Annex 10 f
to
SeGI Scientific Report

Case Study Report | Spain (Navarre)

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This report presents a more detailed overview of the analytical approach to be applied by the project. This Applied Research Project is conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund.

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This basic report exists only in an electronic version.

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CONTENTS

1. Introduction to the case-study report:

1.1. Description (characterization) of the country

Geographical situation

Spain is located in the southwest of Europe on the Iberian Peninsula. Its mainland is bordered to the south and east by the Mediterranean Sea except for a small land boundary with the British Overseas Territory of Gibraltar; to the north by France, Andorra, and the Bay of Biscay; and to the northwest and west by the Atlantic Ocean and Portugal.
Spanish territory also includes the Balearic Islands in the Mediterranean, the Canary Islands in the Atlantic Ocean off the African coast, and two autonomous cities in North Africa, Ceuta and Melilla, that border Morocco. With an area of 504.030 Km^2, it is the second largest country in Western Europe and the European Union after France. The Meseta Central is a vast plateau in the heart of peninsular Spain. There also are several major rivers in Spain such as the Tajo, the Ebro, the Duero, the Guadiana and the Guadalquivir.

Source: Bas de Jong
http://commons.wikimedia.org/wiki/File:Spain_topo.png

Administrative Structure

Spain counts on 17 Autonomous Communities (regions) which are, at the same time, sub-divided into 52 provinces (including the two Autonomous Cities of Ceuta and Melilla in North-Africa). Each one of the regions counts on a “Statute of Autonomy” (so-called “Foral Regime” in the case of Navarre and Basque Country), which constitutes the basic institutional regime of an Autonomous Community. In the Statute of Autonomy it’s reflected, at least, the name of the Community, the territorial demarcation, denomination, organization and seat of the autonomous institutions, the competences assumed and, if applicable, the principles of the language regime.

Demography

Spain had 46.152.925 inhabitants at January 1^{st} 2011[1]. Its population density, at 91.4/km², is lower than that of most Western European countries. With the exception of the capital, Madrid, the most densely populated areas lie around the coast.

The population of Spain doubled during the twentieth century, but the pattern of growth was extremely unequal due to large-scale internal migration from the rural interior to the industrial cities, a phenomenon which happened later than in other Western European countries. The four most populated Autonomous Communities concentrate approximately the 58% of the population, which is distributed predominantly in two areas; the peripheral areas (coastal), concentrating the principle population settlements and metropolitan areas, such as

Barcelona, Valencia, Sevilla, Bilbao…; and the capital, Madrid, which spreads its influence all over the region besides others adjacent. On the other hand, main interior areas suffer from depopulation, leading to a low density of population in many territories and forming an outstanding imbalance with respect to the coastal areas and Madrid. The majority of the population lives in urban areas.

The last quarter of the century saw a great fall in birth rates. Spain's fertility rate of 1,47 (the number of children the average woman will have during her lifetime) is lower than the EU average, but has climbed every year since the late '90s due to immigration, reaching 10,9 births per 1000 inhabitants per year in 2006 in comparison with 9,1 births per 1000 inhabitants per year in 1996.

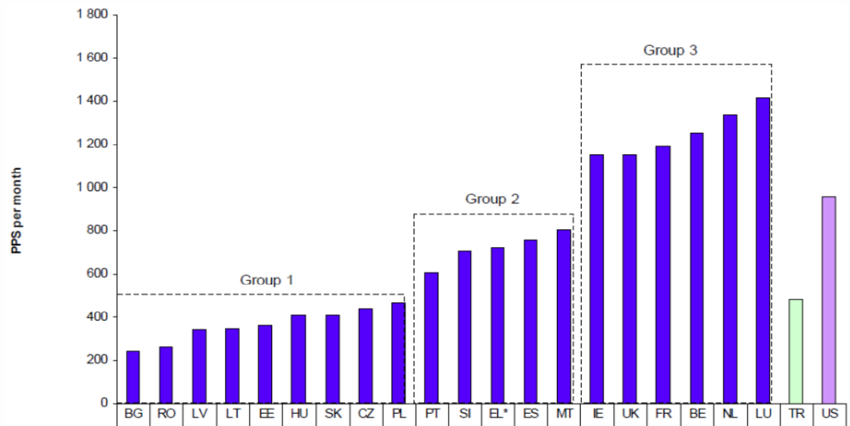
<u>Social</u>

Spain is a country reasonably equal in terms of territorial distribution of wealth. However, differences between the northern and central regions of the country (especially Basque Country, Madrid and Navarra) and southern regions (especially Extremadura, Castilla La Mancha and Andalucía) can be appreciated in terms of GDP per cápita. In the three regions with higher GDP pc, the amount is almost double than in the three regions with less GDP pc.

With regard to average household expenditure, according to the 2009 Household Budget Survey, of the National Statistics Institute (Instituto Nacional de Estadística – INE), the groups of expenditures for which households spend more of its annual budget are housing (including rent, housing services and maintenance and, in case of housing property, an estimation of the rent value that would be paid for a similar dwelling in the market), food and drinks and transportation.

In terms of incomes per person, monthly minimum wage in Spain was, as of 2009, of 728[2]€. According to the 2009 Household Budget Survey, around 10-15% of people have fewer incomes than the monthly minimum wage[3]. In Purchasing Power Standard, Spain was ranked in 2009 in the eighth position among the EU countries with an established minimum wage[4].

Figure 3: Minimum wages in January 2009, in PPS



	BG	RO	LV	LT	EE	HU	SK	CZ	PL	PT	SI	EL*	ES	MT	IE	UK	FR	BE	NL	LU	TR	US
Jan. 2009 (e)	240	263	343	347	362	408	409	443	468	606	710	724	760	804	1 152	1 154	1 189	1 254	1 336	1 413	480	961

(e): PPP 2008 applied, *EL: July 2008.
Group 1 is for minimum wages below 500 PPS, group 2 for 500 to 850 PPS and group 3 for more than 1 000 PPS.
Compared to 2008 the composition of the groups has not changed.
Source: Eurostat (earn_minw_cur)

In emigration/immigration terms, after centuries of net emigration, Spain, has recently experienced large-scale immigration for the first time in modern history. According to the Spanish government there were 5.730.667 foreign residents in Spain as of January 2011.

<u>Economy</u>

Spain's capitalist mixed economy is the twelfth largest worldwide and the fifth largest in the European Union, as well as the Eurozone's fourth largest. Spain is part of the Eurozone (monetary union), and of the EU single market.

Before the current crisis, the Spanish economy was credited for having avoided the virtual zero growth rate of some of its largest partners in the EU. In fact, the country's economy created more than half of all the new jobs in the European Union over the five years ending 2005, a process that is rapidly being reversed. The crisis has stopped economic activity, decreasing GDP by 3,9% in 2009 and 0,1% in 2010. In the first trimester of 2011, unemployment reached 4,9 million of people and 21,3% of the active population, the highest among the developed countries.

The levels of personal debt are also rising: the average level of household debt tripled in less than a decade. This has placed especially great pressure upon lower to middle income groups.

1.2. Description of the selected region

Geographical situation

Navarre, the Comunidad Foral de Navarra is a region of 10.421 km^2 located in Northern Spain, at the western end of the Pyrenees, where it shares a 163-kilometre stretch of frontier with France. It is bordered, to the east, by Aragon, to the south by Aragon and La Rioja, and to the northwest by the Basque Autonomous Community. The great geomorphologic, bioclimatic and human diversity of Navarre is usually broken down into three regions, from north to south: the Mountains (Montaña), made up of the north-western Atlantic climate zone, the Pyrenean Valleys and the foothills of the Pyrenees; the Middle Area, comprising Tierra Estella and Navarra Media Oriental; and the Ribera, southern areas on the banks of the Ebro. However, this division is not sufficient to describe the contrasts that are present within them; these three regions are, in turn, subdivided into local areas.

Source: Gobierno de Navarra
http://www.navarra.es/home_es/Navarra/Asi+es+Navarra/Geografia+y+poblacion/El+territorio+y+sus+gentes.htm

Administrative Structure

Navarre is, jointly with the Basque Country, the only Autonomous Community owning a regime so-called “Foral”. These regime implies some “privileges” (fueros) which recognize the “historical rights” of Navarre as an ancient Kingdom and are currently represented in the Organic Law on the Reintegration and Improvement of the Foral Regime of Navarre[5] (Ley Orgánica de Reintegración y Amejoramiento del Régimen Foral de Navarra). Its content is similar to a Statute of Autonomy: organization of the institutions, competences…

One of the main characteristics of Navarre –if not the principal- in this subject are the tax collection powers given by the Law, in opposition with other Autonomous Communities, as in the foral regime Navarre has the power to maintain, establish and regulate its own tax system. This implies that the charge, management, collection and inspection of most state taxes (currently all except the import rights and import duties in the Excise Tax and the Value Added Tax) belong to Navarre. After the collection of these taxes, Navarre contributes to the financing of the general expenses of the State (concerning the competences not assumed) by an amount so-called "quota" or "contribution."

Demography

Navarre has a population of 636.924 inhabitants (2010) and a density of 60,68 inh/km^2. The capital, Pamplona, is located in the middle of Navarre and has 348.753 inhabitants within its metropolitan area. Population density is around 685,28 inh/km^2.

Demographic growth in Navarre since 1975 to nowadays has followed different patterns. Since that date, in which population was around 487.000 inhabitants, to 1996 the growth was almost zero. Is in that year when a change in the pattern was produced, leading to high growing rates up to 2011.

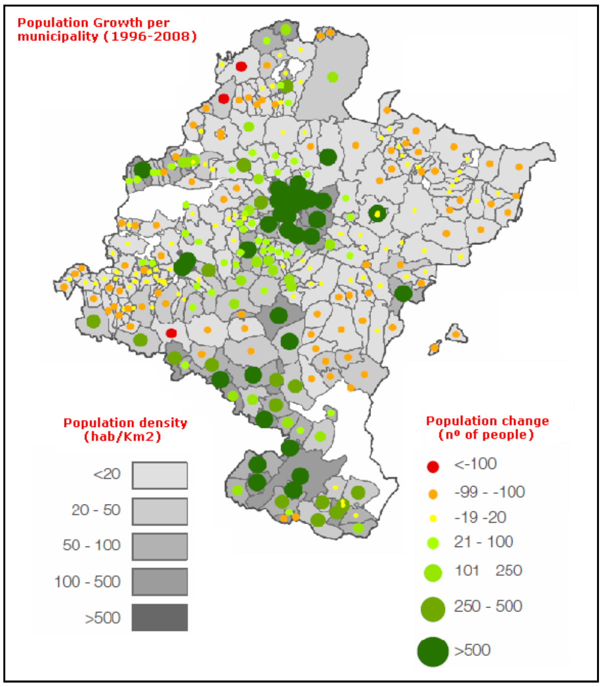
The pattern obeys mainly to two factors: On the one hand, to the decrease of the natural population growth due to the decrease of the birth rate (1,5 children per woman), equalising the death rate and leading to an almost zero growth; and on the other hand to the huge increase of the immigration rate since the end of the 90's.

As a consequence of the low birth rates, the population began an ageing process and, as a consequence, the rate of dependence is starting to increase. This process is more present in rural areas of the region, as the Pyrenees, the Atlantic area and the Middle area.

The arrival of foreign population from the end of the 90's boosted the growth rates to unprecedented levels. In only ten years the percentage of foreigners was multiplied by ten (from 1% to 10%).

The number of foreigners also increased slightly the natural population growth due to two reasons: most of the immigrant women are in the childbearing age, and besides the number of children per woman is higher in the case of foreigners.

Throughout the last years, the increase of populated produced by the arrival of immigrants has obliged the public administrations to allocate more resources specially to Health Care, Education and Social Services, and to pay more attention to the spatial distribution of the population as the territorial imbalances have increased and the territorial cohesion decreased, provoking the concentration of population in urban areas.



Source: Territorial Observatory of Navarre, http://potnavarra.nasursa.es/OBSERVACIONES_OTN/Observaciones.Demografia_web.pdf, map 1.

Settlement Structure

The Pamplona Metropolitan area concentrates 54,7% of the total population of Navarre, percentage which is still increasing. This growth is made at the expense of areas that are mainly comprised of small, rural communities from the areas mentioned above, the Pyrenees, the Atlantic area and the Middle area. Population around Ebro axis has maintained more stable, although it hasn't growth at the same rate than the one from Pamplona.

Within the period 1975-1996, time of population stagnation in Navarre, depopulation was main characteristic in almost all of the rural areas of the region. In turn, Pamplona grew considerably, alike some important population centres such as Estella, Tafalla, Tudela and most of the villages in the Ribera

But it's since 1996 when population started to grow at higher rates. The growth spreads to more villages and cities of intermediate size like Aoiz, Sangüesa, Olite and Alsasua. At the same time, the majority of the small population centres kept a stable number of inhabitants, although there are three areas with population loss: oriental area of Tierra Estella, the area between Tafalla and Sangüesa and the Pyrenees area.

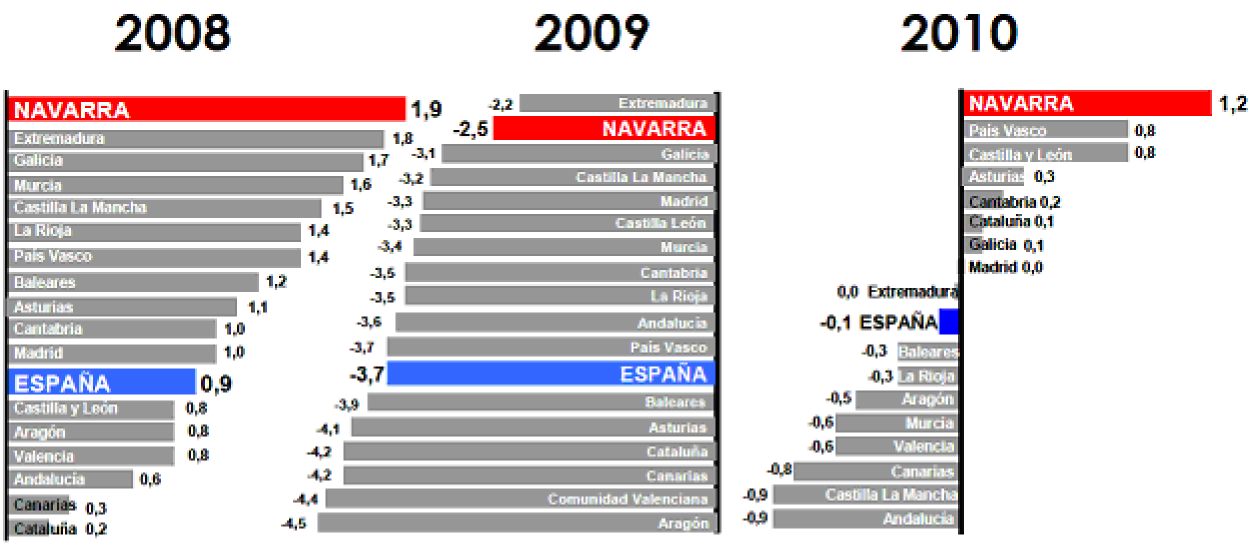
Metropolitan Area of Pamplona shows an accelerate growth of all of its municipalities. Also it started new phenomena: the population starts to grow in the rural catchment areas of Pamplona, around 20km from the capital approximately. It's the case of Valdizarbe, Ultzama and other municipalities which connect the Metropolitan Area with the Basque Country and the Pyrenees.

This clear pattern of concentration of the population reflects a process of urbanisation, Economical activities concentrate more and more in urban agglomerations, forming a web that spreads at regional level. At the same time, the development of the welfare and knowledge society has produced a considerable increase of services by the population. The fact that in rural areas this services are not satisfactorily covered is the main reason that impulses rural inhabitants to more urban areas.

Economy

Navarre is part of the group of Spanish autonomous communities registering the highest indicators of social wellbeing: health care, household incomes, cultural promotion and leisure.

Gross Domestic Product per inhabitant reached in 2010 29.982€, growing by 1,2% with respect to 2009, against -0,1% of Spain (see table below). In fact, Navarre's economy has withstood the current economic crisis better than other regions. Concerning the unemployment rate, February 2011 end with 45.866 unemployed, 11,64% of the workforce, (second lowest of Spain), however it tends in this 2011 to decrease, with 41.407 unemployed in August 2011.



G.D.P growth. % per Autonomous Community. National Statistics Institute

1.3. Overview of the case-study report

This Case Study is developed in the framework of the ESPON *Applied Research* Project *2013/1/16. Indicators and Perspectives for Services of General Interest in Territorial. Cohesion and Development.*

The aim of the case-study, as stated by the project, is the description of the level of services of general interests in various geographical scales, covering two levels (national and regional) in the approach to the analysis. It provides an empirically grounded analysis by (a) revealing the territorial distribution and situation of services of general interest in particular European regions. This focuses on various services of general interest and their contribution to global competitiveness, economic development and the growth of cities, urban agglomerations and other territories, and (b) recognising potential and constraints of territorial development in the context of services of general interest within the territories.

The case studies in the SeGI project were selected with different features in order to provide an overview of service provision across a set of fairly diverse European areas. Correspondingly, the choice of Spain in general and Navarre in particular for this case study has been made on the basis of three criteria; first one according to its belonging to the EU15 group of countries; second, on its *"family"*-classified welfare regime as an unique characteristic differing from the rest of the case-studies and; third, by its territorial characteristics, comprising geographical and socio-economic-demographic features, considering Navarre as a mountainous, peripheral and mixed urban/rural region.

The services of general interest under study, both at national and regional levels, are:

- Economic services: gas, water, waste and sewage, electricity, transport – including public transport, postal services, electronic communications and ICT.
- Social services: education, labour market services, public administration and defence, cultural and recreational services, care services (healthcare, child care, social care), social housing, compulsory social security, business services, veterinary services and funeral services.

The structure that each SGI description has followed includes its concept and definition, legal framework, agents involved in the provision of the SGI and its competences, current situation, policy and trends supported by some indicators and statistics, and an analysis on the impact that SGI could have on territorial cohesion and competitiveness. The incomes-expenses model, sustainability and possible future scenarios and its impacts are also taken into account.

2. National analysis of services

2.1. Description of the welfare regime of the country and its particular effects on various services

The **welfare regime** is the collaborative effort in which welfare and quality of life is produced and delivered to citizens by State, market, NGO and families[6]. The **welfare state** includes all public activities related to the welfare regime and could be grouped into four categories[7]:

- Social transfers: for example unemployment benefits and pensions
- **Social services**: health care, education and social care among others
- Legal framework to ensure worker and consumer safety and environment protection
- Public interventions to stimulate the creation of quality jobs in both the private and public sectors

Despite the heavy increase in social care expenditures in the 2004-2008 period (40%), the welfare state in Spain is poorly developed if compared to other European countries according to EUROSTAT 2010 data: percentage GDP expended in social services is 41.1% (46.8% EU average), occupying the 20th position in the EU27. This could be explained to certain extent by the relatively low fiscal income of the country (31.9% GDP) if compared to the European Union rates (38.4% GDP average), and by the decreasing but still important role of family in the welfare regime.

Spanish welfare state developed during the last decades of the XXth century and beginning of the XXIst, has an important impact in the provision of the following social services:

- Health care: the universal coverage protected by the Spanish Constitution is a reflection of the importance that the population gives to this service. According to this priority, an important amount of resources have been dedicated to improve the health care infrastructure and staff. Despite this fact, currently 6.1% GDP is used to finance health care, clearly below the 6.9% GDP EU average, but still enough to place Spanish health care system among top countries in the EU health care quality indicator.
- Education: it is in Spain a constitutional right of citizens, free and compulsory until the age of 16 and therefore there has been a huge development of the conceptual framework, infrastructures and public workers dedicated to improve the provision of this service. Currently 4.6% GDP is used to finance the education system, below the EU average (5.2%). As a final remark, the quality of the system is in question as there are severe problems detected in the PISA evaluations (OCDE) that were not addresses by the last reforms of the education system.

Aspects related to social care show the importance of family in the Spanish welfare regime. In case of elderly home assistance, IMSERSO 2008[8] suggests that 4.6% of the population above 65 years old has access to this service (around 25% in EU countries with a social democratic tradition and around 8% in other EU liberal countries). The rest of the elderly population in the country is taken care by their families.

It is worth to point out that the role of family in the provision of social services decreased heavily in past years. As an example, until recently a deficit existed with regard to child care. In 1998 (OECD) 10% of 0-3 year old children had access to public kindergarten, whereas most EU countries had ratios above 20-30%. 26% of 0-3 year old children have access to public kindergarten, thus reducing the gap with EU countries (National Statistics Institute 2010). Changes in this matter have allowed that the activity rates of Spanish women rose from 33% in 1995 to 53.5% in 2010 (OECD), close yet below the EU average (59.6%). Still, many working women lean heavily in family (50% of grandparents take care of grandsons for at least 6 hours a day[9]) to be able to make a career or even to get into the labour market. Moreover, a recent study developed by Red Cross in Cataluña showed that one out of three elders have helped one or more familiars with their pension in the past two years.

Nowadays, despite the evident improvements that Spanish welfare state has produced during the last decades, tending to the convergence with other European Union countries, the sustainability of the welfare state is being questioned, hampered by the current economic crisis. This is contributing to an increasing role of family in the welfare regime again and is therefore promoting another shift in the social care trend.

2.2. Overview of all services of general interest in the country

The structure for each SGI includes its concept and definition, legal framework, agents involved in the provision of the SGI and its competences, current situation and a sneak-peek at current policy and trends supported by some indicators and statistics.

2.2.1. Economic services of general interest

In this section the following SGI are described: gas, water, waste and sewage, electricity, transport – including public transport, postal services, electronic communications and ICT.

- Gas

  Natural gas it's a non-renewable energy source formed by a mix of light gases founded in oilfields, dissolved or associated with fuel, or in coal deposits. Its supply system is in Spain formed by its generation, transport and distribution.

  The current legal framework comprises the Law of hydrocarbons sector[10], being its last update in force since in July 1st, 2008, in order to accomplish European Directive 2008[11]. The gas natural market is fully liberalized, being the **National Energy Commission** (Comisión Nacional de la Energía-CNE) the public body in charge of ensuring effective competition, objectivity and transparency of the system's performance and of benefiting of all agents involved in it. In order to accomplish its aim, it acts as advisory body of the Administration, participates in the development of regulations and authorises installations; besides the fact that it's the arbitration body concerning conflicts among agents in energetic systems.

  The management and coordination of the system is carried out by the **Technical Manager of the System**, role assigned in Spain to ENAGAS (a previous state-owned enterprise privatised in 1994) as the main shipper in the territory. The Manager guarantees the continuity and safety of gas supply and the correct coordination among access points, storages, transport and distribution, under the principles of transparency, objectivity and independence. These agents involved are:

  - **Producers**: Performs exploration, investigation and exploitation of the hydrocarbons' deposits. Concerning the production of gas, Spain is a country which produces a very low part of its consumption, so the provisioning comes mainly through the international pipelines and LNG tankers, transporting the gas to the re-gasification terminals in the country.
  - **Transport and distribution enterprises**, in charge of the installations and distribution networks' construction and management.
  - **Marketers:** Acquires natural gas to producers or to other marketers and sells it to its customers or other marketers within freely agreed conditions. They use the transport and distributor's installations for the transport and supply of gas to their customers in exchange for a toll.
    It's in the wholesale market where the gas is sold to the marketers following the method of auctions. These auctions are operated in both gas and electric markets by the enterprise OMI-Polo Español (OMIE), which assumes the management of the bids.
    In Spain, there are two different types of marketers, the ones selling the energy at their price and the ones designated by Spanish Government in order to offer the so-called Tariff of Last Resort at the prices fixed by the Government.
  - **Gas consumers**: They contract gas supply to marketers. In Spain, since July 1st, 2008, all gas consumers can acquire gas to any marketer, choosing and changing freely among the different offers existing. Nowadays, natural gas reaches in Spain more than seven million households, and it's becoming one of the main energy sources concerning power generation.

Despite the fact that selling prices are freely agreed by marketers and consumers, with the last modification of the Law of Hydrocarbons a new specific tariff was created, the mentioned above Tariff of Last Resort (Tarifa de Último Recurso-TUR) which substituted the Regulated Tariff aiming at protecting small consumers. The change implied that consumers can choose between contracting the price offered by the marketers or the Tariff of Last Resort, unique for the whole country and in which the price is regulated by the central Administration[12]. The Tariff of Last Resort has to be offered by the so-called marketers of last resort, which have to be different by Law than the distribution companies covering each geographical area.

The tariff consists of a fixed part depending on power contracted and a variable part depending on consumption. Calculation of variable part is established by the ITC/1660/2009 Order, and it's updated each three months, although only if the cost of the raw material experiences a variation of 2 percent up or down.

Consumers which can benefit from the tariff are all those consumers connected to pipelines with pressure lesser or equal to 4 bar and with an annual consumption inferior or equal to 50.000 kWh. All domestic gas consumers are included in this group.

Currently there are two Tariffs of Last Resort are in force:

- **T.1**: Applicable to consumers with annual consumption equal or inferior to 5.000 kWh, and connected to a pipeline with designed pressure inferior or equal to 4 bar.
- **T.2**: Applicable to consumers with annual consumption superior to 5.000 kWh and inferior or equal to 50.000 kWh, connected to a pipeline with designed pressure inferior or equal to 4 bar.

Since July 1st, 2011, prices (without taxes) of the last resort tariff are as following[13]:

Reference consumption level	Fixed part (€/customer/month)	Variable part (cent €/kWh)
TUR 1. Consumption inferior or equal to 5.000 kWh/year	4,09	5,427758
TUR 2. Consumption superior to 5.000 kWh/year and inferior or equal to 50.000 kWh/year	8,33	4,820658

Despite market liberalization, according to a report of the Consumers and Users Organization (Organización de Consumidores y Usuarios - OCU) in 2009, prices haven't been affected as gas tariffs have followed an upward trajectory. This could be related to the relatively low amount of enterprises in this sector, 79 at national scale. The Last Resort Tariff, to which most of households and small enterprises use, had its last increase by July 2011, increasing in 2010 and 2011 more than the Consumer Price Index.

Finally, regarding gas system's infrastructure, it comprises the infrastructures included within the "Basic Transport Network", the "Secondary Transport Network", the "Distribution Network" and other complementary infrastructures.

- Basic Transport Network: Includes:
  - Liquefaction plants: Transform gas to liquid state in order to facilitate its storage and transport in LNG tankers.
  - Re-gasification plants: Transform the liquid gas into gaseous state
  - Primary Transport Pipelines: Are those which its maximum design pressure allows 60 or more bars.

        - Subterranean Storages: Store gas in order to guarantee continuity of supply in case of failure of the supplies. Generally are old gas fields.
        - International connections: Connect the Spanish gas system with other systems or gas fields abroad.
    - Secondary Transport Network: Belong to the secondary transport network those pipelines which its maximum design pressure allows among 16 and 60 bars.
    - Distribution Network: Belong to the distribution network those pipelines which maximum design pressure allows 16 or less bars, and all others which, with independence of its maximum design pressure, have as aim driving the gas to a single user starting from a pipeline from the basic or secondary network.

Existing studies

- Comisión Nacional de la Energía: “Supervisión de los abastecimientos de gas y la diversificación de suministro”. April 2011
- Comisión Nacional de la Energía: “Informe Mensual de supervisión del Mercado Mayorista de Gas”. April 2011
- Comisión Nacional de la Energía. “Informe Trimestral de Supervisión del Mercado Minorista de Gas Natural en España”. 1st Trimester 2011
- Organización de Consumidores y Usuarios. “La liberalización de gas y electricidad no se nota en los precios”. 2009

Current legislation

- EU
  2003/55/EC Directive of the European Parliament and of the Council of 26 June 2003 concerning common rules for the internal market in natural gas
- National
  Ley 12/2007, de 2 de julio, por la que se modifica la Ley 34/1998, de 7 de octubre, del Sector de Hidrocarburos, con el fin de adaptarla a lo dispuesto en la Directiva 2003/55/CE del Parlamento Europeo y del Consejo, de 26 de junio de 2003, sobre normas comunes para el mercado interior del gas natural

- Water

In Spain, "drinking water" is considered, in general terms, as water used for drinking, cooking, food preparation, personal hygiene and other domestic uses, as well as water used by food industry (food elaboration and cleaning of surfaces) and water supplied in a commercial or public activity (for example shops, hotels, restaurants…) with independence of the volume supplied.

Water cycle involves the collection, purification, distribution and collection and treatment of wastewater. All these activities must guarantee the supply to consumers, in both technical and health perspective.

Current management of water resources in Spain is framed by the 2000/60/CE Water Framework Directive[14], establishing a framework for Community action in the field of water policy. Through this Directive, European Union organises the management of inland surface waters, groundwater, transitional waters and coastal waters with the aim of "*preventing and reducing pollution, promoting sustainable water usage, environmental protection, improving aquatic ecosystems and mitigating the effects of floods and droughts*". Spanish Law adapted to this Directive with the 140/2003 Royal Decree[15].

Institutional framework consists of public and/or private bodies aiming at the provision of goods and services concerning water, addressing the basic needs of the population, caring about the maintenance of ecosystems and making possible the development of the economic activities. Some of these bodies share competences, making necessary the coordination among them. They are:

The State, through the **Ministry of Environment and Rural and Marine Environment** (Ministerio de Medio Ambiente y Medio Rural y Marino) and the General Directorate of Water, which is the maximum authority for the management of water resources.

The **National Water Council** (Consejo Nacional de Agua), which is the advisory body having water planning functions in Spain. These functions consist, mainly, of the information about the National Hydrological Plan as well as the Basin Plans.

The **"Basin agencies"** (Organismos de Cuenca), which are the highest authority concerning management of water resources at Basin level. They are in charge of the planning, construction and operation of major water infrastructure (such as dams); the elaboration of hydrological studies and basin plans; the set and monitoring of water quality targets, the granting of water use permits, the inspection of water facilities and the provision of advisory services to other entities. While basin agencies do not provide water and sanitation services, they play an important role in determining the framework for the provision of such services.

Source: España, Ministerio de Agricultura, Alimentación y Medio Ambiente, http://www.magrama.gob.es/es/agua/temas/planificacion-hidrologica/marco-del-agua/Demarcaciones_hidrograficas.aspx

The **Autonomous Communities**, which have competences in regulations, projects, construction and exploitation of hydraulic resources of interest for the Autonomous Community. For instance, if a river runs entirely within the territory of an Autonomous Community the water management belongs to the respective autonomous community, instead of belonging to one of the basin agencies.

The **Municipalities and local entities**, together with the **private sector**, which play an important role concerning the provision of services to final users, such as water supply, sewer and wastewater treatment services. Municipalities can provide the service directly, through a municipal public company (or a commonwealth of municipalities) or through concessions to mixed public-private companies or to fully private companies. Currently there is growing tendency to the participation of the private sector in these services through administrative licenses, keeping the municipality the regulatory function. In some cities water supply is the responsibility of a company, while sanitation services are provided directly by the municipality.

Water supply begins with the collection and purification of water. Collection is done primarily in surface water, but there are also important contributions from groundwater in certain areas. In coastal areas and islands, sea water desalination becomes the main way of supply of drinking water. It is characterised by its universal access.

Users are not able to choose supplier, as they receive the service from the enterprise operating in their area. The supplier has to guarantee immediate availability and permanent access to drinking water, thus, it's in charge of the maintenance of water pipes and all those elements used for that service. The consumption is accounted by "water meters", which can be bought by the user or rent to the provider.

Concerning tariff levels, according to the research made in 2009 by the Spanish Association of Water Supply and Sanitation (Asociación Española de Abastecimientos de Agua y Saneamiento – AEAS), Spanish tariffs of water are among the lowest of the EU; on average, industrial users paid 1,81€/m^3 and residential users 1,40€/m^3, finding large variations of prices between cities and regions and having islands normally the highest tariffs.

According to the research of the National Statistics Institute[16], water consumption in households per inhabitant and day decreased in 2009 with respect to 2008.

In 2009 the consumer organization OCU analyzed the presence of pollutants in drinking water in 64 cities and towns. The analysis showed that drinking water had improved since the last report by OCU on drinking water in 2006.

Main problems affecting water supply in Spain are due to droughts, producing water shortages especially during summer and in the central-south part of the country, floods and pollution. Droughts affect severely from time to time the south and east of Spain, being the solution foreseen by the initial version of the National Hydrological Plan (Plan Hidrológico Nacional), approved in 2001, the investment into the transfer of surface water from the Ebro river to cities on the Mediterranean coast, solution which provoked strong protests from the regions over which the river flows (and confrontation with the regions that would receive the transfer) and a public debate on the transfer. With the change of Government in 2004, this idea was rejected and Plan modified in favour of seawater desalination[17]. Aquifer overexploitation, mainly in Mediterranean areas, it's also a great problem.

Traditional solution in order to reduce impact of droughts and floods in Spain has been the construction of water reservoirs, which have a storage capacity of more than 50% of Spanish river flows, having the country one of the highest number of large dams per capita in the world.

Existing studies

- Asociación Española de Abastecimientos de Agua y Saneamiento: "Tarifas de agua en España 2009". January 2010
- Ministerio de Sanidad, Política Social e Igualdad: "Calidad del agua del consumo humano en España". 2009
- World Watch. "El problema del agua en España". 2005
- Piñero Campos, José María. "Gestión del agua en España".
- Instituto Nacional de Estadística. "Encuesta sobre el suministro y saneamiento del agua". 2009

Current legislation

- EU
  Directive 2000/60/EC of the European Parliament and of the Council of 23 October 2000 establishing a framework for Community action in the field of water policy
- National
  Real Decreto 140/2003, de 7 de febrero por el que se establecen los criterios sanitarios de la calidad del agua de consumo humano

- Waste and sewage

Waste management comprises the operations done with waste since its generation in households and companies until their last treatment phase.

Waste collection for treatment consists basically of two types: non-selective and selective, being the last one the chosen method in Spain. This method implies the division of waste by different classes, each of them being deposited in a different container. The division is done according to the following criteria: Blue container for paper and cardboard, green container for glass, yellow container for plastic packages and brown/orange container for organic matter. The collection from the containers is done usually by prepared trucks, despite pneumatic collection is currently being implanted in some towns. Pneumatic collection requires higher initial investment of installations, with have to go underground, although generates less personal costs and discomforts to citizens. There are also other ways of collection by types of waste such as oil, medicaments or batteries, called clean points, where often this kind of waste is collected, as well as collection of bulky or inert waste.

Current law regulating waste and sewage in Spain, framed by the European Directive 2008/98/EC on waste[18], is the recently approved 22/2011 Law of waste and polluted soil[19]. The Law establishes the competences in the subject of waste and sewage, being the following:

- The **State** elaborates the Waste National Plans, with their specific objectives and measures of reduction, recycle, valorisation and elimination of waste. Waste National Plans also specify the means of financing of those measures and the revision procedure.
- Currently is being developed the Second Integrated National Waste Plan20 (Plan Nacional Integrado de Residuos – PNIR 2008 – 2015), approved for the 2008-2015 period and financed by the Environment Ministry. Its aims deal with the promotion of an appropriate policy of waste management, lowering its generation and encouraging the involvement of Public Administrations, consumers and users in waste management by assuming their respective responsibilities.
- The **Autonomous Communities** elaborate autonomic plans of waste, as well as authorise, monitor, inspect and sanction the production and management of waste.
- The **Local entities**, which are competent concerning management of urban waste and sewage. In Spain, provision of waste services is done mainly by the so-called “commonwealths”, which are voluntary associations of municipalities created in order to provide one or more services, waste collection and sewage in this case. In other cases, municipalities do the collection without associating or by contracting a private enterprise. Currently, the functions of these entities are being subject of debate as in some cases they are duplicating functions with provinces or other local administrations.

The law is applicable to any kind of waste with the exception of atmospheric pollution, radioactive waste, discharges to inland waters or from land to sea and those discharges provoked by ships and aircrafts to the sea.

According to Eurostat, municipal waste generated in Spain in 2009 was 547Kg per person, being 52% of it was landfilled, 9% incinerated, 15% recycled and 24% composted[21].

Concerning sewage and wastewater treatment, approximately 98% of the urban population and 93% of the rural population are connected to sewers, while the rest is served by on-site sanitation systems such as septic tanks. In 2005 77% of municipal wastewater was treated in accordance with standards set by the EU.

Existing studies

- Ministerio de Medio Ambiente y Medio Rural y Marino. “Gestión de Residuos” - Instituto Nacional de Estadística. “Encuesta sobre el suministro y saneamiento del agua”. 2009

Current legislation

- EU Directive 2008/98/EC of the European Parliament and of the Council of 19 November 2008 on waste - National Ley 22/2011, de 28 de julio, de residuos y suelos contaminados

- Electricity

Electric power involves the generation, transport and distribution of electricity, forming these elements the electric supply system.

The electric market, as in the case of gas market, is fully liberalized with the exception of transport. It's regulated by the 485/2009 Royal Decree[22], which introduced two important changes after July 1st, 2009: on the one hand, the disappearance of the previous Regulated Tariff and the creation of the Tariff of Last Resort; and on the other hand, the entry of all consumers to the liberalized market. The electric Tariff of Last Resort (Tarifa de Último Recurso-TUR) is an electric power supply tariff set by the Spanish Government over the electricity's price. Besides this tariff there's another special figure, called "social bond", which implies the freezing of the electric tariffs for some households with less resources since July 1st 2009. Social bond maintains free consumption for the first 12,5kWh in a month and a surcharge if the consumption is above 500kWh in a month.

The public body in charge of ensuring effective competition, objectivity and transparency of the system's performance is the **National Energy Commission** (Comisión Nacional de la Energía-CNE). In order to accomplish its aim, it acts as advisory body of the Administration, participates in the development of the regulation and the authorisation of installations, besides the fact that it's the arbitration body concerning conflicts among agents in energetic systems. These agents are:

- **Producers**: Generators of electricity. There are two types: The producers in ordinary regime, producing electricity by traditional means (nuclear, coal plants…) and the producers in special regime, which produce electricity by renewable energies or waste, being these regulated by the 661/2007 Royal Decree of the generation of electric energy in special regime23.
- **Transport and distribution enterprises**: In charge of the installations and distribution networks' construction and management. In Spain, transport is done by a unique company, Electric Network of Spain (Red Eléctrica de España – REE), a partially State-controlled enterprise.
- **Marketers**: They are in charge of the selling of the electricity to final users. They use the transport and distributor's installations for the transport and supply of gas to its customers in exchange for a toll. There are two different types of marketers, the ones selling the energy at their price and the ones designated by Government in order to offer the Tariff of Last Resort at the prices fixed by the Government.
- **Electricity consumers**: Since July 1st, 2009, all consumers can acquire electricity to any marketer, within freely agreed conditions.

It's in the "Iberian Electric Energy Wholesale Market" (as known as "Electric Pool" or MIBEL by its acronym), shared with Portugal, where the agents of the electric sector (producers, distributors, marketers and qualified consumers) buy and sell energy by the auction system. The management of the wholesale market and the bids is assumed by the enterprise OMI-Polo Español (OMIE).

In the following map the distribution of enterprises in this sector by 100.000 inhabitants is shown.

Source: Territorial Observatory of Navarre, own elaboration

The functioning of the market is as follows:
Each day the enterprise Electric Network of Spain estimates for the next day the demand of electricity for the whole Spain. From that moment, producers begin to present their offers for the electricity at a determined price, evaluated in €/MWh. Immediately, by a bidding system, the packs of electricity are adjudged to the centrals producers, covering the whole expected demand of the day and following a range of prices from the lowest to the highest. The final price of the electricity, the one that it's paid in the end to all producers, is determined by the last bid accepted.

However, this way of functioning has led to different problems:
The "pool" is marking one of the lowest prices among European similar markets. Since 2009, it has been marking the prize of electricity generation equal to zero during many hours; The explanation to this is that renewable energies have priority in the market (Law tends to develop this kind of generation and these sources are not marking any price as subsidies are not reflected as generation but as permanent costs), leaving the other sources of energy (for instance thermal centrals, which have higher costs of generation), out of the market in case of low demand, and decreasing the prices.

Besides, the opposite effect it's also happening. Due to the fact that it's the last source of energy covering demand the one that fixes the price of the others; nuclear power or hydraulic plants, which usually are already amortized, receive way higher incomes than their generation costs, making consumer bills higher.

Other problem is caused by the so called "tariff deficit", which is the difference among the payments of consumers in their bills and the recognized costs by the electric companies. Since the liberalization, the successive Governments froze the tariffs in order to control the inflationary impact of the electricity (as every activity depends on it), disconnecting the tariffs from the real costs. This difference became debt from the State to the electric companies, being in 2010 of around 20.000 M€.

Anyway, and according to a report of the Consumers and Users Organization (Organización de Consumidores y Usuarios - OCU) carried out in 2009, this low price of the wholesale market is not being reflected in the price for retail consumers, as electric tariffs have followed an upward trajectory.

The behaviour of the electric system in Spain has followed in 2010 a moderate recovery of the demand on electricity, increasing by 3'9% in comparison with 2008 and 2009, year in which this indicator experienced a decrease by 4,9% due to the economic crisis and the closure of the activities of many companies. Concerning daily and hourly annual maximums, both were under the historic maximums reached in 2007; a notably promotion of renewable energies, favoured by elevated generation of hydraulic and wind energies, which have covered in the end more than 1/3 of annual demand.

The coverage of the power generating equipment system registered an increase by 4'7% due to installation of new MW. This increase sets system's capacity up to 99.043 MW, from which almost half belong to renewable sources. And the coverage of the demand by renewable sources reached 35,4% (28,2% in 2009), due to the extraordinary hydraulic generation (due to abundant rainfall) and development of wind energy.

Renewable sources increased potency by almost 2.000 MW, from which more than half are from wind energy, being the total generation of this source 20.057 MW. This amount sets wind energy as the second technology in total installed capacity just after the combined cycle centrals. Also solar technologies have augmented its production, despite its total potency represents only 4% of total capacity.

With regard to the international energy exchanges, in the last seven years, Spain has export balance, covering 3% of total generation.

Concerning transport infrastructures, the enterprise Electric Network of Spain (Red Eléctrica de España – REE) owns almost 100% of the high voltage transport network, being responsible of its development and extension, maintenance and management of the traffic among external and Spanish systems. Transport infrastructure is composed of more than 38.000Km of high voltage lines, more than 4.000 substations and 72.000MW of transformation capacity.

Existing studies

- Red Eléctrica de España. "El sistema eléctrico español 2010". 2011
- Comisión Nacional de la Energía. "Informe de supervisión del mercado minorista de la electricidad". 2nd semestre 2010
- Market Observatory for Energy. European Commission "Quarterly Report on European Electricity Markets. January-March 2011". 2011

Current legislation

- EU
  Directive 2009/72/EC of the European Parliament and of the Council of 13 July 2009 concerning common rules for the internal market in electricity
- National
  Real Decreto 485/2009, de 3 de abril, por el que se regula la puesta en marcha del suministro de último recurso en el sector de la energía eléctrica
  Real Decreto 661/2007, de 25 de mayo, por el que se regula la actividad de producción de energía eléctrica en régimen especial

- Public Transport and infrastructures

  Public transport is considered as the service aiming at the moving, from one place to another, of passengers or goods, by having an appropriate infrastructures' quality to allow a comfortable travel in the shortest time possible.

  Importance of transport infrastructure for social cohesion and development of territories has had as a consequence the need of the central States of guaranteeing this service of general interest. Besides, its economic importance in order to develop other sectors such as industry, trade and tourism makes it essential.

  Current Plan in force for the development of this kind of infrastructures is the Strategic Plan of Infrastructures and Transport 2005-2020[24]. Its main objective is the creation of a highways and dual carriageways' network, doubling the existing network at the start of the Plan.

  But situation of public infrastructure in Spain in 2011 has changed completely with respect to some years ago. While the huge investment made in the last years by public administrations, mainly by the state and regional administrations, have modernized Spanish provisions, actual conditions of economic crisis have stopped the construction plans of many of these infrastructures.

  Spain has been leading the construction of great public infrastructures in Europe, especially if we refer to transport, such as airports and high-speed railways. With housing construction, infrastructures have been the engine of growth of Spanish economy.

  Nevertheless, this massive infrastructure provision has led currently to diverse problems, being most of the infrastructures underused due to a lack of planning of the expected demand (see below the deficit of many airports and highways), leading to, in many cases, the problem that the cost of maintenance of the infrastructure is even higher than the incomes that the own infrastructure generates.

  Nevertheless, the economic crisis, worsened by the decrease in financing from EU structural funds for infrastructures in the 2009-2012 period (5.500 M€ less per year in comparison with the previous period), has reduced to the minimum the investment in this subject. By means of transport, current situation is as follows.

  Concerning the stoppage and delay of infrastructures' construction, in May 2010 Ministry of Public Works (Ministerio de Fomento) announced a cut on the planned budget for public works for 2010 and 2011. In July, those cuts were detailed and estimated at 6.400M€, with most of the infrastructures belonging to transportation network. In sum, 32 public works cancelled and 199 delayed up to 4 years in some cases. Later on, cut was modified, reducing it from 6.400M€ to 5.700M€.

  - Road transport and infrastructure

    Road transport in Spain is regulated basically by the 1225/2006 Royal Decree modifying the Land Transport Planning[25]. Road network in Spain consists of different types of roads:

    - State road network: Consists of National roads and State highways and dual carriageways exclusive **competence of the State**. They are those integrated in routes of general interest or those whose function in transport system affects to more than one Autonomous Community. To be considered route of general interest, at least one of the following characteristics has to be accomplished:

- To be part of the main international traffic routes
    - To be the access to a port or an airport of general interest
    - To be access of the main border crossings
    - Link the Autonomous Communities, connecting main towns by forming a continuous network with regular traffic.

- Secondary road network: Consists of all roads of regional (depending on an Autonomous Community), provincial (depending on a provincial council) and municipal (depending on a city council) ownership. They can be roads, highways and dual carriageways.
    - Each Autonomous Community is able to organise its road network according to each own criteria, fixed by their own Road Laws. There are three types of secondary roads:
    - First level roads: They are the most important for the Autonomous Community and normally they are larger and have an elevated traffic. Its competence belongs to the **Autonomous Communities**.
    - Second level roads: They are usually the link with first level roads or with State roads. They are both competence of **Autonomous Communities and Provincial councils**.
    - Third level roads: They are short roads linking close towns, urbanizations… Most of them depend on city councils but also of **Provincial councils** as well as **local corporations**.

In the last ten years it has been built in Spain more than 65% of the total high-capacity transport infrastructures' currently. At the moment, Spain disposes of one of the most extensive road networks in Europe, with a technological level comparable to the leaders in this subject.

In 2007, Ministry of Public Works executed investments by an approximated value of 13.400 M€, 33% more than the previous year, while in 2008 the amount increased up to 16.925 M€, 18% more than in 2007. It was after 2008 where this tendering of works has been slowed down by economic crisis, as stated in the beginning of the chapter.

Road network in Spain had at the end of 2010 165.802 Km, being 25.733 Km part of the State Road Network and taking 51,3% of total traffic. 71.464 Km are owned by the Autonomous Communities (42,2 % of the traffic), 68.606 Km are owned by Provincial councils (6,5% of the Traffic) and 372.872 Km are owned by City councils (2,52% of the traffic).
From total network, 14.262 Km are highways or dual carriageways, being Spain the country with highest length of this kind of roads, ahead of Germany[26].

The investment effort from Autonomous Communities and Provincial Councils has been very high in the last years as well. Together, this institutions invest in 2007 3.674,90 M€, 0,5% more than in 2006.

- Urban Transport[27]

In Spain, urban transport is subjected under the regulations as a service of general interest. Competences of urban transport belong to local regional or local administrations, under a general framework from the State. The definition of urban transport includes different means of transport such as bus, taxi, metro or tram. Competences of urban transport belong to local (including commonwealths) or regional administrations, which can provide the service through public or private companies.

- Bus

  Usually there are in most of the cities and towns of Spain different lines of buses. In most of the cities there also exist aids or transportation bonds to special groups of people such as students, unemployed, retired… The accessibility varies largely from each city, in the main cities of each Autonomous Community buses and bus stops are adapted to people with reduced mobility.

- Metro

  Only the biggest Spanish cities have this mean of transport: Barcelona, Bilbao, Madrid, Palma, Sevilla and Valencia.

- Tram

  Its lower energy consumption, lower emissions and increased capacity if compared to the bus, as well as the lower financial investment required on the subway, has favored its implantation in large cities.

  In Spain there exists tram service in Barcelona, Valencia, Alicante/Alacant, Murcia, Málaga, Sevilla, Madrid, Vitoria, Bilbao, A Coruña and Soller.

- Taxi

  Taxi is considered as a private mean of transport but having functions of general interest. Thus, taxi professionals have to accomplish regulations referred to tariffs, schedules… established by regional and local administrations. In order to acquire license it's needed an authorization from Government of the Autonomous Community as well as from the Municipality in which the service will be provided.

o Air transport and infrastructure

Provision of services corresponds to private airlines under regulations from the public body Spanish Airports and Public Navigation (Aeropuertos Españoles y Navegación Aérea – AENA), being this body partially privatized on February 2011. It manages air civil navigation and civil airports in Spain, being in charge of the "planning, direction, coordination, operation, preservation and administration of the civil public airports, aerodromes, heliports and all other surfaces suitable for air transport"[28].

According to current legal Framework AENA performs the following functions:

1. Project, execution, direction and control of investments in infrastructures and installations.
2. Planning, management, coordination, exploitation, maintenance and administration of installations and aeronautic telecommunication's networks.
3. Proposal of new aeronautic infrastructures planning, and modifications on airspace structure.
4. Development of services of order and security in the installations managed.

The other two agents involved in air transport in Spain are the State Agency of Air Safety (Agencia Estatal de Seguridad Aérea – AESA), a public body created in 2008 in charge of air safety and with inspection and sanction powers concerning civil aviation. It assumes and exercises the competences of the Ministry of Public Works foreseen in the 21/2003 Law of Air Safety and air transport user protection; and the Directorate General of Civil Aviation, whose competences in air transport involve strategic policies and representation and coordination with other Administrations and the European Union.

The regulation function of civil aviation in Spain competes to the Ministry of Public Works and, more specifically, to the Secretary of State for Transport.

Air transport has been a mean of transport more and more used in Spain in the latest years.

This growing tendency concerning the number of passengers has been produced largely as a result of the creation of the so-called “low cost” companies, trend which achieved its peak in 2007 and 2008, before the outbreak of the economic crisis. Currently, the reports of AENA, public body in charge of the management of the Spanish public airports (48 in total against 6 private), show that despite the fact that the number of passengers increased by 8’1% in the first 6 months of 2011 with respect to 2010 (keep in mind that the first months of 2010 air traffic was affected by volcanic ashes from Iceland), reaching 94,5 million of passengers, figures are still below 2007 and 2008, where 96,5 million and 99,1 million passengers travelled from and to the Spanish airports in the first 6 months of the year[29].

In any case, the upward trend concerning air transport has been reflected differently in each of the Spanish airports. Meanwhile a few airports located in touristic places as well as in biggest cities concentrate a great part of the traffic, and increase its number of passengers (specially the ones in the Mediterranean), the majority, composed of smaller airports, have seen how its number of passengers has decreased gradually, turning their profits into losses.
In 2010, according to AENA economic results, only 11 of the 48 airports managed achieved benefits. The two biggest airports, Madrid-Barajas and Barcelona-El Prat obtained losses[30,31], although the amortizations of their recent enlargements have something to do with it. Among the great quantity of airports, there are cases where they are built but not operative[32].

The differences concerning passengers’ traffic, as well as the difficulties for most of the airports in order to obtain benefits have highlighted the debate on the excess of this kind of infrastructures and the change of the management model.

- Railway transport and infrastructure

With the entrance in force of the Law of the Railway Sector[33] in 2005, the picture of the railways in Spain changed. Law separated in two different enterprises the State one that was in charge of both infrastructure and services. The agents involved in Spanish railway system are:

Ministry of Public Works: Manager of the administration of the whole railway sector. Its competences are the strategic planning in services and infrastructures, the regulation of railway system, especially concerning safety, interoperability and relations among agents. It also supervises the activities of ADIF and RENFE.

Railway Regulatory Committee (Comité de Regulación Ferroviaria): Regulates the railways sector. It has as aims, among others: guarantee the diversity of supply in the provision of services and the equality among public and private companies in the access to the market, as well as solve the conflicts among the administrator of railway infrastructure and railway companies.

ADIF: The Administrator of Railway Infrastructure (Administrador de Infraestructuras Ferroviarias): Is a state-owned company in charge of the management (operation and maintenance) of almost all Spain's railway infrastructure. Besides, it's responsible for the construction of new railway lines.

RENFE: National Network of Spanish Railways (Red Nacional de los Ferrocarriles Españoles) is an state-owned company which is in charge of passengers and freight transport in competitive regime with other private enterprises.

Private companies: Every enterprise with European license providing freight services has free access to all Spanish network of railways of general interest, previous authorisation from ADIF. Transport of passengers by private companies is prohibited by law, until the liberalization process in the frame of European transport directives takes into force.

Regional public companies: Cataluña, Pais Vasco, Valencia and Baleares manage parts of the railway proximity network in their own regions that have for historical reasons a different gauge to the Spanish standard.

o Maritime transport and infrastructure (ports)

Maritime transport is considered as a service of general interest by the Administration, thus, control of the shipping companies in the subject of safety, prices and routes it's needed in order to guarantee the service. Spain is one of the European countries with highest coastal length. Its geographical position benefits the country as strategic area in international maritime transport and as logistics platform in the south of Europe.

Provision of services of maritime transport is subjected to the signing of a contract of public service obligation. Government is entitled to define the essential routes in order to guarantee basic needs of citizens and to establish minimum requirements for the providers of maritime transport services. This are obligated to communicate to the competent Public Administration the start of the activities in order to apply for an authorisation permit. Besides, periodically the State verifies if these requirements are still fulfilled by the companies. This procedure allows the authorities to control the maritime transport, not only concerning minimum services but also concerning quality and security.

At state level, Ministry of Public Works is responsible for the regulation of the maritime transport through the Directorate General of Merchant Marine. This body is in charge of the general planning, technical and control inspections, licenses and authorisations in order to develop the maritime navigation, guarantee marine safety and fight against pollution in marine environment.

Some of the Autonomous Communities, such as Canary Islands and Balearic (insular Spanish area), have also competences on regulations. This competences have allowed to regulate at the regional level, for instance, with the 12/2007 Law of Maritime Transportation Planning in the Canary Islands.

According to European Directives, transport of passengers is liberalized. Purchase of tickets is done directly with the companies providing the service, although it is usually done through some type of intermediary, as it can be a travel agency.

Spanish public port system is formed by 46 ports of general interest managed by 28 Port Authorities depending on the Ministry of Public Works, which is in charge of the port policy. The activity of State port system contributes up to 20% of the GDP of the transport sector, representing as well 1,1% of total Spanish GDP. At the same time, it generates more than 35.000 direct jobs and around 110.000 indirect jobs[34]. The investments in the latest years, rather than the creation of new ports, has focused on improving transport conditions such as increasing of routes and connections with other means of transport[35].

Source: España, Ministerio de Fomento, http://www.puertos.es/estructura/index.html (El Sistema Portuario Español\ Estructura Sistema Portuario\ Mapa con APs)

Existing studies

- Los transportes, las infraestructuras y los servicios postales. Ministerio de Fomento. 2010
- Asociación Española de la Carretera. "Anuario de la Carretera 2008-2009". 2009
- Confederación Española de Organizaciones Empresariales. "Las infraestructuras: medidas a adoptar". July 2009
- Ministerio de Fomento. "Las carreteras en España". 2009
- Confederación Española de Organizaciones Empresariales. "Memorándum: El sector del transporte en España". July 2009
- Centro de Estudios y Experimentación de Obras Públicas. Germá Bel. "La racionalización de las infraestructuras de transporte en *España*". November 2010
- Confederación Española de Organizaciones Empresariales. "La liberalización del ferrocarril". 2010

Current legislation

- National

  Orden FOM/734/2007, de 20 de marzo, por la que se desarrolla el Reglamento de la Ley de Ordenación de los Transportes Terrestres en materia de autorizaciones de transporte de mercancías por carretera.

  Real Decreto 1225/2006, de 27 de octubre, por el que se modifica el Reglamento de la Ley de Ordenación de los Transportes Terrestres, aprobado por Real Decreto 1211/1990, de 28 de septiembre

- Postal Services

  As their consideration of services of general interest, postal services are right of every citizen, subjected because of that to a special regime by Public Administrations.

  Postal Services include in Spain the collection, admission, classification, transport, distribution and delivery of postal items:

  - Letters and postcards containing communications written in any medium up to two pounds.
  - Postal packages, with or without commercial value, up to 20 pounds.
  - Provision of certification services and declared value, accessories of the post and postcards deliveries…

  Deliveries concerning direct advertising, books, periodicals… are admitted for its delivery within the general regime of universal postal service, if they fulfil the specifications above.

  Current postal services' provision bases on the Law 43/2010, of the Universal Postal Service[36], users' rights and postal market. This law transfers to the internal market the Directive 2008/6/CE, of the European Parliament and the Council, with regard to the development of postal services internal market within the European Union and the improvement of the service's quality[37].

  The Law 43/2010 defines postal services as any kind of services consisting of the collection, admission, classification, transport, distribution and delivery of postal shipping. It also establishes the regulation of postal services by National Authorities:

  - The State Government, by its regulatory power.
  - The governing bodies and managers from the Ministry of Public Works, according to current regulation, by executing the regulations of the Government. Including mainly the Postal Regime General Sub-direction, which has the following competences:
    - The definition of development policies of the universal postal service
    - The elaboration of general provisions concerning postal service.
    - The monitoring and information about European Union policies as well as development cooperation concerning postal service
    - The participation in national and international postal organisations, including those belonging to the National Postal Service Commission.
    - The proposal of fixing the mandatory minimum services in order to guarantee the provision of the universal postal service.
    - The coordination with the National Postal Service Commission and the own Department.
  - The National Commission of Postal Service, by guaranteeing and supervising the postal market, as well as inspecting and sanctioning in relation to the postal market.

    On the other side, there is a Supreme Postal Council, which is the maximum participative body of the Public Administrations, users, postal services providers, representative worker unions and philatelic associations regarding postal issues.

  Nowadays, Postal Services are classified in two categories:

  - Services included within the universal postal services' scope: Refers to the set of quality postal services determined by the Law and its regulations, provided in ordinary and permanent regime in the whole Spanish territory, and at an affordable price for all users. Despite current liberalization policies, services included within the universal postal service, interurban shipping and outgoing cross-border shipping are still entrusted to an operator appointed by the State, which is the Postal and Telegraphs State Company. This State Company has the right to provide these services for a 15 years period starting from January 1st 2011, and it's subjected to the duties of a public service. After this 15 years the State will be able to appoint another/s enterprise/s as provider/s of the service, being the requirement the coverage of the entire Spanish territory.

- Services not included within the universal postal services scope: Meaning that other operators are able to establish as providers of postal services in the Spanish territory if the international agreements confirmed by the State foresee it, accomplishing with Spanish regulations. One of the main services within this category are the urgent national and international shipping for businesses.

Current legislation

- EU
  Directive 2008/6/EC of the European Parliament and of the Council of 20 February 2008 amending Directive 97/67/EC with regard to the full accomplishment of the internal market of Community postal services
- National
  Ley 43/2010, de 30 de diciembre, del servicio postal universal, de los derechos de los usuarios y del mercado postal

- Telecommunications and ICT

Telecommunications and ICT are a set of technologies that enable the acquisition, production, storage, processing, communication, recording and presentation of information in the form of voice, images and data contained in acoustic, optical or electromagnetic signals[38]. They are key for the development of the Information Society, as they boost economic progress and productivity.

In Spain, market is liberalized since 1998, due to the 11/1998 General Law of Telecommunications[39], which adapted the sector to the liberalization process established by the EU. Currently it's in force the 32/2003 General Law of Telecommunications[40].

Thus, in the Law, telecommunications as a whole are considered as "services of general interest" provided in competitive regime. From those, "*are only considered as public service or are subject to public service considerations*" the telecommunication services for national defence and satellite communications, services available to the public and public networks requiring individual license and, in some cases, the ones subjected to general license. The activities subjected to general license have to accomplish determined conditions such as user protection, being due to that qualified as private services of general interest. The establishment and operation of public networks, phone service available for the public, services and networks implying the use of radio-electric public domain and others determined by Government require individual license, and are subjected to public service obligations.

The regulator agent of ICT and Telecommunications' sectors in Spain is the Telecommunications' Market Commission (**Comisión del Mercado de las Telecomunicaciones** – CMT), which adapts regulations to the current European Union Strategy 2010-2015 for the encouragement of the ICT and Information Society Sectors.

Concerning current situation, economic crisis has affected in Spain to the demand of telecommunication services and, especially, to the expenditure on final services. Opposite to this, despite the decrease of prices and incomes since the second trimester of 2007, penetration rate and use of most of the services has kept on increasing; for instance, broadband lines by fixed networks increased by 8'6%, mobile phone by 1% and Pay TV by 7,7%. Greatest growths came from broadband by 3G/UMTS networks, technology which augmented by 71%, reaching 3,3 millions of people in 2010.

Investment registered an increase of 4,6% as well, reaching 4.480 M€; specially concerning the spread of mobile networks as well as fixed networks, where cable operators undertook improvements in order to offer very high speeds to its customers.

At last, regarding to the market share, it kept on splitting among alternative operators in the landline, mobile and broadband sectors, promoting competition.

Per sector, current situation is as follows:

- Telephone Landline

  Fixed telephony it's a mature market in Spain. Penetration rate of fixed line in Spain, despite reaching more than 98% of households nowadays, follows a path of slow decline in recent years in favour of mobile lines. This negative trend in both billing and minutes consumed reflected on the reduction of incomes' amount in 2010 by 9% with respect to 2009[41], decline produced by the decrease of the incomes from enterprises in its major part.

At the same time, last years have characterised by the growth of “direct access” customers, at the sacrifice of those with “indirect access”, being evolution of direct access considered as an indicator of the competence in the market. Direct access refers to the fact that a provider provides the services by its own network; while indirect means that the provider doesn’t have its own network, so it pays its rent to other provider/s in order to provide the service. Migration of clients to direct access made the so-called “portability” (migration from one company to another) reach its maximum number in 2010.

- Telephone Mobile Line

Number of Mobile lines in Spain surpasses the number of inhabitants, reaching 51 million of lines in 2009, 109,3% of the population. The number of lines and traffic increases slowly since the last years, while incomes decrease due to competence (prices). The only business sector that increased incomes (by 31%) was the traffic of data, in special the access to Internet by mobile, showing by the second consecutive year an opposite trend.

- Television

This sector is fully liberalized. In 2010 has occurred the transition from analogical TV to Digital Terrestrial Television, completed officially in March 2010. Currently, audiovisual services’ incomes are decreasing every year. There is an ongoing debate to discuss the future of the State and regional public televisions.

- Internet

In 2010, broadband penetration followed the trend from the last years and increased due particularly to the great growth of mobile broadband, reaching 7’5 broadband access cards per 100 inhabitants[42], the eighth country among EU.

Concerning broadband from fixed lines, Spain grew more than most of the countries, perhaps because the starting point is lower, as the speed and penetration of the lines in the country is lower than in the average of the EU. Main actors of this growth in number of broadband connections were the alternative operators, being more than 80% of the new lines attractions from this operator instead the historic one.

- Infrastructures

Concerning infrastructures, both European Commission and national administrations have made an effort for its development. For example, in Spain during 2011 the competence among fixed and mobile infrastructures has been encouraged in order to make possible the coverage of mobile infrastructures for rural areas and, at the same time, wider capacity for the radio-electric spectrum has been implemented. On the one hand, this has been due to the recent transition to the Digital Terrestrial Television (Televisión Digital Terrestre – TDT) and, on the other hand, to the reorganization of parts of the frequency bands previously assigned. European Commission is driving this new spectrum reorganization that will allow major efficiency for this scarce resource.

Existing studies

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- J. Calzada y A. Estruch. Universitat de Barcelona. “Telefonía móvil en España regulación y resultados” March 2011
- Communications Committee. European Commission. Working Document “Broadband access in the EU: situation at 1 July 2010”. November 2010
- Special Eurobarometer 335 European Commission “E-Communications Household Survey Summary November - December 2009”. October 2010
- Information Society Technologies Advisory Group (ISTAG). European Commission. “Orientations for EU ICT R&D & Innovation beyond 2013: 10 key recommendations. Vision and Needs, Impacts and instruments”. July 2011
- Ministerio de Industria, Turismo y Comercio. “Plan Avanza 2. The Information Society in Spain”. 2009
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- Current legislation

- EU
  Directive 2009/136/EC of the European Parliament and of the Council of 25 November 2009 amending Directive 2002/22/EC on universal service and users’ rights relating to electronic communications networks and services, Directive 2002/58/EC concerning the processing of personal data and the protection of privacy in the electronic communications sector and Regulation (EC) No 2006/2004 on cooperation between national authorities responsible for the enforcement of consumer protection laws
  Directive 2009/140/EC of the European Parliament and of the Council of 25 November 2009 amending Directives 2002/21/EC on a common regulatory framework for electronic communications networks and services, 2002/19/EC on access to, and interconnection of, electronic communications networks and associated facilities, and 2002/20/EC on the authorisation of electronic communications networks and services
- National
  Ley 32/2003, de 3 de noviembre, General de Telecomunicaciones

2.2.2. Social services of general interest

In this section the following SGI are described: education, labour market services, business services, public administration and defence, cultural and recreational services, care services (healthcare, child care, and social care), social housing, compulsory social security, veterinary services and funeral services.

- Education

Education in Spain is a constitutional right of citizens, free and compulsory until the age of 16. It is configured in Spanish Constitution as a competence shared among the State, retaining basic legislation and coordination and inspection services, and the Autonomous Communities, which can manage non-university education in all its extension, levels and degrees.

The State owns exclusively the regulatory function concerning homogeneity and equality of education system. It also has competences in order to regulate structure of the different educative levels and the conditions for obtaining, issuing and recognition of academic and professional qualifications. In its most part, these competences regulate only basic elements of the system.

The Autonomous Communities have regulative competences in the development of the State standards and in non-basic aspects of the education system, as well as most of the competences for the executive and administrative management in their own territory. Each Autonomous Community is able to configure its own model of management concerning functions and services assumed.

Local Corporations have the capacity to cooperate with regional and state Administrations in the development of the educational policy. Municipalities cooperate with educative administrations in the creation, construction and maintenance of public schools and in the realization of complementary activities and services. On the other hand, besides public schools, there exist in Spain private schools and private schools with public financing, the so-called “centros concertados” (subsidized centres).

As this division of competences among the different levels makes necessary the coordination among administrations in order to guarantee the effectiveness of the policy, there’s a main body in charge of the coordination: the Educational Sector Conference (Conferencia Sectoral de Educación), formed by the Directors of Education of the Autonomous Communities and the Minister.

The Structure of the Educative System configured by the Law is as follows:

1. Kindergarten: Not compulsory. Comprises from 0 to 6 years.
2. Basic education: Free. Comprises from 6 to 16 years and involves primary (6 academic years) and secondary compulsory (4 academic years) educations.
3. Secondary post-compulsory education: It’s necessary to have the title from previous stage in order to take the courses. Not free. Involves five independent stages: bachelorship (high school) (two academic years), intermediate vocational training, intermediate arts and design and intermediate sport.
4. Higher education: With different access’ criteria depending on the education chosen. Comprises, university education, upper arts and design education, upper vocational training, and upper sports education.
5. Special Regime teachings, involving languages, artistic and sportive

Since 1970, Spain has had three education laws, showing in some cases the lack of agreement among political parties. Since the turn of the millennium, the economic, social and technological developments made necessary the introduction of a new Law of Education, which was enacted in 2006 and it's still in force, the Organic Law of Education (Ley Orgánica de Educación – LOE). The law aims at adjusting legal regulations of non-university education to the reality in Spain (pre-school, primary, secondary compulsory school, vocational training, languages, arts, sports, adult education…) under the principles of quality for every student, equal opportunities and effective transmission of the values favouring freedom, responsibility, tolerance, equality, respect and justice.

University education took in 2007, year when the 4/2007 Organic Law of Universities was enacted, the step to the European Higher Education Area (EHEA), adapting different aspects of university education such as the European Credit Transfer System and the graduate/postgraduate structure.

Spanish ranking in education according to successive reports of international and national organisms such as CES or PISA (being the last report published in 2009[43]), which involve OECD countries, show educational backwardness against other developed countries. According to these reports, Spain stands out in high rates of school failure, early dropout and poor performance of students in basic competences at the end of compulsory education, backwardness that implies more vulnerability for the employment in case of the less educated people and more social costs. Besides, several differences among public and private schools' results are appreciated.

Moreover, economic crisis has led to question many approaches of the current model, especially regarding to funding. Most of the Autonomous Communities have undertaken cuts concerning grants, teachers or aids to private schools, apart from rethinking the enrolment cost of university, one of the cheapest of Europe. Also, public funding of subsidized centres raises controversy in actual context.

Current legislation

- National
  Ley Orgánica 2/2006, de 3 de mayo, de Educación
  Ley Orgánica 4/2007, de 12 de abril, por la que se modifica la Ley Orgánica 6/2001, de 21 de diciembre, de Universidades

- Labour market

In labour market individuals exchange work services. Offer includes the group of workers willing to work and demand includes the group of enterprises/employers who hire workers. Salary is the price for the work done by the worker. Labour market has some particularities differencing it from other kind of markets, as it's related to the freedom of workers and the need to guarantee this fact. Thus, labour market it's regulated by the States through labour laws and collective bargaining agreements. Weight of workers unions remains so important even concerning their real presence, guaranteed by the extension of agreements reached in collective bargaining. Among numerous institutional figures of labour market, most relevant in order to determine its adjustment ability against great macroeconomic disturbances are the unemployment protection systems (including unemployment benefits as well as compensations for terminated contracts), wage determination mechanisms (collective bargaining), active policies (aimed at increasing the employability of the work force) and the intermediation mechanisms of the market, being these the services facilitating the relations among employers and employees.

With regard to labour market regulations, they are exclusive competence of the Spanish State through labour laws and through collective bargaining. The Law of Employment of 2003[44] configured the National Employment System as a territorial network having as a basic central the Public Employment Service (Servicio Público de Empleo Estatal). This Public Service manages unemployment benefits, orders active policies and coordinates the regional network, which provides services of attention and improvements of job conditions for unemployed and employed as well as services for the companies needing workers. Network also has other partner institutions such as local administrations, labour unions, business organizations…

There are two basic mechanisms for ensuring the revenues earned by the workers through their working lives and allow the unemployed to find a new job.
First are the regulations on compensation for termination of contracts, which are covered by the Worker's Statute. There are two procedures for termination: objective and disciplinary causes. In both cases if the dismissal is appealed to the courts may be declared admissible, inadmissible (resulting on an indemnification or readmission of the worker) or null (the company will have to readmit the worker).
The second are the unemployment benefits, managed by the public sector and financed by contributions from entrepreneurs and workers. Benefits are defined by two parameters: their maximum duration and the percentage of the worker's salary that they represent. System is flexible as there are minimum and maximum thresholds and determined collectives have other benefits.

In a general overview, Spanish workers are among the OECD workers with more unemployment benefits[45]. However, these numbers have to be refined due to the fact that workers with temporary contracts go more often to unemployment than workers with permanent contracts, thus they accumulate less benefits. In fact, taking only into account temporary workers, their benefits are below the average of the OECD.

Concerning Spanish situation, economic crisis has manifested in its most extreme form in unemployment. Concretely, unemployment rate reaches 24,44% (from less than 8% in 2007) and 5,6 million unemployed during the first trimester of 2012, being one of the highest in the developed countries. The number of people receiving unemployment benefits has increased up to 3,2 million in 2010, and youth unemployment reaches more than 40%. Also, the unemployment costs for the State and Administrations have grown since 1,4% of the GDP in 2007 to 3,2% in 2009. Contributions to unemployment ceased to be enough to finance this expenditure in 2008, and currently taxes have to provide the rest. The main factors for this scenario have been the construction's slowdown and the great weight of temporary contracts in economy. In previous years, construction generated more than 10% of GDP, being a labour-intensive sector and employing in general less-trained labour force, which in case of dismissal has less chances of re-insertion in the labour market.

Spanish labour market combines high protection for permanent workers against low costs of termination of contract for temporary workers. This excessive segmentation has provoked unequal distribution of the flexibility of the labour market, bringing negative consequences such as its rigidity, and its lack of capacity for the absorption of the economic adjustments. In 2009 Spain had the second highest rate of temporality with 25,4% of the contracts, only after Poland[46]. The labour reform of 2006[47] had as objective the reduction of this rate, despite it has mainly been the economic crisis the factor for its reduction as this kind of contracts encourage unemployment in crisis' periods. The temporality in labour market leads to another problem, the traditional low productivity of Spanish labour. In the 1996-2007, before the economic crisis, Spanish productivity increased, in average, 0,5% per year, in comparison with the 1'3% of the UE15 countries[48].

After two years without an agreement by social agents (employers and unions), in 2010 the Government modified the labour market regulation of 2006 through Decree Law. The Law brought among its novelties the following: compensation of 45 days per year worked for unfair dismissal in determined cases of permanent contract (replacing 33 days), recognition of crisis in enterprises as an objective dismissal cost and the possibility that employers and employees agree on a labour agreement not-linked to the one in force in determined cases, in order to reduce costs and penalty of temporary contracts, aiming at stopping the sequence of temporary contracts for a worker and benefiting the permanent contracts. It was also approved the so-called "german model", consisting of the reduction of working hours per day due to economic causes. Moreover, in July 2012 entered into force a new law to reduce from 60% to 50% of the base salary the subsidies perceived since the seventh month of unemployment, without affecting the subsidy period which remains at 2 years.

Existing studies

- World Bank. "Doing Business 2011. Spain". 2011.
- Á. Estrada, M. Izquierdo y A. Lacuesta. Banco de España. "El funcionamiento del mercado de trabajo y el aumento del paro en España". July 2009
- J. Costain, J.F. Jimeno y C. Thomas. Banco de España. "Fluctuaciones del empleo en un mercado de trabajo con contratación dual". March 2010
- International Monetary Fund. "Perspectivas de la economía mundial". April 2010
- Fundación BBVA. "Fuentes de crecimiento y productivi*dad en España"*. 2010

Current legislation

- National
  Ley 56/2003, de 16 de diciembre, de Empleo
  Real Decreto-Ley 5/2006, de 9 de junio, para la mejora del crecimiento y del empleo
  Real Decreto-ley 10/2010, de 16 de junio, de medidas urgentes para la reforma del mercado de trabajo

- Business and other management consultancy services (incl. monetary intermediation)

  The definition includes the provision of advice, guidance and operational assistance to businesses and the public service on management issues such as corporate strategic and organisational planning, business process reengineering, change management, cost reduction and other financial issues; marketing objectives and policies; human resource policies, practices and planning; compensation and retirement strategies; production scheduling, control planning, design of accounting methods or procedures, cost accounting programmes, budgetary control procedures, management information etc.

  The services mentioned above are fully liberalized and provided mostly by the private initiative. There is little or none regulation on their activities by the public administration.

  This SGI category also includes the receiving of deposits and/or close substitutes for deposits and extending of credit or lending funds. The granting of credit can take a variety of forms, such as loans, mortgages, credit cards etc. These activities are generally carried out by monetary institutions other than central banks, such as: banks, savings banks, credit unions, postal giro and postal savings bank activities, credit granting for house purchase by specialised deposit-taking institutions and money order activities.

  These financial activities are liberalized yet heavily regulated in Spain and, as a consequence of the deep financial crisis in the country, the current trend is to increase the level of regulation and improve the competitive position of banks.

- Public administration and defence; compulsory social security

  Since the introduction of democracy 30 years ago, there has been a severe decentralization process, with many competences transferred to the regional and local authorities. In the following chart, the different services are classified according to their competence level. One of the main issues in the current political agenda is the reduction of competence overlapping, a phenomena that can be seen in the chart.

Service	National	Regional	Local
Management of financial matters	Yes (National and regional)	Yes (Regional and local)	Yes
Budget control and management of public funds and public debt	Yes (National and regional)	Yes (Regional and local)	Yes
Management of research and development policies and corresponding funds	Yes	Yes	No
Management of statistical services and social and economic planning	Yes	Yes	Yes (depending on size)
Regulation of health, education and cultural activities and other social services	Yes	Yes (cultural and social services)	Yes (social services)
Regulation of economic sectors and provision of subsidies	Yes	Yes	No
Tax collection	Yes	Yes (only Navarre and Basque country except Excise Tax and the Value Added Tax)	Yes (housing, vehicles, building permits, economic activities)
Foreign affairs	Yes	No (some Autonomous Regions have their own commercial and political offices in foreign countries)	No
Homeland security	Yes	Yes (some Autonomous Regions have their own police)	Yes (local police)
Justice	Yes (constitutional tribunal, supreme court)	Yes	No
Civil defence and fire extinguishing	Yes (resources offered to regional authorities for a specific emergency)	Yes	Yes (local volunteers)
Management of compulsory social security	Yes	No	No

- Cultural and recreational services

There is no specific definition of culture in the Spanish legal body. From a technical point of view, the European Framework is used and the following services related to culture are considered: libraries, archives, historical and cultural heritage, books, periodicals, plastic arts, scenic arts, musical and audiovisual arts.

Competences in cultural and recreational matters are fragmented between different administrative levels (national, regional and local) and the private initiative.

- The **State** is responsible of cultural and historical heritage protection to avoid unauthorized export and plundering; legislation over intellectual and industrial property, freedom of speech, creation, communications, mass media; as well as it manages emblematic museums, archives and libraries. At this point, it is worth to mention that Spain is the second largest country in the world after Italy by number of UNESCO World Heritage Sites.
- The **Autonomous Communities** (regions) are competent to develop legislation and manage services such as traditional craftwork, museums, libraries, archives and scenic arts. Regions with their own language and culture (Navarre, Basque Country, Galice, Valencia and Catalonia) have developed more ambitious cultural policies.
- At the **local** level, municipalities are competent to manage heritage, cultural and recreational activities and infrastructure. Moreover, municipalities with more than 5.000 inhabitants must offer public library services. In practical terms, local entities in Spain expend the majority of the culture budget to develop most of the cultural and recreational activities and infrastructures, due to their proximity to citizens and the political gains of those activities. The small size of the majority of the municipalities in the country makes that most of their budget is used to build and manage libraries and to organize local festivities.
- Concerning **cultural industries**, there is a trend to:
  - liberalization
  - increasing the role of private initiative in cultural matters
  - integration of audiovisual sectors
- With regard to **recreational services**, there is a highly developed industry focused towards internal consumers and tourism, one of the major industries in the country. There is a wide offer of sport activities, festivities and celebrations organized by the public as well as the private initiative, mostly at the local level.

Existing studies

- Real Instituto Elcano de Estudios Internacionales y Estratégicos "LA POLÍTICA CULTURAL EN ESPAÑA". Abril 2004

Current legislation

- National

  Ley 1/2002 del Derecho de Asociación
  Ley 49/2002 del Mecenazgo
  Ley 50/2002 de Fundaciones
  Ley 7/1985 Reguladora de las Bases del Régimen Local
  Ley 15/2001 de fomento y promoción de la cinematografía y el sector audiovisual
  Ley 16/1985 del Patrimonio Histórico Español

- Care services

Care services in Spain are defined by the National Health System and the Social Security (guaranteed by Spanish Constitution), with the characteristics of extension to the entire population, appropriate organization to provide high level quality care services and coordination of all public health and employment resources.

The objective of the Social Security is to guarantee specific and individualized social benefits in order to face specific situations that may put the persons (and those who depend on them) in state of necessity. Membership and payment of fees are compulsory since the start of the working activity. Law regulating Social Security is the 1/1994 Royal Decree approving General Law of Social Security[49].

Protective action of Social Security involves:

1. Health Care (primary and hospital care) in cases of maternity, common or professional illness and accidents.
2. Professional recovery in all cases describe above
3. Economic benefits in the following situations: Temporary disability, Maternity, Death and survival, Disability, Retirement, Unemployment.
4. Social services benefits concerning re-education, disabled rehabilitation and elderly assistance.
5. Complementing the previous, benefits of social assistance

Current situation concerning Health Care and Social Care in Spain is complex. Not because of the quality or the lack of services provided, as their universal coverage in Spain is one of the most advanced in the world and one of the best examples of the Welfare State in the country, but because of the fact that the maintenance of the quality of the system is being questioned due to its lack of sustainability according to the actual economic context.

On the one hand, population's ageing brings an increase of the expenditures in pensions, treatments of diseases and technological equipments. On the other hand, saturation of the system, especially referring to primary attention (Spain is the country with more attendances to the doctor per inhabitant and year[50]), is evident, as well as the difficulties of the social security financing model.

The non-permanent legislative Commission of the Social Security aims at, through regular meetings, the discussion of system's development. The last report of the Commission, presented in January 2011, has been the "Report of evaluation and reform of the Toledo Agreement[51]", which, through the analysis of demographic and economic current trends and perspectives, questioned the sustainability of the system, recommending, among others, the "prolongation of working life" and the "extension of the calculation period for the pensions", highly controversial recommendations for Spanish society. "Toledo Agreement" it's referred to a document which analysed *"the structural problems of the social security system and the main reforms to be undertaken".* After months of debate, these recommendations have been included in the 27/2011 Law[52], about update, adaptation and modernization of the Social Security system. This Law has been the final result of the social debate concerning its sustainability, implying, among others, the delay of the retirement age from 65 to 67 years and the extension of the calculation period for the pensions from 15 to 25 years. After the reform, the OECD has published a "country note" entitled "Pensions at a Glance 2011"[53], in which the improvements that the reform could bring to Spain have been analyzed.

In a more detailed analysis, public debate is focused on the following aspects of incomes and expenditures:

Incomes

In Spain, the Autonomous Communities, as they have the competence of Health Care, manage their own budget, financing it with taxations from a common fund that the State provides for basic services (education, health care, dependence…). Each of them allocates the percentage that considers appropriate, being able to finance it with other regional taxations as well. This is one of the main focuses of the critics as there isn't any budget line exclusively for Health Care. Other of the main debates concerning the incomes of Health Care in Spain refers to the increase of taxes. Despite economic stagnation could advice against this practice, the increase of taxes has been practiced and some sectors of society have positioned in favour of taxes such as the health copayment, considering them necessary in order to balance Health Care budget in the medium/long term.

While in some of the EU countries it's already in force through different models (Sweden, Norway, Portugal…), currently in Spain the decision is not to implement it. There are still a lot of reasonable opinions for or against health copayment, ranging from the increase of the incomes, the deterrent of the high rate of use of the system and the "inhibition of moral hazard" ("I care less as I'm insured") to the risk of exclusion of people without resources or its low tax collection capacity.

Expenditures

Currently another debate is opened concerning the reforms to be undertaken or the convenience (or not) of cutting social benefits in order to balance the system. Except in some cases, there's agreement to keep the services, leaving its cut as the last solution. Less consensus has the idea of introducing new benefits already approved, being object of debate, for instance, the benefits from the dependency Law.

One of the biggest items of expenditure is pharmaceutical expenditure, representing almost 1/3 of health budget. Pharmaceutical expenditure has been increasing since the last years; in 2009, the average of the 17 Autonomous Communities was almost 5% superior to 2008, while the rate of use of generics wasn't reaching 15% of total in any of them and only in five this percentage was above 10%[54].

This has been subject of concern to the Government, which since 2010 has implemented measures in order to stop the increasing of this budget expenditure.
First measures arrived in 2010, with the 4/2010 Royal Decree of Rationalization of the pharmaceutical expenditure by the National Health System[55], which imposed a 25% drop in the price of "unbranded" medicines, generating great controversy as they represent, by average, less than 9% of the total expenditure[56].
And later, the recent 9/2011 Royal Decree of measures for the improvement of the quality and cohesion of the National Health System, the contribution to fiscal consolidation and the rise of the maximum State guarantees' amount for 2011[57]. Law entering into force last August 19 which has among its main measures the involvement of health professionals in the control of the expenditure:

- Doctors will have to prescript the active ingredient of the medicaments, while pharmacists will have to dispense the cheapest medicine. Measure which was already in force in some Autonomous Communities.
- Pharmacists will have to facilitate custom dosing systems to patients, being able to give medicines by units.
- Inclusion criteria of new medicaments financed by National Health System are modified, giving more weight to terms of rate efficiency-cost.

With the objective to reduce annual expense by 6.000 million €, two additional measures were adopted in 2012. Firstly, medicine copayment was introduced and active population will pay between 40% and 60% of medicines depending on incomes whereas pensioners will pay 10% with a maximum among 8€ and 18€ depending on incomes. There is an additional copayment of 1€ per recipe in case of Cataluña. Secondly, it entered into force the exclusion of financing for 426 medicines according to the Law 29/2006[58], by criteria such as minor illness, low price or same active component as other medicines not included in the public financing.

In the following paragraphs care services are described in detail.

- Health care

  In Spain, since 1986 the organism regulating public health (including primary, hospital and mental care and excluding dental care) is the National Health System, established by the "General Health Law[59]" on that date. This law, one of the two national laws regulating Health Care in Spain at the present, was born under the Spanish Constitution of 1978 and implied the transferences of the health services to the Autonomous Communities under the coordination of the State. The process of creation of Health Services in each Autonomous Community was made gradually, ending in 2003. Also Local Administrations have competences in health care, as they have responsibilities in atmospheric pollution, water supply…

  The second law regulating Health Care is the Law of Cohesion and Quality of the National Health System, born in 2003 after the decentralisation process. The law establishes coordination and cooperation actions among Health Public Administrations to ensure citizenship health protection, as well as guarantee equity, quality and social participation in the National Health System, by establishing basic and common procedures of acting. These procedures concern collaboration under the following fields: Health System performance, pharmacy, health professionals, research, health information system and quality of the health system. In order to ensure compliance with these procedures, the law delegates in specialized entities, open to the participation of the Autonomous Communities, such as the Agency of Evaluation of Technologies (*Agencia de Evaluación de Tecnologías*, Spanish Agency of Medicines and Medical Products (*Agencia Española de Medicamentos y Productos Sanitarios*), the Human Resources Committee (*Comisión de Recursos Humanos*), the Committee to Assess Health Research (*Comisión Asesora de Investigación en Salud*), the Carlos III Institute of Health (*Instituto de Salud Carlos III*), the Institute of Health Information (*Instituto de Información Sanitaria*), the Quality Agency of the National Health System (*Agencia de Calidad del Sistema Nacional de Salud*) and the Observatory of the National Health System (*Observatorio del Sistema Nacional de Salud*).

  The basic organs of cohesion are the Ministry of Health, Social Affairs and Equality and, more specifically, the Interterritorial Council of the Spanish National Health Service (*Consejo Interterritorial del Servicio Nacional de Salud de España*), which has great flexibility in decision making, as well as mechanisms to build consensus and to bring together the parties taking such decisions.

  In general, services offered by Spanish Health Care are very well considered due to their quality and universal coverage, despite its decentralization has brought great disparities referring to services and provisions that each Autonomous Community provides. According to the report "Health care services in Autonomous Communities"[60] ("Los Servicios Sanitarios de las CCAA), made in 2011 by the "Federation of Associations for the Defense of Public Health", nonprofit association encompassing different health professionals, there are many differences among regions, for example concerning health expenditure per capita, ranging from 1563,68€ in Basque Country (1623,08€ the previous year) to 1003,32€ in Balearic region (1066,37€ the previous year), or concerning human resources in primary health care per 1000 inhabitants, with differences varying from 2,31 in Castile and Leon against 1,38 in Balearic region. On the other hand, the so-called Health Barometer[61], annual survey to more than 7.800 individuals and national coverage conducted by the Ministry of Health, Social Policy and Equality in collaboration with the Sociologic Research Centre (Centro de Investigaciones Sociológicas – CIS), entity depending on the Ministry of Presidency, showed in 2010 results that more than 7 out of 10 citizens considered health care system performance is good, although some changes are needed. Per capita, Spanish assistance is cheaper than the average of EU countries, being 1.816€.

- Child Care

Child care comprises kindergarten services and maternity/paternity leaves. In Spain, the management of kindergarten services is transferred to the Autonomous Communities and the city councils (which, at the same time, can involve private institutions for its provision), thus they are the ones establishing the requirements for the schools teaching the first voluntary educational cycle (from 0 to 3 years), ranging differently in each Autonomous Community. Notwithstanding, a research from the consumer organization OCU in 2010 analysing offer and demand of public nurseries concluded that public childcare provision in Spain is very low, having many families the only option to pay private ones (more expensive) or even not applying for any nursery[62].

Other measures concerning child care aim at parents. Spain provides paid maternity leave of 16 weeks, 6 are exclusive of the mother and the ten left have to be taken by one of the parents.

- Social Care

Social care in Spain comprises the following services: foster care/adoption, disabled people care, nursing home/older people, young offender institutions, home-violence victims' care, refugee/immigrants care, homeless care, and housing subsidies for minorities and population at risk of exclusion. As a remark, mental health services are highly related to social services and therefore a comprehensive approach is followed in these cases. It is worth to mention as well that there is an ongoing debate about the legalization of the euthanasia (end of life services), but it seems that a final decision on this matter is still to be made.

Social care in the country is a regional competence and is mostly funded and provided by local authorities, with a huge disparity of services provided depending on the municipality and region. Nursing homes, residences for older people and other services for elderly such as remote assistance are deregulated, and to a high extent provided by regional authorities, with few examples of private companies in the business. In many cases these services are financed by the end users of these services (by mean of their pensions) or their families.

In 2006 it was approved a national Dependency Law, aimed at providing a legal framework and funding to provide care services for disabled people of all ages, including those services provided by family. This Law has been unsuccessful due to organizational issues and mostly the lack of funding.

Existing studies

- Sociedad Española de Médicos de Atención Primaria: "Análisis sobre la situación de los médicos de familia". 2010
- Fundación de Estudios de Economía Aplicada, McKinsey&Company: "Impulsar un cambio posible en el sistema sanitario". 2010
- Ministerio de Sanidad, Política Social e Igualdad. "Barómetro Sanitario". 2010

Current legislation

- National

  Ley 14/1986, de 25 de abril, General de Sanidad

  Ley 27/2011, de 1 de agosto, sobre actualización, adecuación y modernización del sistema de Seguridad Social

  Real Decreto-ley 9/2011, de 19 de agosto, de medidas para la mejora de la calidad y cohesión del sistema nacional de salud, de contribución a la consolidación fiscal, y de elevación del importe máximo de los avales del Estado para 2011

  Real Decreto-ley 4/2010, de 26 de marzo, de racionalización del gasto farmacéutico con cargo al Sistema Nacional de Salud

  Ley 39/2006 de Promoción de la Autonomía Personal y Atención a las Personas en situación de dependencia

- Social housing

  Social Housing in Spain aims at favouring determined collectives (people having access for the first time to a dwelling, people under 35 years or over 65, victims of terrorism or gender violence, persons with disability…) in order to acquire in property or rented regime decent and appropriate house at affordable prices.

  The law regulating social housing in Spain is, since 1978, the 31/1978 Royal Decree about subsidized housing. Complementing to this Law, there have been different housing plans, being developed currently the State Plan of Housing and Rehabilitation 2009-2012, which aims at:

  - Guaranteeing the freedom of choice of the access' model to housing
  - Making the effort of families to access housing not exceed one third of their incomes
  - Facilitating the obtaining of social housing by both new promotions or rehabilitation
  - Making for rented housing at least 40% of the actions related social housing
  - Establishing conditions guaranteeing the access to housing by all citizens in equal conditions

  Autonomous Communities have also competences in social housing; thus, there are different housing plans in the regions and there is not any unified regime for the whole Spain. Autonomous Communities' planning has increased in the last years, complementing State regulations and, in the end, driving to a situation in which State regulations have become minimum frameworks.

  The two main legal forms in which social housing is divided in Spain are Subsidized Housing (Vivienda de Protección Oficial - VPO) and Controlled-Price Housing (Vivienda de Precio Tasado - VPT). Their type, dimensions and prices are regulated by the government, establishing conditions for eligibility for certain benefits, both economic and tax by the purchaser, who in turn must meet certain conditions set regarding the ownership of these homes income or family income, etc. They must also be used for habitual and permanent residence, and have a maximum area. The promotion can be public (by the Administration), private, of general regime and of special regime. They have determined maximum retail prices and there are also certain limitations related to its sale, they can be sold before its liberalization if the Administration has been informed as it can exercise its right of purchase. The price, until housing loses the qualification of subsidized housing, it's also set by the Administration. There is absolute freedom of price when it leaves its protected status and becomes free[63].

  With regard to their characteristics, differences among subsidized and controlled-price housing are:

  - Subsidized Housing (Vivienda de Protección Oficial - VPO): It has both technical and administrative regulations. Not only its price is regulated by the Administrations (that can set different prices depending on certain circumstances such as the location) but it's also obliged to comply with construction standards and quality. Within subsidized housing there's need to differentiate between public and private promotion. This figure was established in the 60's. Within VPO there's need to differentiate between public and private promotion, in private promotion are the own construction enterprises the ones deciding to accomplish VPO's regulations in order to take advantage of their benefits.
  - Controlled-Price Housing (Vivienda de Precio Tasado - VPT): This figure is more recent, coming from the 90's. Consist of free housing that is adjusted to a

maximum price (established by Public Administration) in order to benefit from certain aids.

In any case, there are other specific figures depending on the specific Housing Plan applied in each Autonomous Community.

The huge development and construction of private housing in Spain and the lack of policies' for social housing have made the investment in this subject one of the lowest of the European Union. Nevertheless, nowadays the decrease of Spanish economic activity has provoked an increase of the demand for both bought and rented social houses. Rental housing, contrary to the traditional pattern of purchase of Spanish society, has had great growth due to current rent promotion policies of the Spanish Government. Public housing policies are now the solution for many people, especially young, whose suffer from the difficulties of access to the housing market due to their economic insolvency as most of them are unemployed, besides the end of banking flexibility of mortgage conditions.

In 2009 entered into force the current State Plan of Housing and Rehabilitation, which introduced, altogether with the Plans from Autonomous Communities, grants and subsidies for the purchase and, particularly, the rent and housing rehabilitation, besides aids to mortgage payments and, more recently, VAT reduction in housing purchase from 8 to 4%.

Meanwhile, the construction of social housing dwellings as a measure for the reduction of housing prices could be unadvised as they could increase the huge private stock. However, they are advisable as an instrument of affordable housing for people suffering from vulnerabilities such as exclusion, abuse, terrorism… Social services provide, in each Autonomous Community, different measures in order to benefit this people, such as the provision of host dwellings and priorities over other people in the purchase of social housing.

Existing studies

- Federación Española de Municipios y Provincias: "Demanda de Vivienda social en España y Suelo disponible para la promoción de nuevas viviendas sociales". September 2008
- Banco de España: "Indicadores del Mercado de la Vivienda". August 2011
- Miguel Ángel Cancedo, Departamento de Vivienda y Asuntos Sociales del Gobierno Vasco: "Políticas públicas de Vivienda". May 2008

Current legislation

- National
  Real Decreto-Ley 31/1978, de 31 de octubre, sobre política de viviendas de protección oficial
  Real Decreto 2066/2008, de 12 de diciembre, por el que se regula el Plan Estatal de Vivienda y Rehabilitación 2009-2012
- Regional
  Ley Foral 10/2010 de 10 de mayo, del Derecho a la Vivienda en Navarra
  Decreto Foral 4/2006, de 9 de enero, por el que se regulan las actuaciones protegibles en materia de vivienda y el fomento de la edificación residencial

- Funeral and related services

Funeral services include all the activities that are made since the death of a person takes place until the moment of its burial or incineration. It is highly regulated by national, regional and local laws. As municipalities with population over 10.000 inhabitants must provide this service by public or private means, it is a very fragmented sector, controlled by local monopolies (49% of municipalities have less than 2 operators per 100.000 inhabitants). About cemeteries ownership, there are approximately 17.500 cemeteries in the country, half of them owned by the Catholic Church. Nowadays, demand of cremation services is increasing, with a share of 32% over total deceases.

Existing studies

- Ministerio de Sanidad y Política Social: "Estudio sobre los servicios funerarios en España". Junio 2010
- Banco de España: "Indicadores del Mercado de la Vivienda". August 2011
- Miguel Ángel Cancedo, Departamento de Vivienda y Asuntos Sociales del Gobierno Vasco: "Políticas públicas de Vivienda". May 2008

Current legislation

- National
  Ley 7/1985 reguladora de las Bases de Régimen Local
  Ley 24/2005 de reformas para el impulso de la productividad
  Ley 17/2009 sobre el libre acceso a las actividades de servicios y su ejercicio

- Veterinary services

Veterinarian services are highly regulated by national as well as regional legislation. Provision of service is developed by 8.212 private firms while law enforcement is carried out by specialized public workers. Veterinarians in practice must be members of the Veterinarian Professional Body.
Spain was the third country in the EU market and the seventh worldwide by sales of veterinarian products in 2007.

Current legislation

- National
  Ley 8/2003 de sanidad animal
- Regional
  Decreto Foral 269/1996, por el que se regulan los medicamentos veterinarios y piensos medicamentosos en la Comunidad Foral de Navarra
  Ley Foral 11/2000 de Sanidad Animal

2.3. Analysis of the national context

The current economic and financial crises have had the following main consequences:

- The burst of the housing bubble, one of the pillars of economic growth until 2008
- The increasing (but still within reasonable levels if compared to other EU countries) debt of public administrations, with the lately extremely financing costs of the State in the International Markets
- The extremely high private (households and businesses) debt
- The weaknesses and lack of confidence in the banking sector
- The reduction of income of the administrations at all levels
- The increasing of the unemployment rate up to 26%, above 50% in case of younger

As a result, benefits from Public Administrations, ranging from municipalities to the State, have had to face or are facing economic cuts in order to search equilibrium among incomes and expenditures. Different reforms and decisions are being implemented by the State and regional governments to achieve this aim:

- Delay of the retirement age from 65 to 67
- Increasing of weekly working hours for public workers (35 to 37,5)
- Modification of the Spanish Constitution to include legal limits according to EU policies for budget deficit and public deficit for all administrations in the country
- Reduction of 30% in the number of town councillors across the country
- Cuts in organization charts (and wages) from Public Enterprises and Administrations (5% in 2011 and an additional 5% in 2012)
- Replacement rate of 10% for vacancies in education, Health care, homeland security, FIRE Fighters, labour inspectors and tax inspectors. No replacement of vacancies for other public workers.
- Reorganization (by merging companies and decreasing labour force), closing and reduction of subsidies for public companies (Public Television, Railway Infrastructures...) Public companies are involved in diverse sectors related to the range of competence of the public administration (television, railway, environment, technology, housing...) and at several administrative levels (national, regional and local). In 2011, there were 2.372 public companies, 626 foundations and 1.055 consortiums. These numbers are rapidly decreasing as several directives are being established in 2012 to reduce costs in the public sector. As an example, the debt of the railway national public companies (RENFE and ADIF) is above 19.000 million €
- Cuts in culture, education (35%) and R&D
- Freezing of pensions
- Stagnation and delay of the execution of public works
- Removal and operational budget reduction of ministries
- Cuts in social assistance (disabled, immigrants...) and moratorium over the Dependency Law
- Financial agreement with the Euro group to deal with the Spanish financial sector reform and to increase supervision by the European Central Bank of this reform
- New regulations in the energy market: removal of subsidies for new renewable energy infrastructures due to their impact in the energy bill of citizens and extension of life of nuclear plants in the country
- Increasing of taxes: VAT (from 16% to 21%), income tax and property tax.
- Decreasing of unemployment subsidies
- Removal of the current tax deduction by home acquisition
- Reduction of subsidies (estimate of 40%) for political parties, unions and employers' organization
- Freezing of the minimum monthly wage (641,4 €)
- Medicine copayment and exclusion of financing for several medicines of low cost or therapeutic impact

On the one hand, these measures are achieving the effective narrowing of Administration's expenses and the increasing of incomes (15.000 million € in early 2011, 9.000 million € in late 2011, 65.000 million € in 2012/2013), although on the contrary, they are leading to a public debate on sustainability and quality of public benefits dealing with a lesser amount of resources.

Moreover, there are a number of ongoing debates about the following issues that could influence the future provision of SGI in the country:

- Clarification and reorganization of the structure of the public administration at national, regional and local levels, defining whose administration level has a competence and therefore the funding to provide for services, in order to avoid duplicity in the provision of these services and thus increasing the efficiency
- Market liberalizations and privatizations of public services
- Public health copayment. According to the research of the Foundation for Applied Economic Studies and the consulting firm McKinsey&Company, Public debt of National Health System could reach 50.000 M€ in 2020[64], being today, according to experts, approximately 12.000 M€. Health Care uses approximately 60.000 M€ per year, representing 6% of the GDP of Spain[65] and 1/3 of the incomes of the State, meanwhile expenditures grow at way higher rates.
- Reform of the education system
- Reform of the pension system to face with the population aging impact in the current system
- Further regulations in the energy market: new taxes to nuclear and hydraulic plants as they get higher prices and are more expensive to the system due to the existing bidding system

3. Regional analysis of SGI

After the description at national level, in this chapter focus will be put into the regional analysis of SGI, explaining differences in comparison to the national level, providing indicators and maps, and deepening the study of several selected services to ease comparison with other regional case studies. To provide interesting information on the challenges in the case study regions and to allow recognising potential and constraints of territorial development in the context of services of general interest within Europe, a qualitative approach made of a survey and several interviews has been carried out as well. The survey provides a picture of the effective state of the art with focus on three aspects of SGI in the region: Accessibility and Presence, State of development and Quality. The survey is complemented by in-depth interviews with key stakeholders including public administrators, academics, as well as representatives of companies providing services. The interviews provide a proper contextual background for the region and help to qualitatively situate the statistical information gathered in the survey. As a result, in the following pages valuable insights on the development of SGI in the region are provided.

3.1. Economic SGI

Provision of **water** and **waste and sewage** is done primarily through commonwealths of municipalities, under the supervision of the regional Administration. Concerning waste, currently all commonwealths of Navarre (with the exception of the biggest, the Commonwealth of the Pamplona Area) are grouped in the Waste Consortium of Navarre (Consorcio de Residuos de Navarra). The aim of the consortium is to take organic waste treatment in accordance with European directives.

Economic SGI such as gas, electricity and telecommunications/ICT are liberalized and provided by the private sector, following the rules provided by legislation at (mostly) national and regional levels. The Government of Navarre, through the General Directorate of Local Administration, is in charge of the approval of investments and improvements of the different municipal infrastructures and services regarding to gas, water, waste and sewage, electricity… The provision of these infrastructures has as its principal framework the Plan of Local Infrastructures.

Concerning the organization of **gas** and **electricity** provision, services are organized in the same way than at country level, as Navarre doesn't have specific competences in these subjects. The following indicators provide a clear picture on the regional energy sector:

- Number of electricity providers (production and distribution) registered in Navarre (other providers registered outside Navarre are not included)[66]: 284 companies
- Primary energy production by fuel[67]

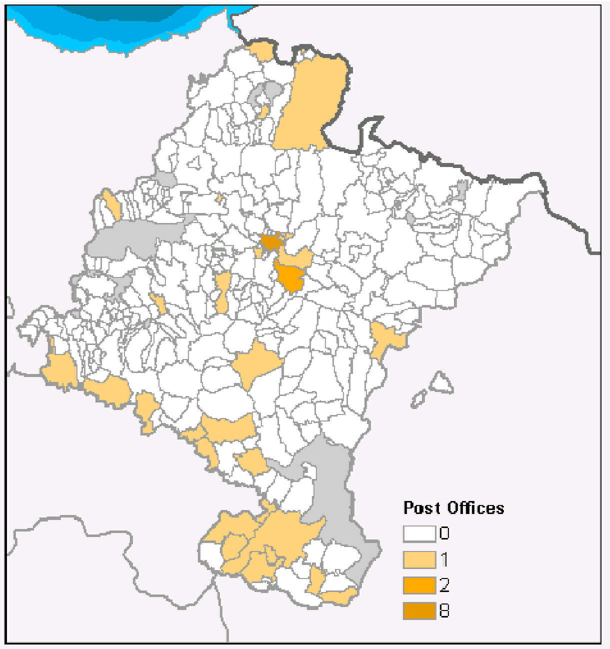
	tep		tep per 100.000 inhabitants	
	produced in Navarre	total consumption	produced in Navarre	total consumption
Carbon		97.402		0,153
Petroleum		943.820		1,482
Natural gas		1.147.666		1,802
Electricity	293.663	294.127	0,461	0,462
Biomass	71.855	135.794	0,113	0,213
Biogas	2.995	2.955	0,005	0,005
Biodiesel	1.543	29.102	0,002	0,046
Bioethanol		5.504		0,009
Solar thermal	2.425	2.425	0,004	0,004

Geothermic	683	683	0,001	0,001

- Percentage of renewable energy of primary energy production[68]: 100% from renewable resources which makes up for 14,03% of total primary energy consumed
- Number of providers (production and distribution) of gaseous fuels registered in Navarre (other providers registered outside Navarre are not included)[69]: 2 companies
- Electricity, gas, steam and air conditioning supply (production, transport and distribution) - number of companies and number of persons employed and registered in Navarre (other providers registered outside Navarre are not included)[70]: 48 companies and 882 employees

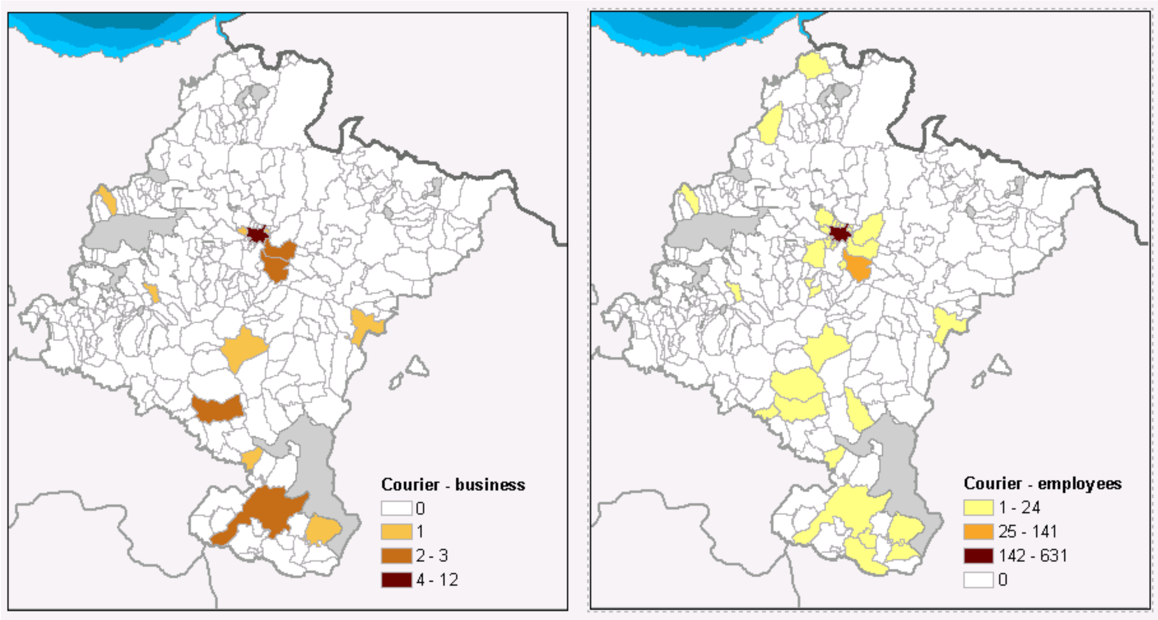
Postal services are organized in the same way than at country level, as Navarre doesn't have specific competences in this subject. As seen in the indicators below, the mountainous areas at the northeast have no post offices. The capital city, Pamplona, has 8 post offices to give service to its population of above 200.000 inhabitants. With regard to couriers, there are 30 companies registered in Navarre that employed 880 workers in 2008.

- Number of postal service facilities under universal obligation 2012[71]



Source: Territorial Observatory of Navarre, own elaboration

- Postal and courier activities - companies and number of persons employed and registered in Navarre 2010 (other providers registered outside Navarre are not included, exclusion includes postal activities under universal service obligation as they are managed at national level)[72]



Source: Territorial Observatory of Navarre, own elaboration

In the following section a detailed description of the other economic SGI in Navarre is shown.

3.1.1. Detailed Analysis of selected economic SGI in the region

3.1.1.1. Sewage systems & sewage treatment facilities

Sewage treatment in Navarre is managed by NILSA, a public company owned by the Government of Navarre. After a high investment program, Navarre has fulfilled the objectives of the European Directive 91/271 on Sewage. That means, 100% of settlements above 2,000 inhabitants and 82% of total population are connected to sewage treatment systems. Villages disconnected to a sewage treatment system have alternate systems in place such as distributors or septic tanks. In any case, there are plans to connect 100% of settlements above 250 inhabitants to sewage treatment systems, which will require a costly investment due to the disperse settlement structure. In the following chart the numbers on facilities and connected population per treatment type are presented:

Treatment type	Sewer facilities	Connected population
Secondary	69	491,481
Tertiary	17	22,963

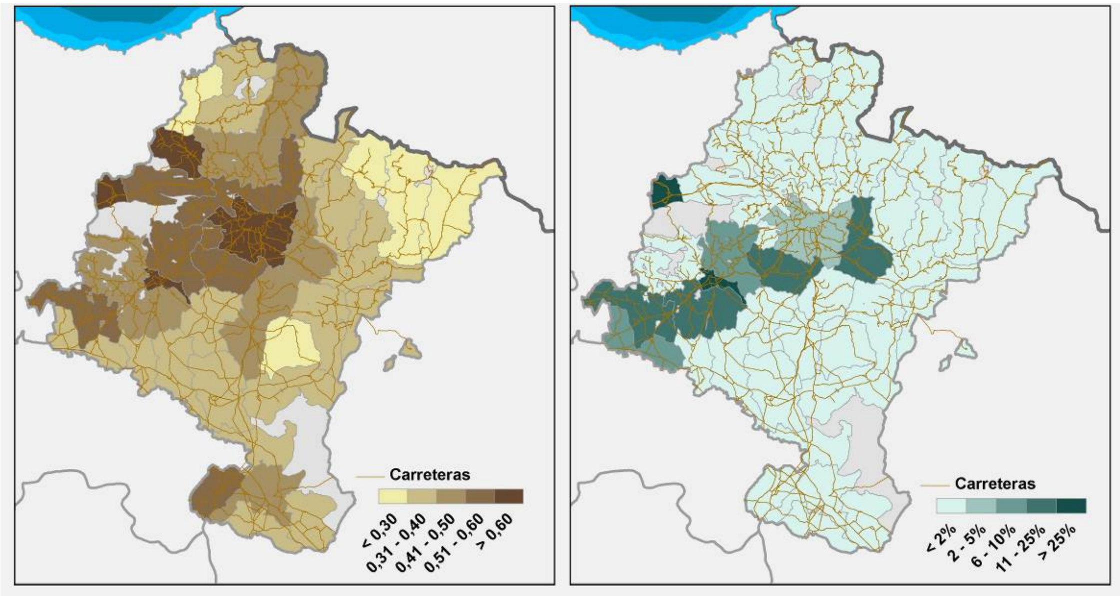
Maintenance as well as investments in both the sewage treatment system and the sewage facilities are financed by a “Sewage Tax” paid by all citizens and enterprises.

Use	Tax (€/m3)
Domestic	0.52
Non domestic (industrial…)	0.65
Direct spills to natural streams	0.08

3.1.1.2. Transport (including urban and suburban)

In the subject of transport services, in Navarre is the General Directorate of Transports the body in charge of the planning, coordination, management and monitoring of **transport** with regard to public and private service of passengers and freight transport, apart from **sea transport** as Navarre has no coastal areas.

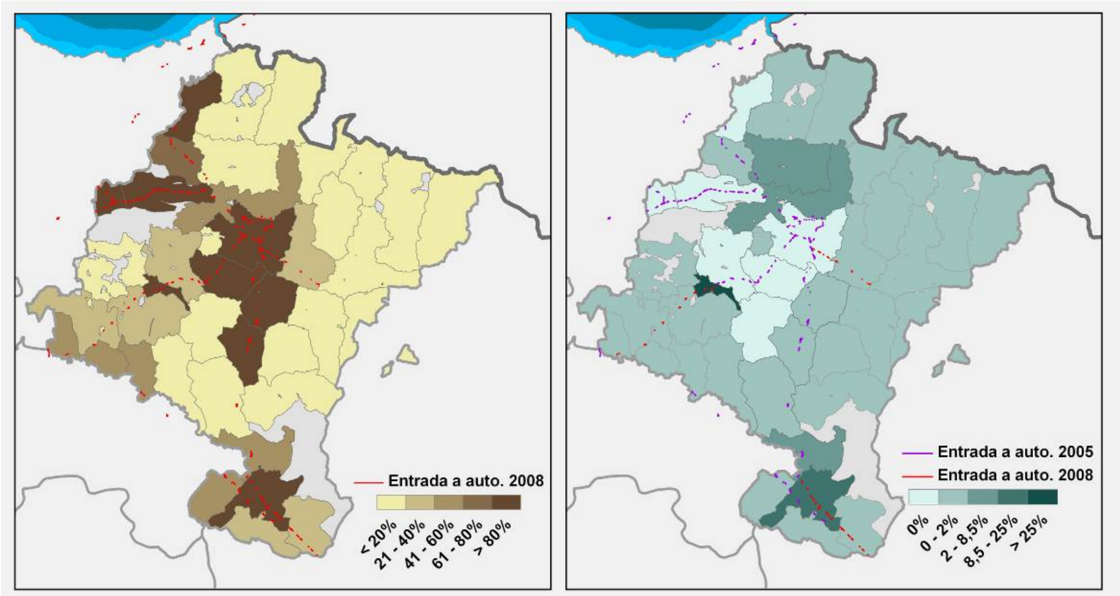
With regard to **road transport**, in 2009 Navarre had 426,962 vehicles and over 3,900 km of roads, more than 300 Km pertaining to the category of motorways and dual carriageways, 258 km to the general interest network, 1.034 km to the regional interest network and 2,251 Km to local or district interest. The next map presents the ratio of road length per area (m/m^2) in 2008 and the trend between 2000 and 2008.



Source: Territorial Observatory of Navarre,
http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 184

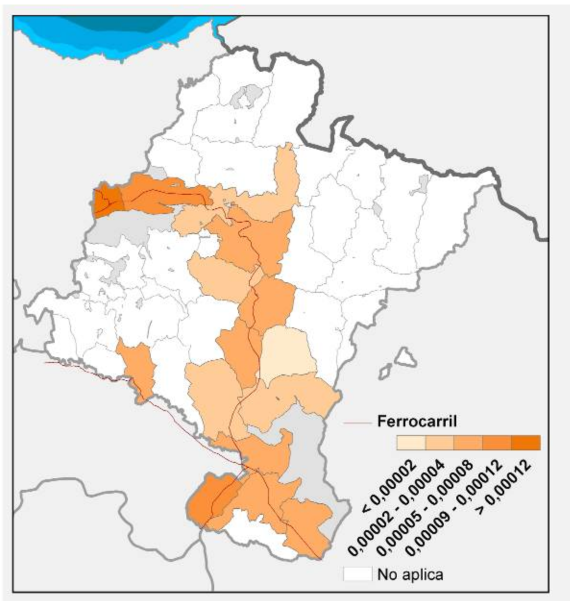
Pamplona serves as the core of the radial structure that composes the road network and the public transportation services (railway and bus), having as its aim to give service to the main settlements. This radial structure goes from the capital in the direction of neighbouring autonomous communities and France, having links with San Sebastian-France, Vitoria-Bilbao and Zaragoza-Barcelona, which involve motorways and dual carriageways; and with Estella-Logroño and Irún-France, more recently improved. Another expressway from Pamplona to Jaca/Huesca has already been started and another high-capacity route for the Pamplona-Tudela-Medinaceli-Madrid axis is currently being built. Navarre's road network infrastructure is managed by Road Master Plans, currently covering the 2009 to 2016 period.

About **entry points to highway** it can be seen in the following map that more than 80% of the population of the central, southern and western areas of Navarre have access to a highway in less than 5 minutes. The northern and eastern areas had almost no access to highways in 2008, yet as in 2012 the situation has improved due to the construction of the Pamplona-Jaca highway. The next map shows the percentage of population living within 5 minutes, by car, from the entrance of a highway or a dual-carriageway in 2008 and the 2005-2008 evolution.



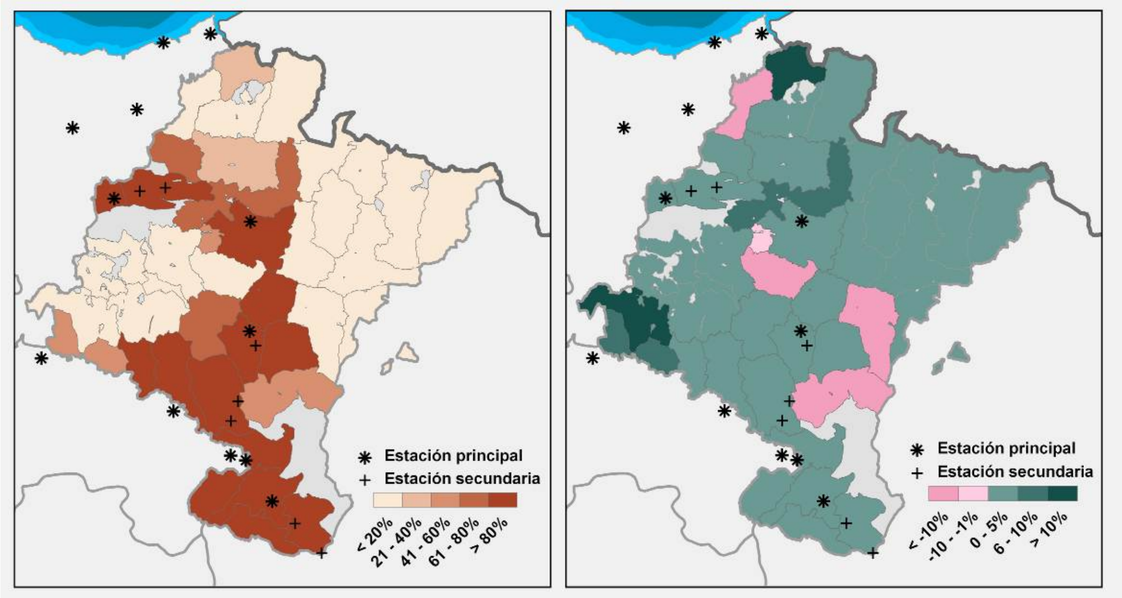
Source: Territorial Observatory of Navarre, http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 188

Railway infrastructure presents a radial network, with direct trains daily to Barcelona, Burgos, Gijón, Hendaya, Irún, León, Lleida, Madrid, Oviedo, Palencia, San Sebastián, Tarragona, Vitoria y Zaragoza, and connections several days a week to La Coruña, Lugo, Orense y Vigo. The number of passengers using train for travelling is higher than the passengers using plane. Currently there are 223 kilometres of Iberian wide railway tracks in service for both passengers and freight transport (171 km single track and 52 km double track) and 20 railway stations, among them 5 principal and 5 secondary. Besides, in 2011 it has started the construction of the first phase of the High Capacity Train that uses international railway wide and connects Navarre to Madrid and France through Irun, financed by both Navarre and Spanish Governments and EU. The following map shows the ratio length of railway lines per area (m/m2) in 2008.



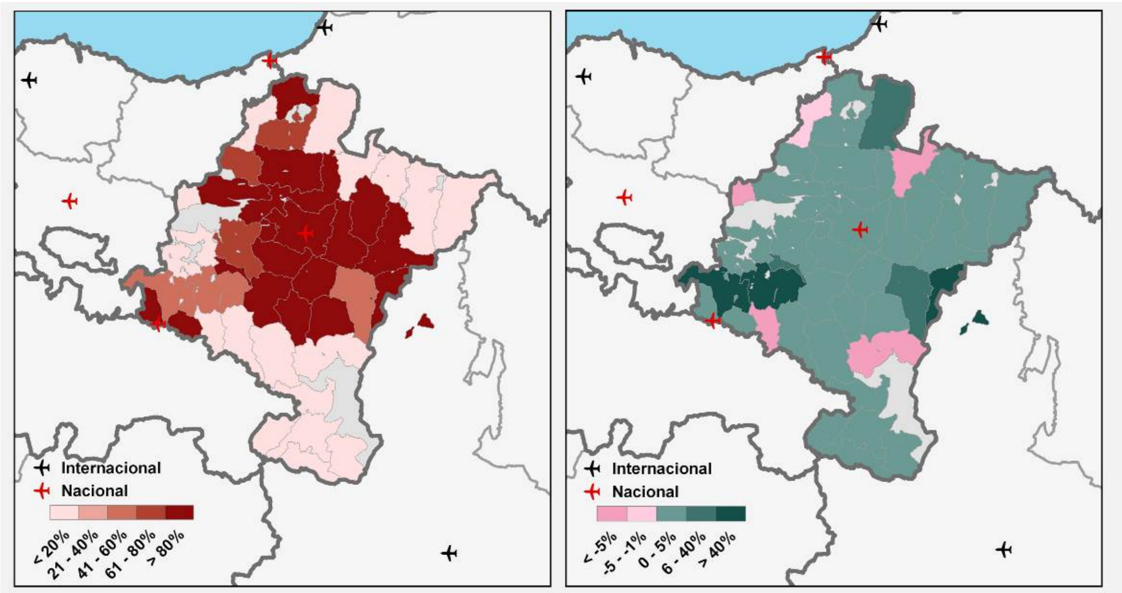
Source: Territorial Observatory of Navarre, http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 186

This other map presents the percentage of population living within 15 minutes, by car, from a railway station in 2008 and the trend 2005-2008.



Source: Territorial Observatory of Navarre,
http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 191

The region also counts with one **airport** located in Noain (near Pamplona), aiming at the provision of services to the whole region. Its competence belongs to the State public body Spanish Airports and Public Navigation (Aeropuertos Españoles y Navegación Aérea – AENA). The airport was renewed in November 2011 with a new terminal that, however, hasn't solved its very low rate of use, suffering problems from both offer and demand of flights. The percentage of population living within 30 minutes, by car, from the closest airport in 2008 and the evolution between 2005 and 2008 are shown in the map below.



Source: Territorial Observatory of Navarre,
http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 193

The split of **freight transport** by air, road and rail along the transport infrastructures of the region is as follows[73]:

	Operations	Freight (1,000 tons)	Freight Split (%)
Air	-	42.095	0.01
Road	6,141,133	53,601,000	99.47
Rail	-	281,723	0.52

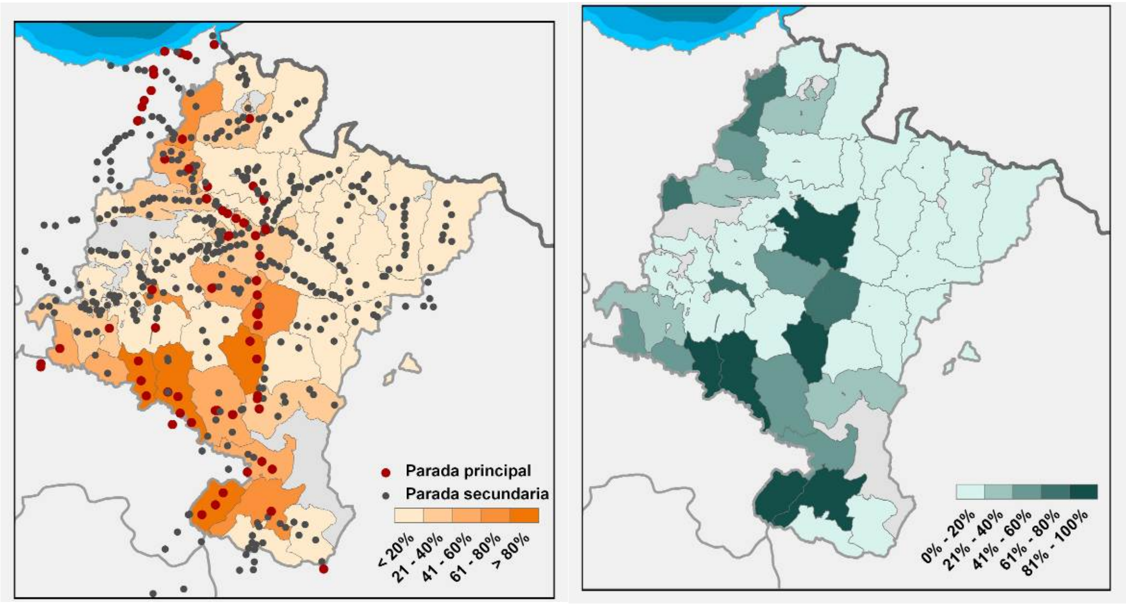
Public transport is developed mainly in the capital, Pamplona and its metropolitan area, through the services of public urban bus transport (547 bus stops) and taxi (313 licenses and other 142 licenses in the rest of Navarre), both managed by a Commonwealth of the municipalities of the metropolitan area and the own municipality of Pamplona, and the former financed by both Government of Navarre (65%) and municipalities providers of the service (35%). In the following charts the tariffs as of 2012[74] are presented:

Bus	**Rate/trip (€)**
Day	0.61
Night	1
Elderly with low income	0.16
Elderly, low income, handicapped	0.31
Large families	0.43

Taxi	**Fix+Rate/km (€)**
Zona A (urban areas of the metropolitan area)	
Day	1.944+0.865
Night	2.8+1.055
Zone B (other areas)	
Day	2.8+1.055
Night	3.281+1.3

There also exists urban bus transport in the second biggest city of the region, Tudela. Moreover, there are other inter-urban buses connecting rural areas as well as major cities in the country, operating with a dealership of the Government of Navarre to 19 transport companies. As relevant indicators[75], in 2010 there were 475 bus stops in Navarre (61 main with more than 2 lines passing by and 348 secondary with only one line passing by), 148,500 travels, 10.6 million kilometres travelled , 3,270,000 travellers, 71.5 kilometres per travel and 22 passengers per travel. Costs in 2009 (do not mistake with tariffs)[76] were 1.475€/Km for buses of above 55 passengers and 1.348€/Km for buses between 39 and 55 passengers.

It is planned to increase mobility of the population through the modernization of the public transportation systems in the region and the increasing of multimodal options. To illustrate this concept, the following maps show the percentage of population living within 1.000 meters from an inter-urban bus stop as well as the percentage of total population counting on a real alternative of arriving daily to an important centre of services or work, with regard to the proximity of the place of residence to public transport in 2008. It has been established that one kilometre of maximum distance to a railway station or a bus stop where more than two lines cross over provides this alternative. In case of urban transport, maximum distance considered is 250 meters.



Source: Territorial Observatory of Navarre,
http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, pages 210&212

3.1.1.3. Broad-band/Internet

Concerning **electronic communications and ICT**, Navarre has some plans and programmes aiming at encouraging ICT and electronic communications sectors, addressed to both businesses and individuals. These plans are both general, such as the Strategic Plan of the ICT Sector of Navarre (Plan Estratégico del Sector TIC de Navarra), the Technological Plan of Navarre (Plan Tecnológico de Navarra), the Moderna Plan… and specific, such as the Master Plan of Broadband Infrastructures in Navarre (Plan Director de Infraestructuras de Banda Ancha de la Comunidad Foral de Navarra). The biggest shortages are located in rural areas, in which access to ICT and electronic communications services is limited. The following indicators provide a clear picture about the sector:

- Telecommunications (NACE group 61) enterprises and persons employed registered in Navarre (other providers registered outside Navarre are not included)[77]: 35 companies and 497 employees.
- Programming and broadcasting (NACE group 60) enterprises and persons employed registered in Navarre (other providers registered outside Navarre are not included)[78]: 17 companies and 150 employees.
- Price of telecommunications by type of call[79]

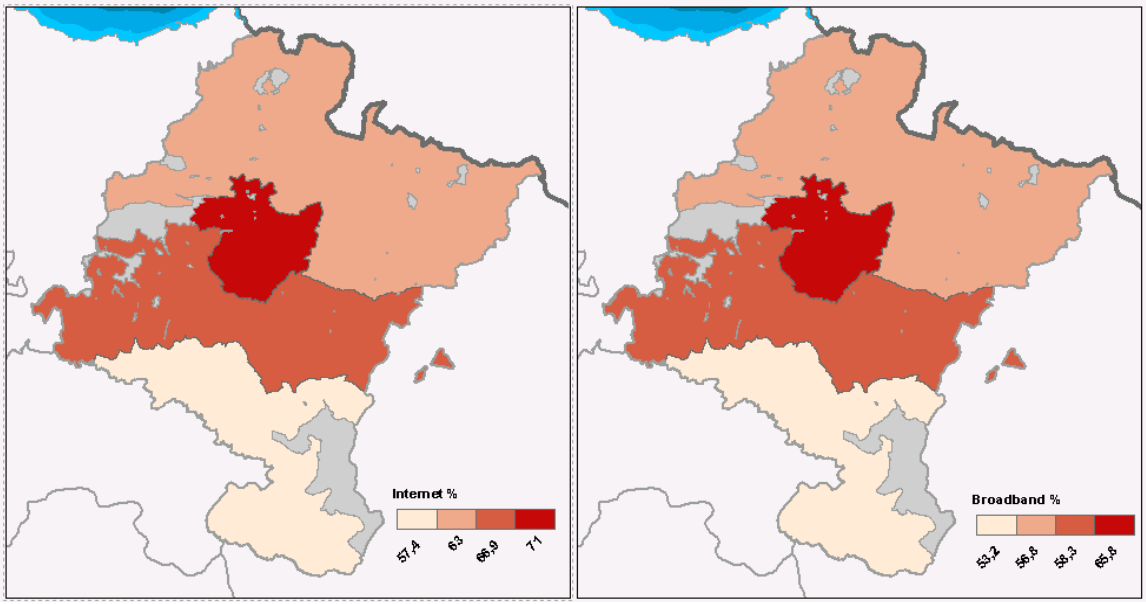
Type of call	euro Cent/minute
Fixed national	10,73
Mobile national	9,76
On net	8,19
Off net	11,94
International	21,74
Roaming	48,93

- Percentage of firms with access to the internet and with access to broadband (%)[80]

	Total	Internet	Broadband
Enterprises	34,410	21,816	19,724

		63.4%	57.3%
Manufacturing	3,617	75.2%	68.39%
Electricity, gas, steam and air conditioning supply	403	33.1%	33.01%
Water supply; sewerage, waste management and remediation activities	112	65.7%	65.90%
Construction	7,520	50.5%	43.68%
Wholesale and retail trade; repair of motor vehicles and Motorcycles	9,738	58.2%	52.06%
Transportation and storage	3,571	42.2%	36.32%
Accommodation and food service activities	773	73.9%	58.10%
Information and communication	471	96.0%	95.67%
Real estate activities	934	63.5%	63.50%
Professional, scientific and technical activities	6,061	90.6%	83.50%
Administrative and support service activities	1,209	73.2%	69.21%

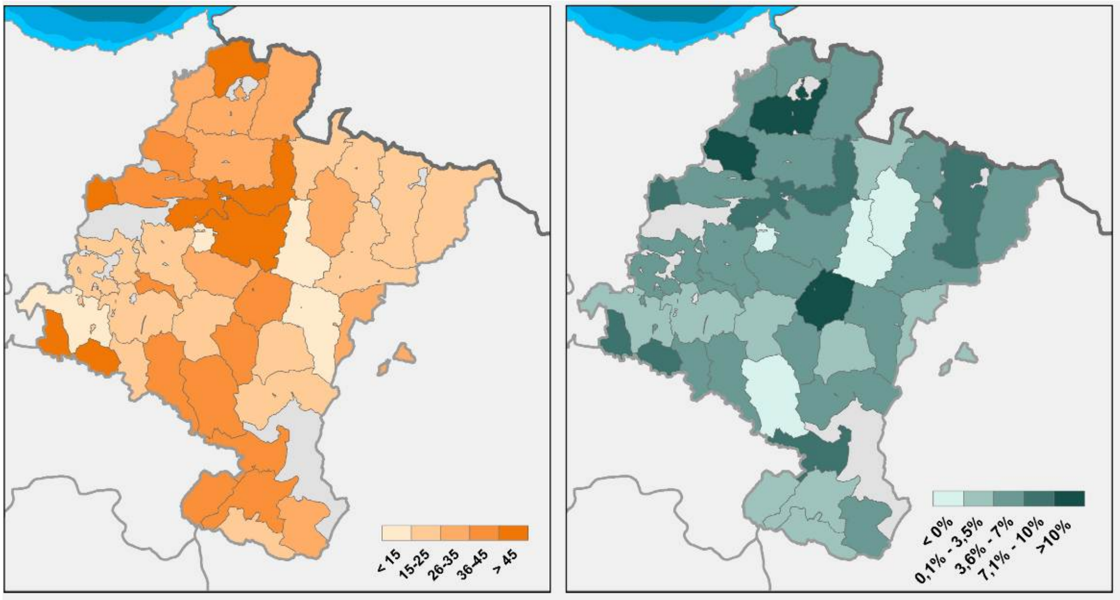
- Percentage of households with access to the internet (left) and with access to broadband (right)[81]



Source: Territorial Observatory of Navarre, own elaboration.

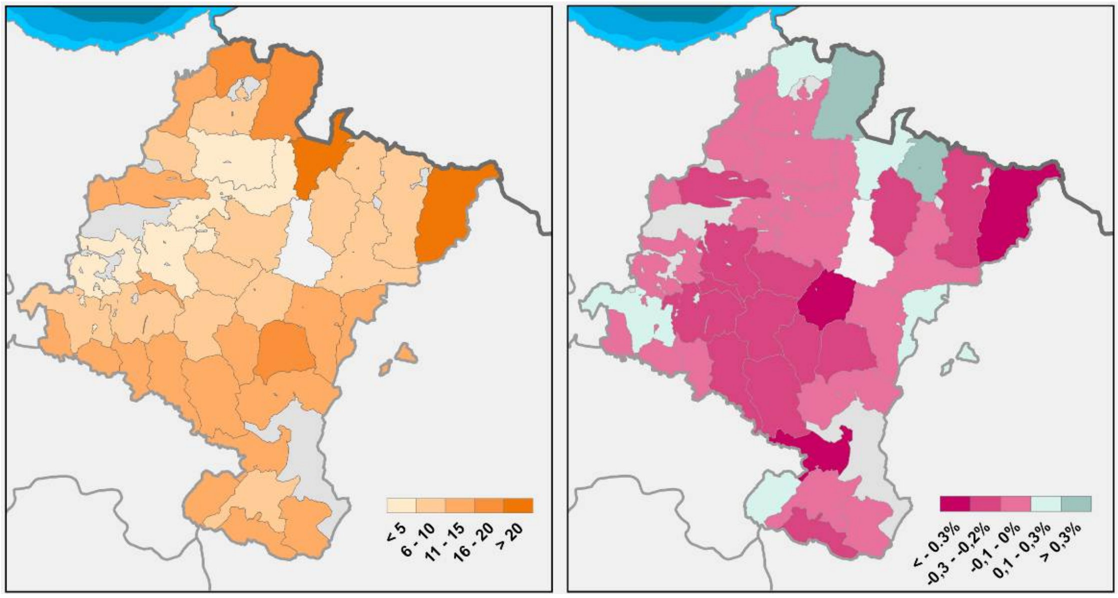
3.2. Social services

As seen at national level, **labour market** regulations are exclusive competence of the State Administration. In turn, Navarre has the power to elaborate plans, programmes… aimed at encouraging employment, improving working conditions… Currently is being developed the Employment Plan of Navarre (Plan de Empleo de Navarra). The institution in charge of the planning and management of the different employment policies in Navarre is the Employment Service of Navarre.
This Employment Service offers mainly services of information and orientation for employability, focused as well on groups with special difficulties such as people at risk of social exclusion, disabled, immigrants…, and training for both employed and unemployed people, in order to develop specific training programmes aiming at employability in case of unemployed as well as training actions for the improvement of worker's qualifications, mainly addressed to small and medium enterprises (SME's). The map below shows the percentage of jobs per inhabitant in 2008 and the trend between 2000 and 2008.



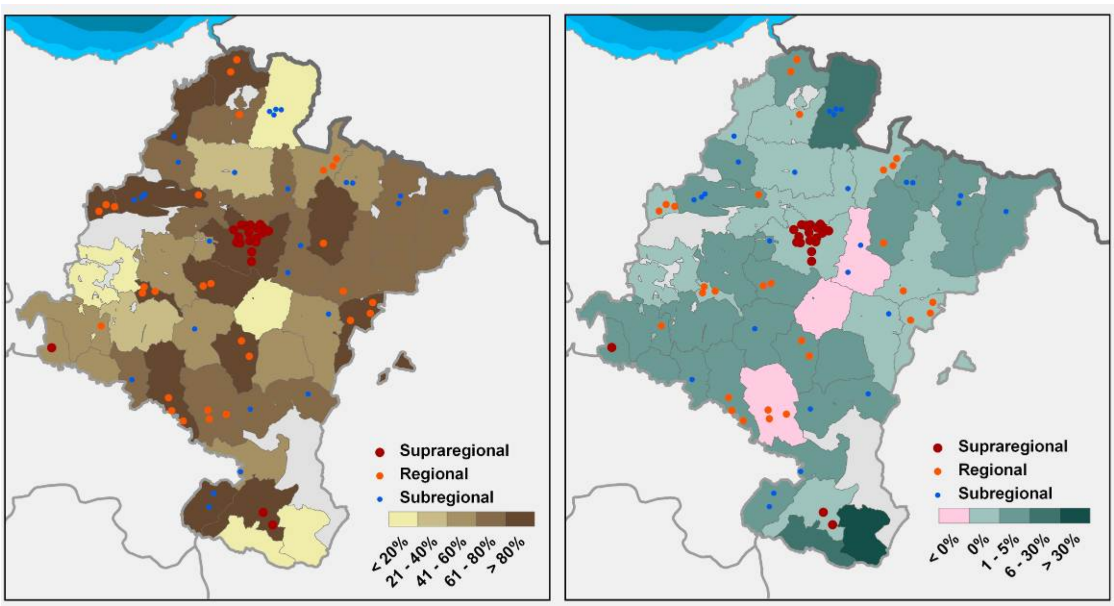
Source: Territorial Observatory of Navarre, http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 100

About **businesses and other management consultancy services (incl. monetary intermediation)**, their situation is already described at the national analysis chapter.
In the following map the daily need shops per 1.000 inhabitants in 2008 and evolution 2000-2008 are presented.



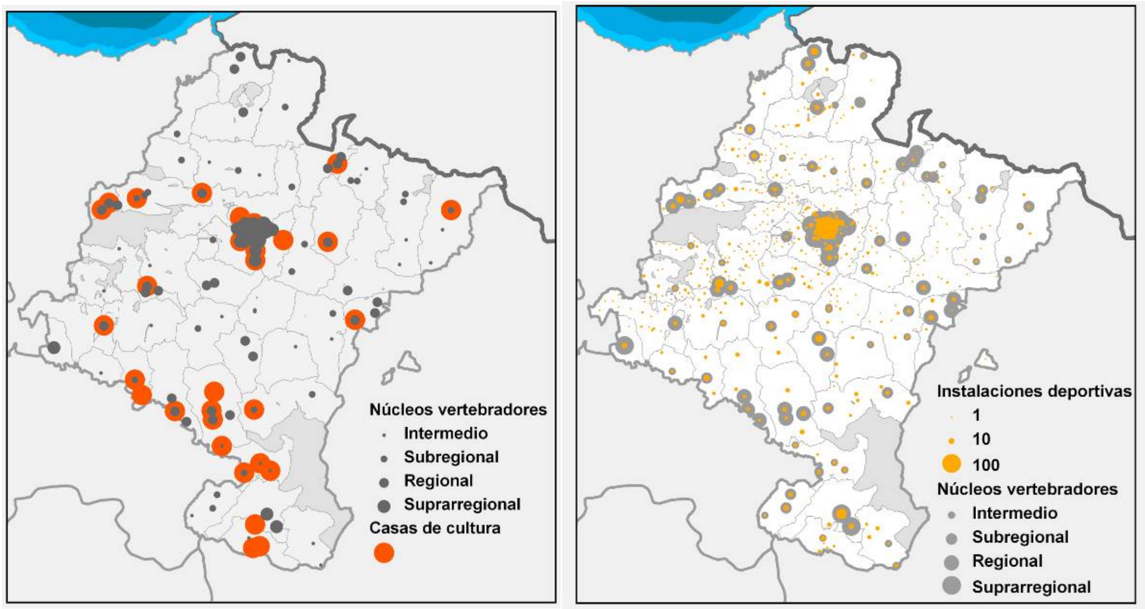
Source: Territorial Observatory of Navarre,
http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 142

With regard to **public administration, defence and compulsory social security**, the conceptual framework is already provided in the national analysis chapter as defence and compulsory social security is a competence at the national level. In the following map the percentage of population living within 5 minutes by car from the closest regional, sub-regional or supra-regional settlement with public administration services in 2008 and the 2005-2008 trend are shown.



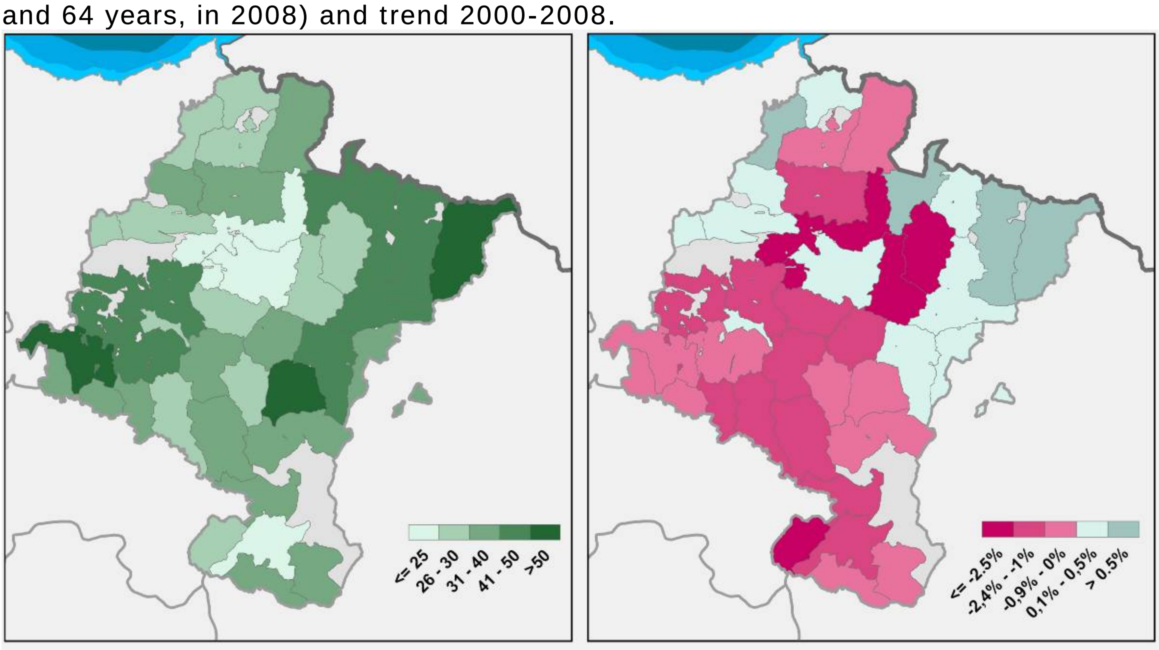
Source: Territorial Observatory of Navarre,
http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 201

About **cultural and recreational services**, in the following maps are presented the cultural centres (red spots) and the sport facilities (orange spots) per polycentric centre type (intermediate, sub regional, regional, superregional) in 2008. The conceptual framework provided for these services at the national level is valid at this level as well. Culture centres construction is financed by the regional government while they are managed and maintained by city councils.



Source: Territorial Observatory of Navarre,
http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, pages 139&140

The competences in **Social Care** in Navarre are structured by the 11/1987 Foral Decree establishing the Base Social Services regime[82]. Social care network in Navarre is managed by the regional government and integrated by the Social Base Services (Servicios Sociales de Base), having the same territorial distribution as the health services. Its provision is done primarily by municipalities, and they involve the provision of services for the elderly, disabled, dependent and/or social excluded people, immigrants, families... The following map shows the dependency ratio, obtained by dividing the number of people over 64 years by the number of people among 15 and 64 years, in 2008) and trend 2000-2008.



Source: Territorial Observatory of Navarre,
http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 111

The State competences transferred to Navarre concerning **child care** are included mainly in the subject of kindergarten services, being municipalities in charge of the provision of services concerning education such as nursery schools, addressed to children from 16 weeks to 3 years. Its provision can involve both public, depending on the municipality, and private institutions.

About **funeral services**, there are 51 municipalities out of 272 offering these services in Navarre. Cemeteries are planned and financed by the Navarre Government and managed by local authorities.

According to statistics provided by the National Statistics Institute, **veterinary services** in the region are provided by 98 private firms, less than 1% of the total amount in the country.

In the following section a detailed description of other social SGI in Navarre is shown.

3.2.1. Detailed Analysis of selected social SGI in the region

3.2.1.1. Education

The **educational** system in Navarre is adjusted to meet school demand, from children's education to graduate courses, including all conventional educational stages plus special education, language schools, arts and music training, and social guarantee programmes.

With regard to non-university education, –a field over which the Government of Navarre has exclusive jurisdiction– schooling is provided to all members of the population under eighteen in private or public centres, being private schools subsidised as well by Government through a series of agreements. Local entities are involved in both the provision and management of kindergarten (0-3 years). There are different laws which expand the contents of the State Law of Education in the different levels of non-university education[83, 84, 85].

The Navarre School Board (Consejo Escolar de Navarra) is the maximum body concerning the participation of the educational community in the planning of non-university education. It has as most important aim the discussion and proposal of changes of draft regulations for non-university education in Navarre. It also produces studies and reports on relevant aspects of education and participates in the State School Board.

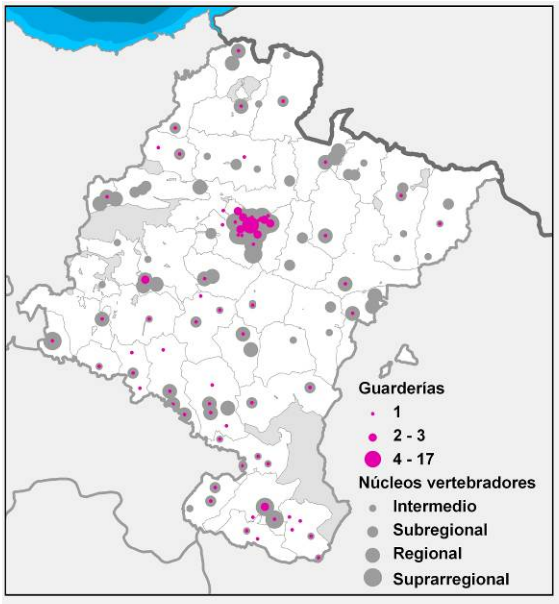
Regarding to International (PISA[86], PIRLS) and National evaluations, educational results in Navarre are higher than the Spanish average, coming close to most of the educationally developed countries in Europe.

In relation to university education, Navarre has 3 universities, in opposition to its low population, which attract students from the whole region to its two locations, Pamplona and Tudela, as well as many students from other regions. Two of them are public, the Navarre Public University and the National University for Distance Learning, both in Pamplona and Tudela, and the other is private, the Navarre University.

In the following table the number of schools, students, teachers and the average driving distance to schools are shown (Source: SIOTN 2010)

	Schools	Students	Teachers	Average driving distance (minutes)
Pre-primary education	219	19,795	1,618	-
Primary education	217	37,179	3,599	1,45
Secondary education	117	33,607	3,846	2,65
Tertiary education	30	26,483	2,181	5,53

Accessibility to pre-primary is not determined, yet as the following map shows a proper distribution of public nurseries/pre primary schools subsidized or funded by the Department of Education in each population settlement (purple spots) in 2008.



Source: Territorial Observatory of Navarre,
http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 138

3.2.1.2. Healthcare - Hospitals and Pharmacies

Navarre acquired **Health Care** competences in 1990. The health system in the region is managed by the "Servicio Navarro de Salud-Osasunbidea" (Health Care Service of Navarre).

According to the 10/1990 Foral Law of Health[87], the region has the following competences in Health care:

- Regulations, administration and monitoring concerning health care, hygiene, products and pharmaceutical establishments.
- Functions of planning, programming, management, evaluation, inspection and control of the activities, centres and services, concerning public health, occupational health and health assistance. At the same time the functions of management and control of the Health Care Service of Navarre.
- Functions of public and occupational health, by own means or services or by delegating its technical management to other centres or health services.
- Cooperate with municipalities by providing technical and administrative support for their right management of their competences

Meanwhile, the municipalities have the following competences:

- Health control of the environment (air pollution, water supply and sanitation…), of industries, activities and services (transports, noise, vibrations…), of dwellings and living quarters (hotels, schools…) and of the distribution and supply of food and beverages.
- Development of health promotion programmes, health education and protection of social groups with specific risks.
- Participation in management bodies such as the Health Care Service of Navarre, Basic Health Areas, Health Areas and Hospitals, as well as in the construction, maintenance, equipment… of local health centres.

Health Care is structured in three different "health levels" in the region. First, the "Basic Health Areas" (Zonas Básicas de Salud), which are the highest level and which are used as a territorial framework for the provision of primary health care by guaranteeing the accessibility of the population. Second the “Health Areas” (Áreas de Salud), which are the specific territorial operative boundaries of the health services. And third, the Basic Areas of Special Attention (Zonas Básicas de Especial Atención), which include all those areas where dispersion, isolation, inaccessibility… make particularly difficult to establish or operation of a primary care center.

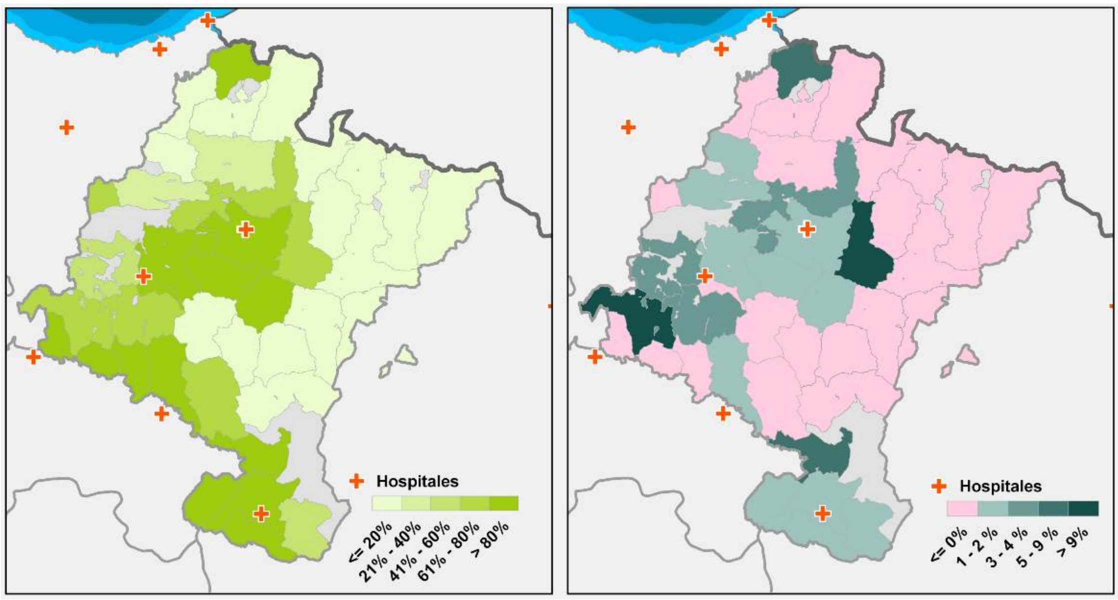
Regarding to its financing, the Health Care Service of Navarre is financed by:

- Resources received from the health care budget of the Spanish Social Security.
- Own resources from the budget of the Foral Community of Navarre.
- Revenues from rights and goods of the own Health Care Service of Navarre.
- Ordinary and extraordinary revenues.
- Revenues from agreements with health care insurers or government, if applicable.
- Grants and voluntary contributions from entities and individuals.
- Other resources.

A recent study, “Health care services in Autonomous Communities”[88] (“Los Servicios Sanitarios de las CCAA”), made in 2011 by the “Federation of Associations for the Defense of Public Health”, published in September 2011, places Navarre as the best Spanish region concerning Health Care Services.

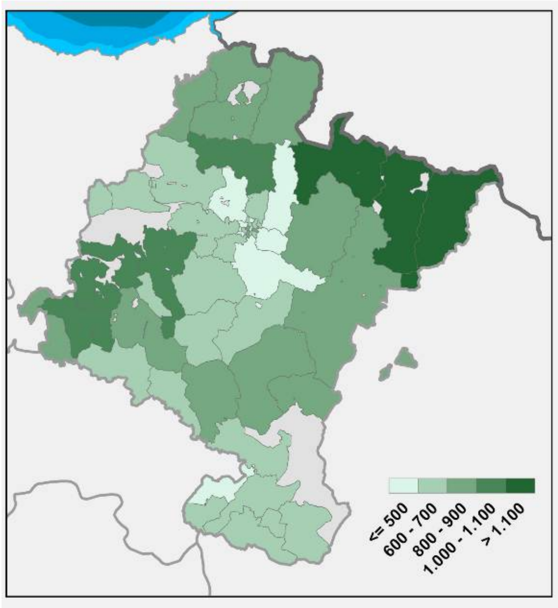
The most important infrastructures of Health Care in Navarre are located in the capital, Pamplona, being: Clínica Universidad de Navarra (private) and Centro Hospitalario de Navarra (public).

As seen in the following maps, the availability and accessibility to health services is considered to be high. The first one shows the percentage of population living within 20 minutes by car from the closest hospital in 2008 and the trend 2000-2008.



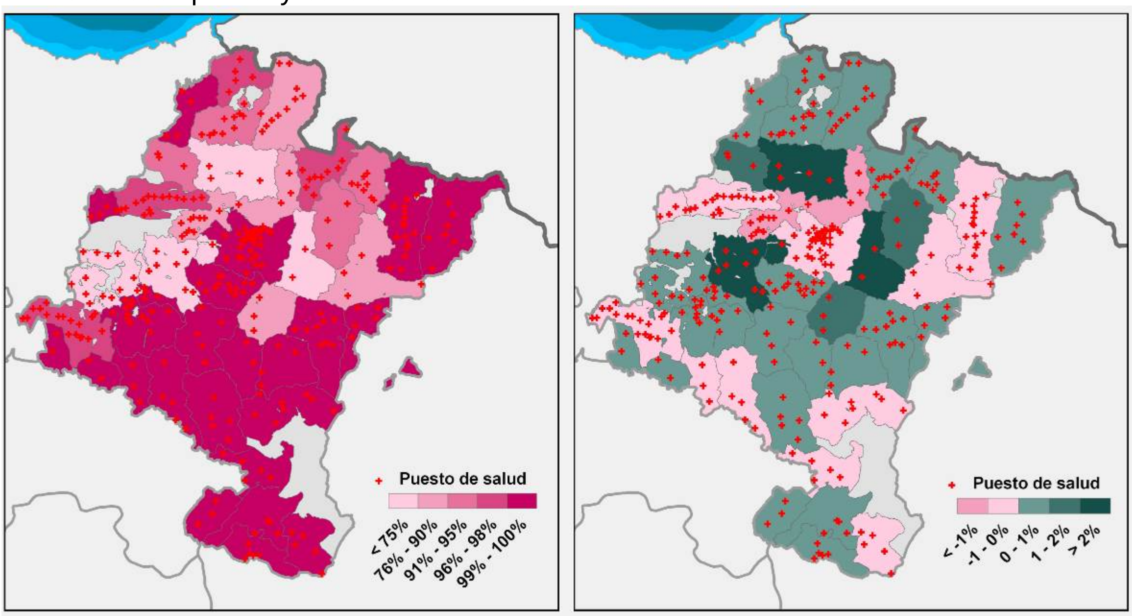
Source: Territorial Observatory of Navarre, http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 130

The second one presents the number of doctors providing primary care to the patient per basic Health Area in 2008.



Source: Territorial Observatory of Navarre,
http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 134

The map below shows the percentage of the population living within 5 minutes by car of the closest primary care centre in 2008 and trend 2000-2008.



Source: Territorial Observatory of Navarre,
http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 136

To end this section, other relevant indicators about health care in Navarre are presented next:

- Number of hospitals: 5
- Hospital beds (per 1.000 inhabitants): 3.86
- Average driving distance to general hospitals: 10.24 minutes
- Total medical staff (per 1.000 inhabitants): 534,84
- Number of pharmacies: 599
- Average driving distance to pharmacies: 1.21 minutes

3.2.1.3. Social Housing

Social Housing in Navarre involves the dwellings that, accomplishing the requirements of surface, habitability, quality, maximum price, etc, established by Law, receive the qualification in order to be subjected to a public protection regime. Also, they can also be subjected to this regime all those elements such as garages, lumber rooms… included in the correspondent final qualification.

Concerning public housing, many laws have regulated public protection in the region, such as the Law of protection to public housing, applied from 2004 to 2010, and other recent laws in force according to economic circumstances such as the Law of urgent measures in urban planning and housing in 2009, first, and finally in 2010 the Law of housing rights in Navarre[89]. Besides and specifically addressing social housing, the 4/2006 Royal Decree regulated the protectable actions in the subject of housing and encourage of residential construction[90].

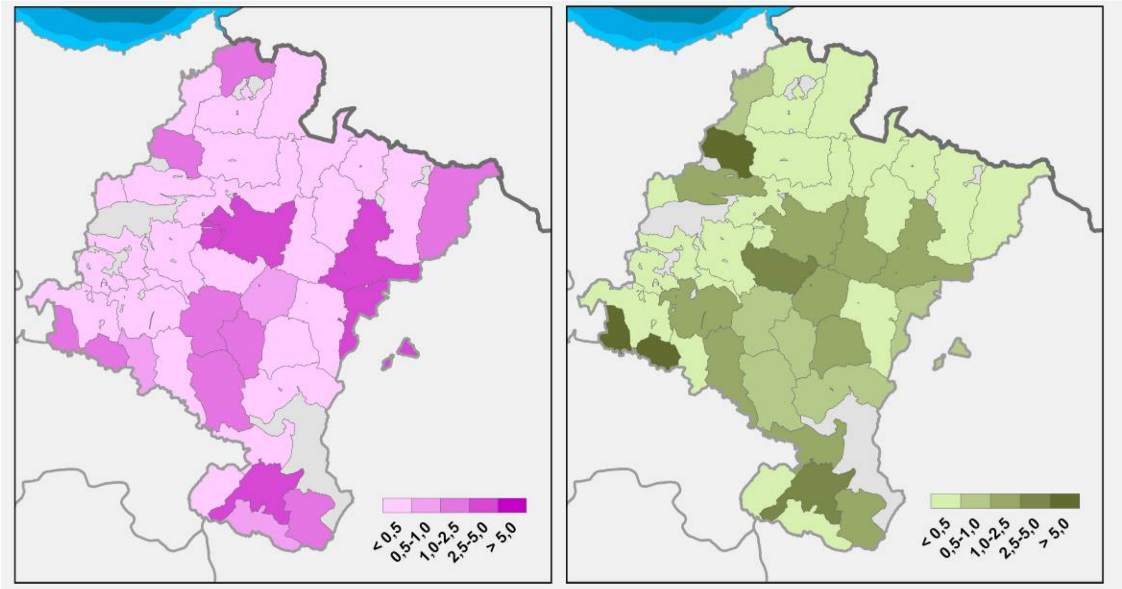
Social Housing types are the same as at National level, though having the specificities of the regional Law: Subsidized Housing (Vivienda de Protección Oficial - VPO): which can be qualified for property, rent, or rent-to-own regimes, and Controlled-Price Housing (Vivienda de Precio Tasado - VPT), which, in opposition with subsidized dwellings, can only be qualified for property regime.

Besides these two types, there are also others subjected to be declared as *"protected"*, such as student residences, "supervised" dwellings, housing for people who have reached 60 years, people with any kind of disability or other groups whose characteristics make it advisable. At the same time, there can also be subjected to public protection dwellings accomplishing certain specific requirements concerning the use of less polluting materials, energetic efficiency and save of natural resources, accessibility…

The Law establishes that protected dwellings have to be used for regular and permanent resident and not as a second home. As a general rule, its useful surface can't exceed from 90 m^2 (120 m^2 for large families) in the case of subsidized dwellings and 120 m^2 (140 m^2 for large families) in the case of controlled-price dwellings.

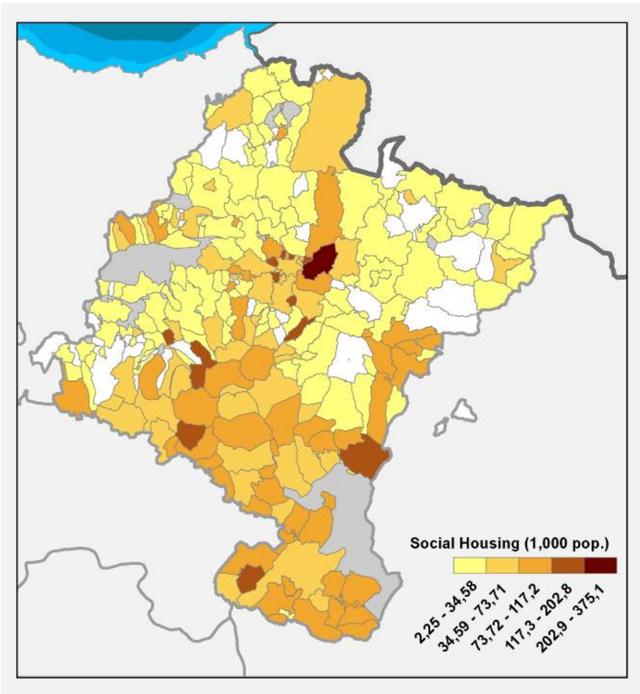
Despite housing investment hasn't been as important in Navarre as in Spain, it's nowadays, as in the whole country, one of the main issues. Economic crisis has provoked cuts in investment for public housing in Navarre as in the whole country.

The following map shows the number of social housing dwellings built annually in a determined period (left 2000-2004, right 2005-2009) per 1.000 inhabitants.



Source: Territorial Observatory of Navarre,
http://potnavarra.nasursa.es/OTN/Sistema_Indicadores_Territoriales_Navarra.pdf, page 152

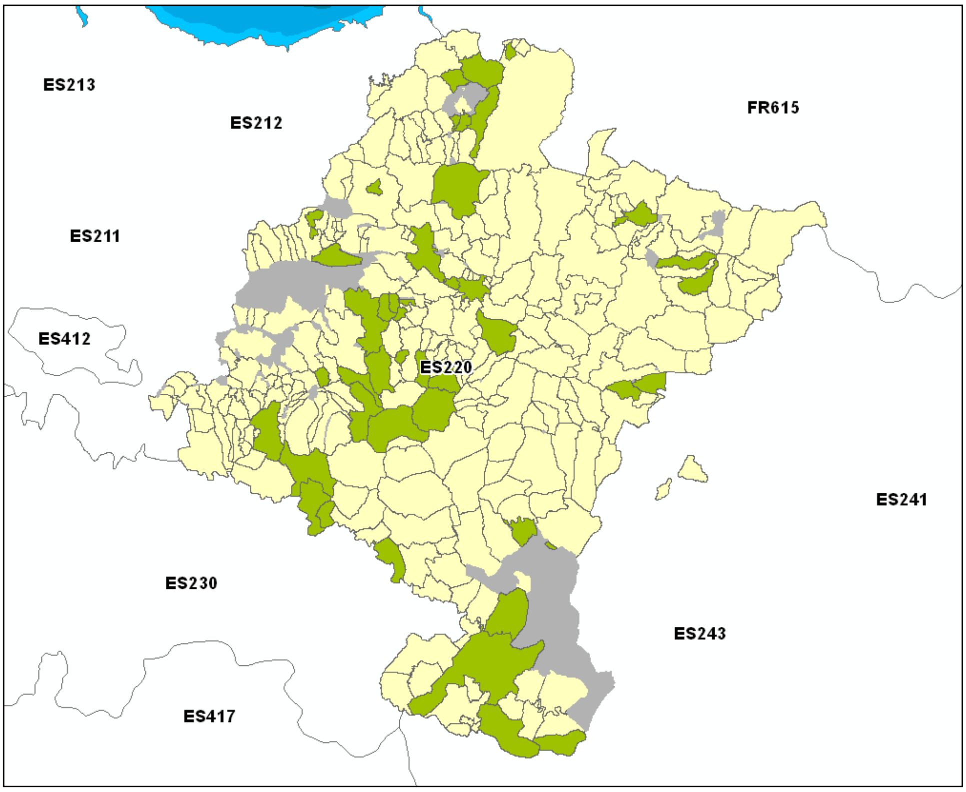
To end this section, in the following map is presented the number of social housing dwellings in 2012 per 1.000 inhabitants.



Source: Territorial Observatory of Navarre, own elaboration

3.3. Summary of the general results of questionnaire survey

The survey provides interesting information about the challenges in Navarre and allows recognising potential and constraints of territorial development in the context of services of general interest. The target research population consists of representatives (majors and secretaries) of municipal administrations (LAU 2 level). The survey was answered by 43 out of 272 municipalities (shown below in green colour) totalling 43.6% of the population in the region. Spatial distribution of participants is homogeneus within the territory as can be seen in the following map (labels for NUT3 codes, LAU2 respondents in green).



Source: Territorial Observatory of Navarre, own elaboration

With regard to the municipality typology considering the settlements by its population, it is shown in the following table the proper correspondence between the distribution of all municipalities and the distribution of respondents.

Population		% LAU2 units	% respondents
0	1,890	78.84	77.78
1,891	6,293	15.36	15.56
6,294	18,389	4.78	2.22
18,391	35,268	0.68	2.22
35,269	197,488	0.34	2.22

In the following paragraphs of this chapter the results of the survey are grouped by the three main aspects considered:

- Accessibility and presence
- State of development
- Quality

Accessibility and presence

Evaluation	Indicator (green = positive)	SGI
Accessibility to basic services of general interests for households, individuals. Average rate: 3.5 (1 very bad- 5 very good)	Rate more than 10% below average	Hospital, tertiary education, large shops (shopping centre, shopping mall), railway
	Rate more than 10% above average	Water, waste, primary education, pharmacies, primary health care, local public administration
Accessibility to basic services of general interests for businesses. Average rate: 3.5 (1 very bad- 5 very good)	Rate more than 10% below average	Hospital, tertiary education, railway
	Rate more than 10% above average	Water, waste, sewage, pharmacies, primary health care, local public administration
Groups that have more difficulties accessing services than average population. Average respondent rate per service and group (average number of representatives pointing out problems per group): 3	More than 50% above average respondent rate per service and group	- Elderly (4 out of 26): local administration, hospital, mobile phone and broadband - Handicaped (2 out of 26): local administration, pharmacies, libraries - Unemployed (5 out of 26): tertiary education, gas, fixed and mobile phone, internet - Household without car (16 out of 26): local administration, primary health care, pharmacies, hospital, social care, kindergarten, secundary education, tertiary education, post services, personal and household services, culture, library, large shops, local roads, main roads, railways - Household with low income (11 out of 26): kindergarten, tertiary education, banking services, large shops, railway, electricity, waste, gas, fixed and mobile lines, internet
Share of households, individuals that do not have access to services. Average rate of respondents stating that all had access to service: 75%	Below average rate of respondents stating that group had access to service	Gas, mobile phone, internet
Share of businesses that do not have	Below average rate	Gas, mobile phone,

access to services. Average rate of respondents stating that all had access to service: 84%	of respondents stating that group had access to service	internet
Desirable share of population (individuals) who should have access to services. Average rate of respondents stating that desirable share is 100%: 88,87%	More than 10% below average rate of respondents stating that desirable share is 100%	Kindergarten, primary education, secundary education, tertiary education, railway
Desirable share of businesses that should have access to services. Average rate of respondents stating that desirable share is 100%: 88,57%	More than 10% below average rate of respondents stating that desirable share is 100%	primary education, secundary education, tertiary education, railway, culture

In general terms, the availability and presence of services is well rated (3.5 out of 5) by the representatives. The results significantly below the average rating are clearly explained by two facts that make difficult to provide economic and social SGI in a competitive position:

- The high number of low populated municipalities or even remotely placed in Navarre: gas, large shops, railway, broadband
- The high centrality of certain services: hospitals, tertiary education

Services with low centrality (water, waste, sewage, pharmacies, primary health care, and primary education) are consistently perceived as accessible. As a fact that requires further research, none of these services is provided by local authorities, as they are provided by the private initiative, regional authorities, as well as Commonwealths of Local Entities.

With regard to the groups that have more difficulties accessing services than average population, representatives consider that the economic aspects (unemployment and no car) are more determining than social aspects (elderly, handicapped, female, immigrants).

As an additional fact that requires further research, local representatives do not see education, culture or education as services that should be accessible to businesses.

<u>State of development</u>

Evaluation	**Indicator (green = positive)**	**SGI**
Types of infrastructure should be provided, expanded or renovated. Average number of representatives pointing out investment needs per infrastructure:25%	More than 50% above average rate of respondents stating investment needs	- Provision: railway - Renovated/ refurbished: local roads, sewage
Evaluate approximate percentage that needs to be refurbished/ renovated or expanded.	More than 50% respondents agreed in estimation	None

Local entities consider railway as a desired mean of transport, while the size and distribution of settlements make difficult for this alternative to be implemented in most cases.

In the other hand, they think that local roads and sewage should be improved, which is consistent with the fact that budget lines since the economic crisis have heavily declined.

Quality

Evaluation	Indicator (green = positive)	SGI
Quality (like durability, reliability, functionality) of the technical infrastructure or services. Average rate: 3.5 (1 very bad- 5 very good)	Rate more than 10% below average	Railway, internet
	Rate more than 10% above average	Waste
Number of institutions, number of places or availability of services is not sufficient to sustain the needs of inhabitants. Average rate of respondents that considered services are not sufficient over those considered they are: 22%	Rate more than 10% below average	Local administration, pharmacies, primary education, secondary education, financial services
	Rate more than 10% above average	Hospital, tertiary education, post services
Evaluate general quality of services provided. Average rate: 3.9 (1 very bad- 5 very good)	Rate more than 10% below average	Pharmacies
	Rate more than 10% above average	

Regarding quality of services, representatives consider that education is a quality service while telecommunication infrastructures should be improved.

As a final remark, local entities do not distinguish between low and high centrality services, as they consider not sufficient the availability of several services (hospitals, tertiary education…) So to speak, rural population desires the same accessibility and quality of services than urban population, no matter the competitive aspects.

3.4. Political contextualization of services of general interest in the region

After policies on Services of General Interest in Spain are defined at both national and regional levels in chapters 2 and 3, the influence of EU funding is presented in this section to complete the political contextualization of SGI in the region.

The first subsidies from Structural Funds came to Navarre after Spain's accession to the European Community in 1986, continuing to the present time frame, 2007-2013. The funds have contributed to Navarre's economic and social development and to the region's better standards of living (International Plan for Navarre, 2008).

European funds in Navarre for the period 2007-2013 come from the following programs:

- European Regional Development Fund (ERDF) is framed within the context of the Lisbon Strategy, leading to action oriented towards innovation, knowledge economy, information society, environment and energy efficiency.
    - The European Territorial Co-operation Objective, financed by ERDF, aims at strengthening cross-border, transnational and interregional cooperation spaces based on the INTERREG Community Initiative. The goal is to find common solutions for neighbouring territories in the fields of urban, rural and coastal development, economic relations, and SMEs networking. The Region of Navarra is eligible to take part in the following Territorial Cooperation Programmes: Territorial Cooperation Programme for Spain, France and Andorra, INTERREG IVB (Atlantic Area), INTERREG IVB (Sudoe), and INTERREG IVC.
- European Social Fund (ESF) is in line with the European Employment Strategy, contributing to the adaptability of workers, companies and entrepreneurs and increasing the human capital and talent of Navarra citizens.

The operational programmes European Regional Development Fund (ERDF) and European Social Fund (ESF) for Navarre 2007-2013, aimed at increasing the economic and social cohesion, consist of EU grants for €47 million (€31 million to Navarre Government and rest of funds to the State as well as the Municipality of Pamplona) and €19 million, respectively.

ERDF actions are oriented towards increasing the regional competitiveness through R&D subsidies to SMEs, subsidies in ICT for SMEs and professionals, construction and equipment of a Biomedical Research Center (CIB), the Business Campus at Lekaroz as well as projects aimed at improving the efficient use of renewable energies. Actions are financed at 50% by ERDF. The evaluation committee has proposed to include new actions managed by the State to back R&D activities in agro food and health, as well as the internationalization and external promotion of regional enterprises.

Funds from ESF focus in three main axis. First, promoting entrepreneurism and resilience of workers, enterprises and entrepreneurs. In 2011 €2.69 million were used to foster self-employment and entrepreneurism. Second, enhancing employment opportunities, social inclusion and equal opportunities for men and women. In 2011 €1,1 million were used to improve work-life balance and insertion of people under risk of social exclusion. Third, increasing and improving the human capital got €1,7 million in 2011 for foreign language education, fighting school dropping and researchers education. The evaluation committee has approved to fund new actions towards the groups most influenced by the economical crisis. Specifically, to promote indefinite contracts in businesses fewer than 25 workers for people fewer than 30, over 45, handicapped and long length unemployed.

It is important to point out that as Navarre is not an Objective 1 region, education and health infrastructures cannot be financed trough European funds. In the other hand, Navarre will get European and State funds to finance by 100% the construction of the high capacity railway infrastructure that will connect Navarre and Spain to the European markets through the Mediterranean-Atlantic euro corridor (Lisbon-Madrid/Barcelona-Zaragoza-Castejón-Pamplona-Irun in the French border-Paris) by mean of a UIC wide, double line, for passengers and freight. Total investment of the infrastructure will be around €1,500 million. Of those, Navarre will only provide for the financial costs of the investment required within the regional boundaries.

3.5. Conclusions of the regional case & elements of prognosis

As already explained in the previous sections, there is a wide diversity in the provision of SGI in the region. Postal and freight transport are provided by national public companies with ongoing liberalization plans; network based economic SGI such as gas, electricity and telecommunications/ICT are already liberalized and provided by the private sector; railway passenger transport services are mostly provided by the former public monopoly that existed before the implementation of EU transport directives; other economic services of general interest such as waste and sewage are provided by Commonwealths of Municipalities; and social services are mostly provided by the regional government, except social care that is managed at both local and regional level.

It is important to point out that in all these cases no matter the provision model, availability, accessibility, affordability and quality of economic and social SGI in the region are well positioned, as stated in the regional analysis, the survey, the interviews and the policy review. As an interesting finding, what most influence the provision of SGI in the region are territorial aspects, settlement distribution and demography. That means, the sparsely populated and remote or mountainous areas have lower levels of SGI, as the economic efficiency of services cannot be reached without concentrating them in the main settlements per subarea. This is especially relevant in case of social services which are highly correlated to demography.

As a final remark, the current economic and financial crisis as well as social changes (family size, ageing, increasing awareness of citizens towards public participation), are contributing to a redefinition in the provision of SGI in the region. The trends that currently affect the regional provision of SGI are presented next:

- Bursting of housing market bubble after a speculation period.
- Economic crisis: reduction in both public and private investments, mostly in transport infrastructures and housing.
- Labour market uncertainty and housing model: uncertainty in labour conditions and high levels of unemployment is shifting (social) housing model towards renting rather than selling.
- Financial crisis: difficulties in the banking sector where access to the loan market is almost closed for businesses and households.
- State/regional budget restrictions that increase the need to concentrate services, as opposed to increasing use of territorial strategies in order to decrease unbalanced distribution of population and economic activities.
- Political agenda:
    - Political commitments are determining at defining investments for certain areas. This framework is possible as spatial planning is scarcely used by decision makers.
    - Trend to deregulation and liberalization of SGI.
- Social change:
    - Family structure has reduced thus increasing the housing needs.
    - Rural population claims for the same opportunities as urban population.
    - Ageing: the increasing of elderly population and the decline of children population will produce a strong shift in the needs of services
- Social exclusion: the declining of family incomes increases deprivation and exclusion of SGI. In the current situation many households and businesses have no income and many families with incomes have difficulties to access the loan/mortgage market.

4. Conclusions

During the last decades there has been a wide development in the provision of SGI at national, regional and local levels, yet as the financing model of services has grown in complexity and remains unclear in the present situation. Despite this heavy increase, if compared to other European countries social SGI in Spain are poorly developed yet. According to EUROSTAT 2010 data the GDP (%) expended in social services is 41.1% (46.8% EU average), occupying the 20th position in the EU27. This could be explained to certain extent by the relatively low fiscal income of the country (31.9% GDP) if compared to the European Union rates (38.4% GDP average), and by the decreasing but still important role of family.

Development of SGI has been accompanied by modernization and liberalization processes, yet as in real terms citizens and businesses mostly remain attached as customers to former monopolies, probably with the only exception of ICT. Moreover, liberalization processes led to increasing prices rather than the opposite, probably due to the financial effort required to modernize and create infrastructures to overcome the existing lack of them. It is worth to point out the significant role of EU in these processes, as until now most modernization and liberalization processes have been influenced by EU directives (environmental, single market or others) rather than national/regional initiatives. For instance, with regard to passengers and freight transport, energy, waste and sewage, ICT, the future changes in postal services… Housing is one of the few examples of liberalization by a national initiative in 1996 (as EU has no competences in the matter) and several experts put it as an example of a policy failure after the bursting of the housing bubble in 2008.

As stated in the conclusions of the regional study, the provision of SGI is scarcely influenced by the provider type (private or public) while heavily influenced by territorial aspects, settlement structure and demography, that clearly determine the economic efficiency of the service. That means, areas with lower population density presents a dilemma of quality/affordability versus availability/accessibility of SGI.

Despite the evident improvements in the provision of SGI during the last decades, tending to the convergence with other European Union countries, the sustainability of the current model is being questioned, hampered by the current economic crisis. The observed trends identified at the regional level in section 3.5 that apply to both regional and national level impose therefore severe challenges These challenges should be addressed through coordinated policies in order to simply maintain (not quite improve) territorial and social cohesion by mean of efficiency gains that could come from the following measures:

- Bureaucratic burden reduction: reorganization to clarify competences at each administrative level (State, Regional and Local) in order to ensure services are provided at the proper scale (as stated in the EU white book on Governance) and duplicities in staff and infrastructure are avoided. In this line, a jointed provision of services through Commonwealths of Municipalities is highly desirable in case of services to be provided at the local level.
- Governance enhancement: definition of the model of SGI at several levels.
    - Regulation, management and provision: some/all public/private, publicly regulated/managed and privately provided, publicly regulated and privately managed/provided…
    - Service chart: to establish clear goals regarding availability, accessibility, quality and affordability per SGI, considering social and territorial cohesion as well as competitive aspects (economic efficiency). These goals could be established within a dynamic range (related to GDP, unemployment rates, deficit, debt…) rather

than a fixed value, so that the provision of SGI could immediately adapt to the economic situation of the country as well as in the long term. This principle should be carefully applied as a setback in the level of SGI provision would directly affect the economic activities and employment, thus feeding back the setback cycle.

  - Financing: sustainable financial support through direct taxes (end use tax as opposed to the current general model) for investments, and fees to end users for maintenance, so that the provision of social and other economic (transport, waste, sewage…) SGI is feasible in the long term. This issue is related to the decision on management and provision of services by the public or private initiative as well as to the services chart, as those places where market conditions are not met could still be financed due to territorial and social cohesion aspects.

- Improvement of the financing conditions for businesses and households: the present situation of credit drought must be dealt with in order to reactivate the economy and contribute to the sustainability of SGI. It remains to be seen if the recent reform of the financial sector approved by the national government will achieve this goal.
- Raising transparency: in a first phase a widespread communication of public policies and anti crisis measures is required in order to help the general public understand the current financing model, costs and proper use of SGI, as well as to increase awareness towards the importance of avoiding tax evasion as SGI are financed through them. In a second stage the participation of citizens, businesses, political parties, unions and trade associations is a must to reach consensus in the design of a sustainable model. This undoubtedly constitutes a powerful tool to reduce social unrest.
- Integration and coordination of local views by different decision makers by mean of technical and organizational changes in order to enhance the application of governance principles.
  - Technical changes: use of spatial planning and visualization of planned/existing infrastructures, services and policies on smart maps as a way to ease and enhance communication among stakeholders.
  - Organizational changes: jointed provision of services in order to reach a minimum economic efficiency and as a way to encourage technical rather than political decisions in the provision of services after the general political framework is defined.
- Increasing planning and evaluation through indicators to rationalize public expense with a territorial perspective as well as both competitive and cohesion points of view. This would allow to effectively improve transparency and control of public policies and to enhance the sharing of information through different administration levels and with citizens and businesses.
- Modernization and liberalization in the provision of services in the country with a clear aim to create jobs, analyzing best practices across Europe on similar processes. It is clear that the growth of employment would have a positive effect on incomes (State and otherwise), thus generating a positive cycle of better provision of SGI (or lowered public debt) and generation of new incomes. About the previous statement, the issue is how to finance this economic growth, which seems difficult in the present moments. As a final remark, it is highly desirable that if the ownership of the costly infrastructures that support SGI is transferred to the private sector, their cost should be included in the return of investment analysis as incomes. Otherwise, it is advisable to keep public ownership on them.

To properly address these proposed measures and especially the last one (modernization and liberalization), further research is required.

Appendix I: interviews

All interviewees give permission to publish their names and contents provided in the project report.

QUESTIONS

I. General informants

i. How are services of general interest provided in the region/state (characteristics of organization, design and structure – geographical, market structure, consumer choice/monopoly etc.; context of welfare regime in the state; support of central government for services of general interest/local and regional policies)?
ii. Who are the major providers of services of general interest (local authorities, state, private companies, public enterprises, public-private partnership, non-profit organizations, etc.; inter-communal and other public arrangements for service delivery)?
iii. Are there strategy plans or programmes regulating services of general interest?
iv. Are there legally defined criteria for quality, accessibility, affordability of SGI in the region/state? (Which group of users are excluded from various services? Which group of users have difficult access?)
v. How are services of general interest financed (contributors, government funding, local government funds, payment of users, combinations)?
vi. Are processes of liberalisation and privatisation of services of general interest evident in your country/region? (How do they influence the provision and accessibility/affordability of services?)
vii. How are the quality and the provision of services of general interest evaluated? (Which mechanisms are used to ensure that complaint procedures and redress mechanisms for users are effective?)
viii. What is the future of services of general interest in the region/country set in a broader EU policy agenda, especially concerning Cohesion Policy?
ix. In your opinion what are the main driving forces that influence SGIs in your county / region?
x. In your opinion which are the main challenges that SGIs will face in the future?

II. Practitioners/stakeholders providing SGI

i. Which services does your company/organization/corporation etc. provide? Are you the only provider of this service in the region? Do the services that your company/organization/corporation provide in the region have any particular characteristics in comparison to other services in the region or to the same service in other regions?
ii. Is your company/organization/corporation providing services in other regions or states? (Where and which services? If yes, do the activities provided in different places have common management or standards?)
iii. How is the quality of services provided by your company/organization/corporation evaluated? (Is it an internal or external process? Who is involved? How often is evaluation performed?)
iv. Who is controlling the accessibility and affordability of the services that you provide?
v. Are there strategy plans or programmes regulating services provision?

vi. Which barriers may hinder access to services (spatial, economical, social, etc.)?
vii. How are end users able to complain about service provision or provide information about the quality of services? What mechanisms are in place to ensure that complaint procedures and redress mechanisms of users are satisfied?
viii. How are the prices of services provided by you established? Is there any public regulation on pricing?
ix. In your opinion what are the main driving forces that influence SGIs in your county / region?
x. In your opinion which are the main challenges that SGIs will face in the future?
xi. How do you adjust provision of your service to a changing demographic and economic situation? (e.g. questions for specific services: How do you re-organize the care system for an ageing society?; How do you support kindergarten and primary school in case of a shrinking target group?)

ANSWERS

I. General informants

a. José Antonio Marcén, General Director of Spatial Planning, Mobility and Housing in the Public Works Department of the Navarre Government

i. / ii.

Economic SGI such as water, waste, sewage and cemeteries are planned and financed by the Navarre Government and managed by local authorities, mostly through aggregation of municipalities called Mancomunidades.

Economic SGI such as gas, electricity and telecommunications/ICT are liberalized and provided by the private sector, following the rules provided by legislation at (mostly) national and regional levels.

The only economic SGI planned and financed at the national level are transport infrastructures, excluding transport services.

With regard to social SGI, the State provides a general legal framework and regions develop this framework through further legislation. As an example, education and health are planned and managed by regional authorities (and exceptionally at the local level), with a trend to include aspects such as location, coverage and investment within spatial planning, meanwhile other social SGI such as culture are mostly provided at the local level.

iii. Strategic and investment plans are commonly developed for SGI such as water, waste, social care and transport infrastructures. In the other hand, there is almost no planning for SGI such as education, health care, transport services, homeland security, administration and funeral services, yet it is true that there is a trend to further include them in the spatial planning processes.

Regarding administration services, there is an ongoing project to analyze the jointed provision of services such as urbanism, staff and others at the local level.

iv. The only legally defined criteria are those related to social housing developed at the regional legislation, with a specific percentage of dwellings reserved for social housing.

In the other hand, it is usual to define these criteria in sectoral plans. For instance, the Roads Master Plan states that 99% of the population will be at less than 20 minutes from a Highway.

Basin Organizations regulate quantity and quality of water for different uses, and have the right to make void development proposals if there is no mean to provide for the water needed.

Health care and education departments consider a population threshold that must be reached as well as proximity of the population in order to invest in additional infrastructures.

v. Investment in economic SGI such as water, waste and sewage is provided by the regional government as well as private investors, mostly developers. Management and operational costs are financed by end users.

Investment and operational costs of social SGI such as health care, education and social care are provided by the regional administration. Due to the effects of the economical crisis, there is an open debate on to what range should copayment be extended to the health system.

vi. There are no evident processes of liberalization or privatization in the region.

vii. Each provider must have an internal mechanism to receive and manage complains. With regard to health care and education they gather several performance indicators to evaluate quality of service.

Moreover, there are two institutions of the regional Parliament that deal with quality of services: a finance office (Comptos) controls the economic and financial situation of each public provider of services, meanwhile the Ombudsman (Defensor del Pueblo) deals with citizen complains.

viii.
- To increase economic efficiency providing better services at lower costs.
- Clarification of competences at each administrative level (State, Regional and Local) to increase efficiency and to improve spatial distribution and sizing of organizations.
- To improve integration of sectoral policies (health care, education)
- To help the general public understand the proper use and costs of SGI

ix.
- Demography change: rural population claims for the same opportunities as urban population.
- Budget restrictions that increase the need to concentrate services
- Territorial strategies to decrease unbalanced distribution of population and economic activities.
- Political agenda: political commitments are determining at defining investments for certain areas. This framework is possible as spatial planning is scarcely used by decision makers.

x.
- Economic and territorial efficiency to improve sustainability
- Administrative and competence reorganization to ensure service is provided at the proper scale and that it has a sustainable financial support.

b. Juan José Pons, Professor of Geography at Navarre University. Interview focuses in Culture, Transport, Health and Education in Navarre.

i.
- Culture: currently there is no room for culture in spatial planning. In some places there is an accumulation of infrastructure and services and in others there is no service at all. There was a debate about creating culture centres at the county level but it was inconclusive.
- Transport services: currently there is no planning of transport services in spatial planning. The transport services provision was built without analyzing neither the real needs nor the rational concession of licenses.

- Health/Education: a more spatial approach is used while planning these services, as it is a very sensible issue for the population and it is related as well to high transport costs for the citizens.

ii.

- Culture: culture centres construction is financed by the regional government while they are managed by city councils.
- Transport services: The regional government provides a concession to private companies in order to operate bus interurban transport within regional boundaries. Concession for cross-border lines is managed by the national government. There have been few initiatives of local entities to provide bus and taxi transport so that their citizens could easily reach the regional capital (Pamplona).
- Education: regional government plans and manages these services, which can be provided by public or private institutions (the so called "centros concertados"). Local entities are involved in both the provision and management of kindergarten (0-3 years).
- Health: regional government plans and manages these services. The private initiative is mostly limited and financed by insurance companies.

iii. There are sectoral plans regulating services with the exception of Culture. General directives are provided in the regional spatial plans (approved in 2011), yet they are not so used by Departments as they are seen as another sectoral policy rather than a comprehensive approach. Moreover, many determinations are optional rather than mandatory, thus making their implementation more difficult.

iv.

- Physical accessibility: no legal criteria, yet several sectoral plans (Roads Master Plan, …) define accessibility objectives.
- Economic accessibility: education and health are free by law. There are social subsidies to help specific groups (elderly, women, large families…), yet they are discretional at the regional/local level. There is an active social housing policy as well, where prices are fixed per square meter and only certain income groups can benefit.

v. Subsidies are provided for certain services without the possibility for users to choose whether they would prefer to use these funds in the private sector.

- Health/Education: regional funding. Kindergarten funded by local entities as well. In case of private provision of the service, users have to pay.
- Culture/Transport: regional and local taxes as well as payment of users.

vi. There is a trend for the liberalization (do not confuse with deregulation) of certain services. In some regions there is a number of hospitals that are privately managed.

vii. In general terms this concept is not evaluated. Customer satisfaction surveys are used but there are not active policies to evaluate quality of service. As an exception, educational levels are evaluated yearly (PISA report), yet as there are no current strategies based on the results of the evaluation.

viii. To increase efficiency through:

- Liberalization in the provision of services
- Increasing planning and evaluation through indicators to rationalize public expense with a territorial perspective as well as a competitive point of view.

ix.

- Political agenda/ party commitments
- Economic crisis
- Changes in family size

x.

- To increase the use of spatial planning by decision makers.

- Ageing: the increasing of elderly population and the decline of children population will produce a strong shift in the needs of services

II. Practitioners/stakeholders providing SGI

a. Antonio Prieto, Director of Housing at NASUVINSA (public company focused in Spatial Planning and Housing)

i. The company offers several services related to Social Housing: renting, selling and renting with buying rights. The activity of the company originated in the existing gap between supply and demand that translated into high prices of dwellings which left certain groups of population (youngest people, single-parent families, minorities, immigrants, low income and victims of domestic violence and terrorism) out of the housing market. The gap between supply and demand originated mostly in the "better buying a house" culture of the country, the social change produced when families decreased in size, as well as by the buying of second residences by the middle classes and foreigners specially in coastal areas.

The company is an instrument to implement the regional government policies on housing. It is important to note that construction of dwellings is carried out by private firms which follow the legislation in force.

ii. The territorial scope of the company is Navarre.

iii. Quality of buildings constructed is highly regulated in Spain. At any rate, the quality provided is far superior to the requirements of the law. To that end, site manager controls every aspect of the construction process. In addition, at the end of the works, the technical personnel of the company carries out a quality control over the finishes. The quality of the service provided as well as the quality of the construction are evaluated by mean of a survey delivered to every customer one month before possession.

iv. The regional law LFOTU 35/2004 establishes the prices per square meter for social housing as well as the maximum income level and other requirements for applicants, so that the groups aimed at in the social housing policies are reached.

v. Housing Department of the regional government defines needs in social housing and the business plan of the company is oriented to satisfy these needs.

vi.

- Low income groups cannot buy a social house. Subsidies for renting are provided to them as an alternative.
- Economic and labour uncertainty is shifting the interest of young people towards renting.
- Mortgage market restrictions

vii.

- Through a survey delivered to every customer one month before possession. To ensure quality after the construction finished, there is a one-year warranty for finishes, a three-year warranty for plumbing and other systems and a ten-year warranty for the structure of the building. In case any defect is detected by owner, it has the right to invoke the warranty to the company, which orders the builder to provide a solution. This whole process is controlled through a customer information system.

viii.

- Price of social housing is fixed by law.

ix.

- Speculation and bursting of housing market bubble: gap in prices between private and public housing is already closed due to the bursting of the housing market bubble. The former speculation rose land prices and it is not possible to build at current market prices in many areas.

- Social change: family structure has reduced and many families still prefer the ownership model rather than renting a home.
- Economic crisis and labour market: uncertainty in labour conditions and high levels of unemployment is shifting social housing model towards renting rather than selling.
- Financial crisis: difficulties in the banking sector where access to the mortgage market is almost closed.
- Spatial planning.

x.

- Uncertainty: the declining of family incomes increases deprivation and social exclusion.
- Regulation: trend to deregulation of social housing as supply is higher than demand and prices are declining. Nowadays many citizens prefer the housing market rather than a social house as prices are about the same and social housing is protected for 30 years so that owners cannot sell it over the price fixed by the regional government.
- Costs: it is necessary to adapt the structure of costs in the housing market to the new reality. There could be a trend to reduce the average size of dwellings.
- Housing stock: there are more houses than needed so that construction pace will be dramatically slow for the next years.
- Housing restoration: the low access to mortgage market and the smaller incomes of families will increase the number of house restorations.

xi. The sudden change in market conditions make impossible to adjust provision of social housing, as the production cycle is too large. Currently there is an excess in the offer of social housing that will be absorbed in following years.

b. José Muñoz, President of MCP (Commonwealth of municipalities of Pamplona's county)

i. MCP is the only provider of the following services for the 50 municipalities and the 300,000 inhabitants of Pamplona's county: Water, Waste, Urban Passenger Transport (bus and taxi) and Environmental Education. There are other commonwealths in Navarre working in different municipalities. MCP was created in 1982 after a political agreement between several municipalities of Pamplona's county in order to provide more efficient services of high quality to citizens. Services are designed and planned by the staff of MCP and actually provided by subcontractors. As a remarkable difference with other similar Commonwealths in Spain, development of new infrastructures is financed with public funds provided by members (municipalities) while operational costs are financed through charges to final consumers. In case of operational deficit, it is filled with additional funds from municipalities.

ii. The territorial scope of MCP is formed by the municipalities that participate in the Commonwealth.

iii. Surveys to consumers and shareholders are carried out biannually. In case of urban transport, surveys are carried out yearly. Criteria for surveys are clearly established by technical staff of MCP, based on the Engagement Letters shared with customers, and they are performed externally. Conclusions are used to make decisions at the managerial level to improve the service (frequency, punctuality…) and to control the performance of subcontractors.

From the internal point of view, a biannual survey is delivered to workers of MCP to detect improvement areas.

iv. Regarding accessibility and affordability, the Government Body of MCP, where all municipalities are represented, votes to approve or reject the conditions of service and tariffs presented by the technical staff of MCP. The conditions of service are expressed through Engagement Letters and consider the fact that improving a service parameter could worsen others. For instance, to place additional stops in the urban transport system improves accessibility as well as it could adversely affect the average speed of the service. Once tariffs are approved, they are presented to the Department of the Navarre Government with competences in the matter, which has the ultimate word to approve or reject the proposed prices.

v. A business plan is developed every four years. This plan is revised every 6 months. In both cases, approval by the Government Body of MCP is a requisite.

vi. Rural areas are excluded of the urban transport service, which is provided by the interurban transport service designed by the Government of Navarre. In case of handicapped population, they have the right to get a free taxi in case of failure of the accessibility devices implemented in the urban transport buses.

vii. According to quality of public services law, there is phone, online and face-to-face customer support, which is designed around a customer relationship management system to ensure that complains raised by consumers are properly addressed by MCP. Statistics are elaborated and incorporated in the management dashboard.

viii. Price is established by comparing fares of similar organizations (according to consumer organizations MCP offers the third cheapest price for drinking water in Spain) as well as by performing economic viability analysis. It is important to point out that prices are the same for all consumers, no matter where they live or what their income level is. There are no public regulation on prices, yet as it was mentioned previously the Department of the Navarre Government with competences in the matter has the ultimate word to approve or reject the proposed prices.

ix.

- Political agreements between municipalities that make up the Commonwealth.
- Implementation of European environmental laws that make necessary further investments.
- The planning system in the region is mostly developed at the local level, so that there is no integral vision of the territory where MCP develops its activity

x.

- To stabilize the financing model
- To improve collaboration on spatial planning between local entities. For instance to ensure bus only lanes with similar criteria in the whole region.
- To modernize systems and communications to improve internal operations and the service provided to citizens

xi. In the face of the current economic crisis there is a reduction in the number of passengers and thus incomes in the urban transport system. This situation must be faced using one or several strategies: adjust service quality, change financing model, change tariffs.[91]

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