

Adaptation preparedness scoreboard:

Summary for Spain

Disclaimer

Based on the scoreboard in Commission Staff Working Document SWD(2018)460 accompanying the evaluation of the EU's strategy for adaptation to climate change. For referencing this Commission analysis from June 2018, please use the full version in the SWD.

SUMMARY

Overall progress

Currently (until 2020) the third work programme (WP3) of the Spanish national adaptation strategy is being implemented. Spain has suitable stakeholders' coordination and involvement structures. Spain has appropriate means to address knowledge development and knowledge gaps to tackle climate risks and vulnerabilities. Transboundary risks need further consideration. The main challenges lie in mainstreaming adaptation in planning processes. Spain has neither prevention/preparedness strategies in place under national disaster risk management plans, nor insurance or alternative policy instruments that provide incentives for investments in risk prevention.

Adaptation strategies

Spain adopted its national adaptation strategy, the National Climate Change Adaptation Plan (Plan Nacional de Adaptación al Cambio Climático - PNACC), in 2006¹. The PNACC, which is updated through work programmes, constitutes the reference framework for Spanish public administrations to address the impacts of climate change over key sectors and resources. All Spanish regions apart from Asturias and Rioja have adopted regional action plans or adaptation strategies², covering 97% of Spain's population.³

Adaptation action plans

The PNACC is implemented through work programmes⁴ which determine priority activities. WP3 was adopted in December 2013 for the period 2014-2020. WP3 enlarges the number of vulnerable sectors and territories to be assessed⁵ and addresses governance and

¹ PNACC (2006). Available at: <http://climate-adapt.eea.europa.eu/metadata/publications/the-spanish-national-climate-change-adaptation-plan-pnacc>

² AdapteCCa, URL: <http://www.adaptecca.es/administracion-autonomica-local/comunidades-autonomas>, Date accessed: 07/05/2018; Committee of the Regions, 2016, Regional and Local Adaptation in the EU since the Adoption of the EU Adaptation Strategy in 2013, URL:

<http://cor.europa.eu/en/documentation/studies/Documents/Local%20and%20regional%20adaptation.pdf>

³ INE, 2018, *Población por comunidades y ciudades autónomas y tamaño de los municipios*, URL:

<http://www.ine.es/jaxiT3/Datos.htm?t=2915>, Date accessed: 07/05/2018

⁴ PNACC, 2009, National Adaptation Plan, Spain, URL: <http://climate-adapt.eea.europa.eu/metadata/publications/national-adaptation-plan-spain>

⁵ The following sectors have been considered by the PNACC-WP3 to address adaptation actions during the period 2014-2020: Biodiversity; Forestry; Water; Soils; Agriculture, fishing, aquaculture; Tourism; Health; Finances/ Insurance; Energy; Industry; Transport; Urbanism and building; Hunting and inland fishing); Geographic Territories (Islands; Marine environment; Countryside; Urban areas; Mountains; Coastal Areas.

stakeholder engagement aspects.⁶ To date, 1,817 municipalities are signatories to the Covenant of Mayors for Climate and Energy for the adaptation commitment⁷.

Step A: Preparing the ground for adaptation

1 Coordination structure

The Climate Change Office (OECC), a General Directorate of the Ministry for the Ecological Transition, is responsible for adaptation policy-making. Horizontal coordination is the responsibility of: the National Climate Council (CNC) which makes policy recommendations⁸; the Coordination Commission of Climate Change Policies (CCPCC), which adopts adaptation plans and reports and ensures coordination between national, regional and local levels and between these and the European Commission; and the Environmental Sector Conference, which coordinates at political level.

2 Stakeholders' involvement in policy development

The PNACC was adopted after a public consultation process channelled through the national bodies CCPCC, CNC, and the Inter-Ministerial Climate Change Commission and the Sectoral Conference on Climate Change⁹ which included the public administration, NGOs and interested social sectors¹⁰. Although transboundary cooperation is not explicitly mentioned in the PNACC, there are cooperation mechanisms in place in both the Pyrenees and the border with Portugal.

Step B: Assessing risks and vulnerabilities to climate change

3 Current and projected climate change

Atmospheric climate data and analyses are provided by the Spanish Meteorological Agency (AEMET)¹¹. AEMET produces regional scenarios following the IPCC, the latest being the regional downscaled scenarios from AR5 global models¹². In 2005, a first report assessed the foreseeable impacts of climate change on a variety of sectors and ecological systems¹³. Since then many sectoral assessments on impacts and vulnerability have followed.¹⁴ Spain cooperates with Portugal to jointly address vulnerability issues around biodiversity, marine ecosystems and forestry.

⁶ Ministerio de Agricultura, Alimentación y Medio Ambiente, 2013, Plan Nacional de adaptación al cambio climático (III Programa de trabajo (2014/2020), URL: http://www.mapama.gob.es/es/cambio-climatico/temas/impactos-vulnerabilidad-y-adaptacion/3er_programa_trabajo_pnacc_tcm30-70400.pdf

⁷ Pacto de los Alcaldes para el Clima y la Energía, URL: <http://www.pactodelosalcaldes.eu/sobre-nosotros/la-comunidad-del-pacto/firmantes.html>, Date accessed: 07/05/2018

⁸ Climate-Adapt, Countries, regions and cities / Country Information / Spain, Engaging Stakeholders, URL: <https://climate-adapt.eea.europa.eu/countries-regions/countries/spain>, Date accessed: 08/05/2018

⁹ PNACC, 2006, LIFE SHARA - Sharing Awareness and Governance of Adaptation to Climate Change in Spain, LIFE15 GIC/ES/000033, URL: http://ec.europa.eu/environment/life/project/Projects/index.cfm?fuseaction=search.dspPage&n_proj_id=5679, Date accessed: 07/05/2018

¹⁰ Which NGOs and other parties these were is nowhere specified.

¹¹ AEMET, URL: <http://www.aemet.es/es/portada>, Date accessed: 07/05/2018

¹² AEMET, Proyecciones climáticas para el siglo XXI. Gráficos, URL: http://www.aemet.es/es/serviciosclimaticos/cambio_climat/result_graficos?opc6=0, Date accessed: 07/05/2018

¹³ MAPAMA, 2005, *A Preliminary General Assessment of the Impacts in Spain due to the Effects of Climate Change*, URL: http://www.mapama.gob.es/en/cambio-climatico/temas/impactos-vulnerabilidad-y-adaptacion/plan-nacional-adaptacion-cambio-climatico/eval_impactos_ing.aspx, Date accessed: 07/05/2018

¹⁴ Climate-ADAPT, Countries, regions and cities / Country Information / Spain, URL: <https://climate-adapt.eea.europa.eu/countries-regions/countries/spain>, Date accessed: 09/05/2018

4 Knowledge gaps

The PNACC and its knowledge gaps are addressed by the National Strategy for Science, Technology and Innovation (2013-2020), and the State Plan for Scientific and Technical Research and Innovation (2017-2020)¹⁵. Adaptation knowledge is also funded at the national level through grants for research on protected areas and through grants from the Biodiversity Foundation for climate change and adaptation projects.

5 Knowledge transfer

AdapteCCa¹⁶ is Spain's web-based adaptation platform. Developed by the OECC, it provides information and tools on territorial and sectoral adaptation. Sectoral workshops by the OECC and the national centre for environmental education (CENEAM) bring researchers, policymakers and civil society together. The PNACC is presented in training courses (e.g. university). Educational and awareness-raising materials¹⁷ have been produced mostly targeting a technically proficient audience.

Step C: Identifying adaptation options

6 Adaptation options' identification

The 3rd Work Programme of the PNACC added a set of geographical units into sectoral assessments of impacts and vulnerability.¹⁸ The selection of priority adaptation options took into account a stakeholder consultation and the PNACC seminars. The National Committee on Disaster Risk Reduction includes the OECC. The WP3 considers DRR as a crosscutting matter to be included in all sectors and territories; but DRR currently does not take climate change impacts and projections sufficiently into account, and the PNACC does not include sufficient DRR measures.

7 Funding resources identified and allocated

Since 2015 there has been a dedicated financing line for adaptation projects across various sectors in the framework of the PNACC: The PIMA Adapta plan.¹⁹ The OECC also mobilises funds from its partners (Fundación Biodiversidad, AEMET, CENEAM, regional authorities) to fund cross-cutting actions. However, the relevant priority sectors receive ad hoc funding rather than consistent funding for implementation.

Step D: Implementing adaptation action

8 Mainstreaming adaptation in planning processes

¹⁵ PECTI, 2017, Plan Estatal de Investigación Científica, Técnica y de Innovación, URL: <http://www.idi.mineco.gob.es/stfls/MICINN/Prensa/FICHEROS/2018/PlanEstatalIDI.pdf>, Date accessed: 16/05/2018

¹⁶ AdapteCCa, Visor de Escenarios de Cambio Climático, URL: <http://escenarios.adaptecca.es/#&model=multimodel&variable=tasmax&scenari=rcp85&temporalFilter=YEAR&layers=AREAS>, Date accessed : 07/05/2018

¹⁷ MAPAMA, Publicaciones y documentación, folletos, URL: <http://www.mapama.gob.es/es/cambio-climatico/publicaciones/publicaciones/folletos.aspx>, Date accessed: 07/05/2018

¹⁸ Personal contact with Member State representative in May 2018

¹⁹ MAPAMA, 2015, Nota de Prensa, García Tejerina presenta el Plan PIMA Adapta, que destina 12,1 millones de euros a más de 40 actuaciones para impulsar la adaptación al cambio climático en España, URL: http://www.mapama.gob.es/es/red-parques-nacionales/red-seguimiento/pima-adapta/qarciatejerinapresentaplanpimaadapta_tcm7-364855_noticia_tcm30-61778.pdf, Date accessed: 07/05/2018; MAPAMA, Plan PIMA Adapta AGUA, URL: <http://www.mapama.gob.es/es/aqua/planes-y-estrategias/plan-pima-adapta-aqua.aspx>; MAPAMA, Plan de Impulso al Medio Ambiente para la Adaptación al Cambio Climático en la Red de Parques Nacionales, URL : <http://www.mapama.gob.es/es/red-parques-nacionales/red-seguimiento/pima-adapta/PIMA.aspx>

Spain considers climate change adaptation at all stages and programmes with potential environmental effects.²⁰ Spain's civil protection mechanism does not include future climate extremes but the PNACC addresses the assessment of lessons learnt after extreme events.²¹ Proposals for adaptation mainstreaming have been included in strategic national planning documents but there is no evidence that land use and spatial planning policies address climate impacts. Progress has been made integrating adaptation into national sectoral policy instruments. Adaptation is not mainstreamed in insurance, with exceptions in agriculture.

9 Implementing adaptation

National adaptation activities have focused on the development of reports assessing impacts, vulnerability and capacity building. Implementation takes place at the regional level and is supported by the EU LIFE programme and by national funding (PIMA-Adapta²²). Integration of climate change into EIA and SEA legislation has been supported by guidelines²³ and a dedicated website²⁴. Spain has strong coordination and cooperation mechanisms between regions, local authorities, and other stakeholders. However, there is a lack of evidence of cooperative implementation of adaptation policies and measures.

Step E: Monitoring and evaluation of adaptation activities

10 Monitoring and reporting

A report assessing the implementation of the PNACC is published by the OECC every three years, the latest being the report from January 2014.²⁵ These reports provide a qualitative assessment of progress concerning the actions to carry out and results achieved by the work programme. These reports cover sectoral monitoring of adaptation as well as regional monitoring (albeit not in much detail) through factsheets with checklists of the actions carried out at the regional level.

11 Evaluation

PNACC progress reports are used as the evaluation tool to review the Work Programmes. The review process involves the progress reports and the draft reviewed Work Programmes. These are complemented with feedback from the stakeholders represented in the PNACC coordination bodies and agreed with them.

²⁰ BOE, 2013, Ley 21/2013, de 9 de diciembre, de evaluación ambiental, URL:

<https://www.boe.es/buscar/pdf/2013/BOE-A-2013-12913-consolidado.pdf>, Date accessed: 07/05/2018

²¹ Climate-ADAPT, Home / Countries, regions and cities / Country Information / Spain, Sectors & Actions, URL: <https://climate-adapt.eea.europa.eu/countries-regions/countries/spain>, Date accessed: 15/05/2018

²² MAPAMA, Plan PIMA Adapta en la Red de Parques Nacionales, URL: <http://www.mapama.gob.es/es/red-parques-nacionales/red-seguimiento/pima-adapta/PIMA-red-parques-nacionales.aspx>, Date accessed: 07/05/2018

²³ Climate-ADAPT, Home / Countries, regions and cities / Country Information / Spain, Assessments, URL: <https://climate-adapt.eea.europa.eu/countries-regions/countries/spain>

²⁴ EIA, URL: <http://cambioclimatico.eia.es>, Date accessed: 07/05/2018

²⁵ MAPAMA, 2014, Plan Nacional de Adaptación al Cambio climático - Tercer Informe de Seguimiento, URL: http://www.mapama.gob.es/es/cambio-climatico/temas/impactos-vulnerabilidad-y-adaptacion/plan-nacional-adaptacion-cambio-climatico/planificacion_seguimiento.aspx, Date accessed: 07/05/2018