERENCES

- Decree Law 953/2018 of July 27
- Decree Law 16/ 1987, of July 30 Ley de Ordenación de Transportes Terrestres (LOTT)
- Decree Law 45/2007, of December 13
- Infrastructure, Transport and housing Plan – (Plan de Infraestructuras, Transporte y Vivienda, PITVI) - 2012-2024, Gobierno de España, Ministerio de Fomento, available at www.fomento.gob.es/recursos_mfom/pdf/E35B8D33-F3B6-4695-9012-C22229966FA0/130944/PITVI20122024.pdf
- Díez, José & Gonzalo-Orden, Hernán & Velasco, Lara & López-Lambas, MARIA. (2013). Situation of the sustainable mobility plans in Spain.
- Ministerio de Fomento, Spanish Sustainable Mobility Strategy, available at www.miteco.gob.es/es/calidad-y-evaluacion-ambiental/temas/medio-ambiente-urbano/EstrategiaMovilidadSostenible_tcm30-181860.pdf
- Ministry of Energy, Tourism and Digital Agenda, National Smart Territories Plan (2017-2020) (Plan Nacional de Territorios Inteligentes), available at www.agendadigital.gob.es/agenda-digital/noticias/Documents/PNTI/plan-nacional-territorios-inteligentes.pdf
- Martín Urbano, P., Ruiz Rúa, A., & Sánchez Gutiérrez, J. I. (2012). El sistema de transporte público en España: una perspectiva interregional. Cuadernos de economía, 31(58), 195-228, available at www.scielo.org.co/scielo.php?script=sci_arttext&pid=S0121-47722012000300009
- Dunmore, D. (2016). Comprehensive Study on Passenger Transport by Coach in Europe (No. MOVE/D3/2014-261), Member State Fiches – Spain, available at <https://ec.europa.eu/transport/sites/transport/files/modes/road/studies/doc/2016-04-passenger-transport-by-coach-in-europe.pdf>
- Last Mile Interreg Europe Project, Ministry of Territory and Sustainability of Catalonia, Analysis of national/regional framework conditions and barriers of flexible transport, July 2017, available under www.interregeurope.eu/lastmile/library
- The Association of Management Companies of Collective Urban Transports, (Asociación de Empresas Gestoras de los Transportes Urbanos Colectivos, ATUC), La Financiación del Transporte Público Urbano en España, La Visión de las Empresas Operadoras, Alicante, February 2017, available at <http://femp.femp.es/files/566-2097-archivo/Ponencia%20Miguel%20Ruiz%20Monta%C3%B1ez.pdf>
- Ministerio de Fomento; Secretaría General Técnica, Los Transportes y las Infraestructuras. Informe anual 2016, available at www.fomento.gob.es/MFOM.CP.Web/handlers/pdfhandler.ashx?idpub=BTW033
- Consejo Económico y Social de España, Informe sobre El Medio Rural y su vertebración social y territorial, Primera edición, abril de 2018, available at www.ces.es/documents/10180/5461461/Inf0118.pdf