

URBAN POLICY IN SPAIN

Introduction

In Spain, the three levels of government (national, regional and local) are involved in the design and implementation of urban policies and urban regeneration.

In terms of urban regeneration, although Spain doesn't have a "National Guidance Framework" directly devoted to Area-Based Urban Regeneration, the Central Government keeps some ruling and financing competences. The Ministry of Public Works is responsible for the definition and funding of the area-based urban regeneration "**ARIs Programme**" within the "State Plan for Housing" which has been running from 1983 to the present; while the Ministry of Finance, responsible for Cohesion Policy at the national level, has coordinated the EU URBAN Programmes in Spain since the early 90s, and is currently leading the **EDUSI Initiative 2014-2020**. The two programmes are completely independent, in scope, definition, calls, etc. Then, a city can benefit from both programmes.

Other administrative levels have also launched their own urban Regeneration Programmes, with their own funding. At the regional level, one example is the **Llei de Barris and the Programa Millora de Barris**, which ran in Catalunya from 2004 to 2010, and, at the local level, the **Madrid Plan MADRE**. For example, in Madrid, there is a map of APIRUS (areas of preferential support for urban regeneration), selected according to material deprivation conditions and bad conditions in buildings. The persons living in the buildings included in the map can ask for a grant/subsidy for several actions to be carried in their building: repair and conservation works, installation of elevators, energy efficiency improvement, etc. Although there is a definition of areas, it is a "building based" programme: actions are carried building by building, not on a comprehensive "area based" programme for the whole neighbourhood. It is only a hard programme, funding "hard" refurbishment measures.

1. European funds for urban development in Spain: URBAN, "Iniciativa Urbana" and "EDUSI" Programmes.

1.1. European URBAN Programmes: for a new vision of urban development

The Urban Pilot Programme was launched in 1990 by the European Commission (EC) and aimed to support innovation in urban regeneration and planning within the framework of the broader EU policy for promoting economic and social cohesion. In Spain, 4 Urban Pilot Projects (1990-1993) were selected. Then, the EC launched the URBAN Programme. In Spain, the two rounds of URBAN worked as a transformation driver of urban regeneration in the country, introducing an innovative approach that was able to transform the national and local policy discourse in this regard.

1.2. "Urban Mainstreaming" in Europe vs. "Iniciativa Urbana" in Spain: 2007-2013

In Spain, the urban dimension was integrated in the National Operational Programme 2007-2013, under the name of "Iniciativa Urbana" (Urban Initiative). Within the framework of "Iniciativa Urbana" 2007-2013 Programme, there were two open calls for projects:

- Call for cities with more than 50.000 inhabitants: 46 projects were selected with a total amount of funding of 344,6 millions of €.
- Call for cities between 20.000 and 50.000: 203 projects were selected with 677 millions of €.

The area projects proposed by the cities should be in line with the following aspects:

- The area should be proposed by the municipality and should be clearly defined and constitute a unified area, highlighting its deprivation or disadvantaged conditions from the environmental, social and economic points of view
- The proposed projects should be comprehensive and address social, economic and environmental issues, the 3 dimensions of sustainable urban development
- The proposals have to be based upon a process of social and civic participation in the determination of the objectives and the strategy design and management

- The project should follow European guidelines and EU policies on urban regeneration and have an innovative character

1.3. Integrated Sustainable Urban Development Strategies (2014-2020)/EDUSI Strategy

- **Budget**

The total amount for the whole 2014-2020 programme is around 1 billion €, the annual average for 6 years is around 167 million € a year.

During the 2014-2020 period, it was compulsory to allocate a minimum of 5 % of the European Regional Development Fund at national level to finance integrated actions for sustainable urban development. In Spain, this has been developed through EDUSI: (Estrategias de Desarrollo Urbano Sostenible Integrado)/Integrated Sustainable Urban Development Strategies (ISUDS).

- **Governance**

The novelty of the period 2014-2020 is notably given by the strengthening of the role of municipalities and urban authorities that will carry out the selection of operations within the framework of their respective EDUSI Strategies.

The national authorities select the cities, according to a public transparent set of criteria. Nevertheless, there is a maximum amount for each region, which is defined in the National Operational Programme

Once the city strategy (EDUSI) is selected at the national level, the city will select the area of the intervention (nevertheless the EDUSI strategy already had to identify possible areas for intervention, and - on a second stage, once the EDUSI has been selected- to justify the selection of the area).

- **Elements of an EDUSI Strategy**

The Central Government prepared a Guidance document for EDUSI that cities should follow to prepare their strategy, which includes the following elements:

- Identification of the main urban challenges and the existing assets, resources and the potentialities of the urban area
- Integrated analysis to identify the causes of these problems and the issues that the EDUSI Strategy must face. Different areas of analysis were proposed: built environment, environment and climate change, energy, economy, demography, social challenges, territorial context, multilevel governance and institutional framework, urban planning instruments, risk analysis.
- Diagnosis and SWOT matrix analysis allowing to point out the weaknesses and threats, as well as the strengths and opportunities of the city. Based on this SWOT analysis, definition of a series of Strategic Objectives that should allow to quantify the expected results through a series of indicators.
- Delimitation of the scope/area of actions. Definition of the target population and delimitation of the urban area in which the actions aimed at achieving the established objectives must be carried out, justifying it on the basis of the different social, economic and environmental indicators.
- Preparation of an Implementation Plan based on the documents mentioned above, defining a series of action axes in the different thematic objectives/specific objective.
- Other relevant issues to include in EDUSI Strategies: Citizen and civil society participation; Administrative capacity and Horizontal principles and transversal objectives (gender, sustainable development; accessibility; demographic change, mitigation and adaptation to climate change).

After the selection of the EDUSI Strategies, those municipalities selected can identify the specific actions of the Implementation Plan that would be subject to ERDF funding in the period 2014-2020 within the possibilities offered by the Operational Program for Sustainable Growth (POCS). The Implementation Plan must necessarily include:

- The description of the Action Axes to be carried out by specific Objective.
- Description, for each Action Axis, of the criteria and procedures for the selection specific actions.
- A chronogram, including the indicative temporal planning of the different Action Axes.

- Total indicative budget of the Implementation Plan, detailed by Action Axes and specific objectives.
- The productivity indicators for the Action Axes.

The EDUSI strategy is a flexible framework that can be adapted to the different circumstances of each city, to their strategic or sectorial plans, etc.). As cities define their own implementation Plans, the model is very flexible. Interventions are defined by each city in its EDUSI.

- **Results of the Open Calls**

There have been 3 open calls for EDUSI Strategies, with 3 ranges of funding according to the size of the municipality or urban area:

- For cities with more than 100,000 inhabitants: 15 million euros of maximum ERDF funding
- For cities between 50,000 and 100,000 inhabitants: 10 million euros of maximum ERDF funding
- For cities between 20,000 and 50,000 inhabitants: 5 million euros of maximum ERDF funding

The selection process is based on a list of several indicators (social infrastructures, public services, education...). There is an extensive list available: http://www.fomento.gob.es/NR/rdonlyres/4C5F7D8B-4D97-4260-B400-E635B12376F8/133955/CatalogoIndicadoresProductividad_20142020.pdf

2. “ARIs Programme” within the “State Plan for Housing”

In Spain, Housing Plans are the main instrument of sectorial housing planning used by the government to intervene in the housing market. Every State Plan for Housing includes funding for different Programmes, like the promotion of new subsidized housing, support for public acquisition of land, support for renting, etc. Regarding Urban Regeneration, all Plans include the ARIs Programme (Areas for Integrated Urban Regeneration). ARIs Programme is a typical “hard” area-based urban regeneration programme, only funding physical actions either in buildings (housing upgrading or refurbishment, provision of elevators, energy efficiency upgrading, etc.) or in public spaces.

2.1 Intervention areas

The initiative for the inclusion of an area in the ARI Programme always comes from the local authorities, which have to submit this proposal for the approval and support of the regional administration. The regions make the selection of the cities. The regions present their selection to the Ministry and sign an agreement to co-fund the urban regeneration programmes in the areas selected and included in the agreement. There is no indicators defined for the selection process, the regions themselves do the selection.

The Urban Vulnerability Observatory (developed by the Ministry of Public Works), is a solid tool for the identification of deprived neighbourhoods at the national level, based on several indicators, allowing the comparison of each neighbourhood with the average values at national, regional or local levels.

2.2 Budget and financing

The total budget available for the ARIs Programme (2013-2017) was 226.000.000 € and for the Building-by-Building rehabilitation it was 171.000.000 €. Normally, there is a 1/3-1/3-1/3 scheme between the three levels (national, regional, local).

2.3 Thematic fields covered by the ARIs Programme

During the 80s and the early 90s, urban regeneration programmes in Spain generally only focused on the “physical approach”, meaning that investment was mainly dedicated to the physical upgrading of buildings. In 2010, during the Spanish Presidency of the EU, the Toledo Declaration stressed the importance of Integrated Urban Regeneration. Its spirit was included in the next State Plans for Housing, which asked for an “Integrated Action Plan” as an ex-ante condition for an area to become beneficiary of the ARIs Programme funding. From 2009 to 2017, urban regeneration areas applying for ARIs Programme funding have to submit an “Area Report” including the following documents:



- A “comprehensive diagnosis” of the social, economic and environmental situation
- An “Integrated Action Plan” including a description of the eligible measures, and means for their implementation and management, as well as the programming and phasing.

Although the State Plans for Housing only provides funding for “physical” actions, it is compulsory to include in the “Integrated Action Plan” other actions regarding social, economic and environmental issues. Although these actions cannot receive direct funding from the State Plan for Housing, the “Integrated Action Plan” has to specify how they are going to be funded and implemented, detailing the funding resources available from other public or private institutions involved and their commitment for its implementation, development and monitoring. Some interesting elements of the integrated approach through this “Integrated Action Plan” of the 2009-2016 periods have been removed during the current 2018-2021 one.

2.4 Governance and Institutional management

The Ministry of Public Works is responsible for defining the Programme, within the framework of the national Housing Plan. Autonomous Communities are responsible for adapting the Programme to their context, for the selection of the areas, implementation (management of funding) and for reporting to the Ministry. Local authorities make the proposal of the areas (ARIs) that should be included in the Programme and are responsible for their development.

2.5 Public Participation

Currently, there is no public participation in the selection of the areas to be funded. Regarding the identification of actions in the areas subject to regeneration, the two last ARIs Programme within the State Plans for Housing 2009-2012 and 2013-2016 included the idea of citizens’ participation in the definition of the Integrated Action Plan for each urban regeneration area included in the ARIs Programme, asking for a compulsory report of the public participation in its design, but this has been removed from the ARIs Programme within the current State Plan for Housing 2018-2021.

2.6. Evaluation of ARIs Programme

There is no evaluation of the whole Programme.

Regarding each particular area-based project, the “Integrated Action Plan” of each area should also contain a set of monitoring indicators in order to verify the impact of the proposed actions and a report attesting citizens’ participation in its design.