

CONCEPT DESCRIPTION

Community level:

Territorial Organization of the State

In contrast to the model of centralised territorial organization, the [Constitution](#) of 1978 represents a clear break with tradition. In only twenty years, it has managed to promote a continuous and extensive devolution of powers from the General State Administration to the Autonomous Communities. As a result Spain has become one of the most decentralised states in Europe.

The basic principles underlying this form of territorial organization are as follow: equality of all citizens regardless of the territory in which they live, unity of the Spanish nation, solidarity among the different Autonomous Communities, and autonomy, i.e., the capacity of the different nationalities and regions to exercise their own powers. All these principles are dominated by a general principle, that of constitutional loyalty.

The various governmental functions are distributed between the State and the 17 autonomous communities. These tasks are divided into three categories:

- exclusive functions over matters in which either the State or the Autonomous Community in question have full legislative and executive power;
- shared functions over matters in which the State and the Autonomous Community in question have joint legislative and executive powers;
- concurrent functions over matters in which both the State and the Autonomous Communities may act.

The Constitutional Court has the jurisdiction to resolve any dispute regarding the assignation of powers that may arise between the State and the Autonomous Communities. However, there are also other means of cooperation and collaboration between public administrations, which help to avoid such disputes. An example of these can be found in the Sectional Conferences, integrated by the highest authorities both within the State and the Autonomous Communities.

From an organizational point of view, Town Councils are the governmental and administrative institutions of the Municipalities, while Provincial Deputations are the equivalent bodies in the Provinces. The Mayor is elected by an absolute majority of

votes cast by the Town Councillors. Furthermore, active and passive voting rights are not limited to Spanish citizens in municipal elections; all European Union citizens resident in Spain may exercise this constitutional right.

- **The General State Administration**

The main task of the General State Administration consists of applying the State Government's administrative policy. To accomplish this purpose, the General State Administration is organised into different Ministries (currently numbering fifteen, including a minister without portfolio) with headquarters in Madrid, and specific peripheral services throughout the national territory. The ministries also make use of certain public organisms and agencies endowed with a considerable level of autonomy.

Following the distribution of tasks between the State and the Autonomous Communities, the General State Administration essentially performs functions such as the enactment of legislation and planning within various sectors of activity, the relationship with the EU, and cooperation with the various Autonomous Communities and local authorities.



Objectivity, impartiality and efficiency of all public administrations are endorsed by the Spanish Constitution and put into practice through a unitary law on administrative procedure. The same law determines the function of the administration, including the validity of the use of computer and telematic media to address the citizenry. The law in question also regulates any formal requirement of the administrative function, as well as the various steps to proceed within all the public administrations.

- **Regional Government**

The Constitution proclaims the indissoluble unity of the nation, but it also recognises and guarantees the right to the autonomy of all nationalities and regions that are comprised in the State of Spain.

There are 17 Autonomous Communities at present: [Andalusia](#), [Aragon](#), [Asturias](#), [the Balearic Islands](#), [the Canary Islands](#), [Cantabria](#), [Castile and Leon](#), [Castile-La Mancha](#), [Catalonia](#), [Extremadura](#), [Galicia](#), [Madrid](#), [Region of Murcia](#), [Navarran Foral Community](#), [the Basque Country](#), [La Rioja](#) and the [Valencian Community](#). In addition, [Ceuta](#) and [Melilla](#) became cities with statutes of autonomy of their own.



Each Community has his own capital and political structure based on a unicameral Legislative Assembly, elected by universal suffrage. This Assembly elects a president from within its ranks to be the highest representative of the Community. The executive and administrative powers are exercised by the Council of Government, headed by the president and responsible to the Assembly. Citizens of the Autonomous Community elect members for the Regional Parliaments in direct and secret elections.

Among the functions of the Autonomous Parliament are included: the election of the president of the Autonomous Community, the adoption of legislation on those matters that fall under its authority, the approval of the budget for the Autonomous Community and, finally, the control of the action of the Autonomous Government.

A president and a cabinet constitute the Autonomous Government which exercise all the executive and administrative powers conferred to the Autonomous Communities.

Jurisdiction

As a consequence of the capacity of self-organization assigned to the Autonomous Communities, they are entitled to structure their own public administrations as they consider appropriate, provided that they act within the framework of basic regulations laid down by Parliament.

The division of powers between the Autonomous Regions and the Central Government is outlined in Article 148 and Article 149 of the Constitution.

The areas considered of exclusive jurisdiction of the National Government include international affairs; defence; justice; criminal, commercial, and labour legislation; merchant shipping; civil aviation; foreign trade and taxation; economic planning; finances; and public safety, among others.

The process of transference of competences that has taken place over the last 20 years has been so far-reaching that Autonomous Communities now exercise full powers in matters of relevance to modern societies such as education, culture, health, agriculture, industry, employment policy and infrastructure within their territories. Equally, the process of decentralisation has reached such a level that, nowadays 42% of all civil service employees and 35% of the total expenditure of the public administrations belong to the Autonomous Communities.

The Constitution recognises the right of the Autonomous Communities towards financial autonomy "for the development and enforcement of their authority." (art. 156 SC). These Communities receive direct and indirect revenues from the Central Government and from their own local taxes and special levies. They are also entitled to borrow money. The Constitution declares that Communities' financial autonomy must be exercised in coordination with the policies from the Central Government, who is ultimately responsible for taxation and who guarantees equal opportunities for all citizens, regardless of the Autonomous Community they reside in.

Relations between the General State Administration and Autonomous Communities are based on the essential principle of cooperation between public administrations. This is implemented in a series of instruments, such as administrative agreements, sectional conferences and bilateral cooperation commissions, and various bodies that debate and decide important issues concerning public administrations.

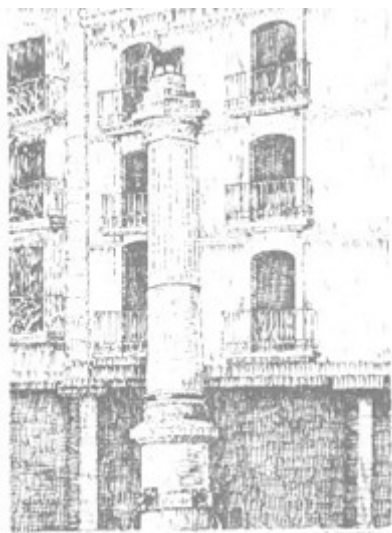
- **Local Government**

The Constitution guarantees the autonomy of municipalities. These shall enjoy full legal personality. Their government and administration shall rest in their respective Town Councils, which consists of Mayors and Councillors. The residents of the municipality shall elect councillors by universal, equal, free, direct and secret suffrage, as provided for by the law. The Mayors shall be elected by the Councillors or by the residents. The law shall lay down the terms under which an open council of all residents may take place.

There are fifty provinces and more than eight thousand municipalities, with great contrasts in their population. Only one hundred and eighteen municipalities have more than forty five thousand inhabitants.

The Municipality

Municipalities have executive powers with regard to a large number of services, such as transport, social services, sanitation and traffic, the reason being that municipalities are the public administration that is closest to the citizens. These executive powers need to be performed within the framework of the legislative powers of the State and the Autonomous Community, depending on the matter at stake.



The responsibilities of the municipalities vary according to the size of their populations. Municipal governments share responsibility with the Regional Government in matters of health and education. Both the Central and the Regional Governments may delegate additional powers to specific municipalities. A Municipal Council, whose members are directly elected by universal suffrage and according to proportional representation, administers government at the municipal level. The population of the municipality determines the number of council members (by law a minimum of five is required). There is no limit to the number of times councillors may be re-elected. If they pass away, resign, or are dismissed, the next person on the electoral list of their political party replaces them. There are no by-elections.

The council is elected every four years, and it cannot be dissolved. It oversees the budget, and it may raise taxes to supplement grants from the Central and Regional Governments.

A Mayor is designated after the local elections from among the Council members as head of each Municipal Council.

In municipalities of over 5,000 inhabitants, a Municipal Commission is designated to assist the Mayor in the exercise of his duties. Municipal administration in such towns is

divided into departments and districts, the heads of which are ultimately responsible to the Mayor.

The Province

The province is a local entity, with its own legal personality, which arises from the union of several municipalities, as well as territorial division designed to carry out the activities of the State. The General Parliament in an organic act must approve any alteration of provincial boundaries. The government and the autonomous administration of the provinces shall be entrusted to Provincial Councils (*Diputaciones*) or other Corporations that must have a representational character.

The provincial government is administered by a Provincial Council composed of deputies elected by the municipal councillors from their own ranks. They are members of the Provincial Council for four years and may be re-elected for as many terms as they hold the post of municipal councillors. Like municipal councils, the Provincial Council does not have the power to draft major laws.

A president elected by the members of the full council leads each Provincial Council. The president bears the responsibility for the government and administration of the province.

Provincial government is administered differently in the Basque Provinces, the single-province Autonomous Communities, the Balearic Islands, and the Canary Islands. The Basque Provinces possess certain privileges due to their status as "historic territories". This makes their provincial councils more powerful than those of other provinces.

The Autonomous Communities that are made up of a single province assume all provincial powers and responsibilities, thereby obviating the need for provincial institutions. Because of the geographical separation that exists within the group of islands, both government and administration have been entrusted to Island Councils, which enjoy broader powers than their provincial counterparts.

Migratory balance, internal, external and by Autonomous Community

	Immigration			Emigration			Balance			Population 2004	Ratio Balance /2004
	Total	Internal	External	Total	Internal	External	Total	Internal	External		
Total SPAIN	2212007	1527446	684561	1582538	1527446	55092	629469	0	629469	43197684	14,57
Andalucía	319013	224577	94436	213687	210668	3019	105326	13909	91417	7687518	13,70
Aragón	53323	34927	18396	35367	34466	901	17956	461	17495	1249584	14,37
Asturias (Principado de)	31324	25628	5696	26893	26448	445	4431	-820	5251	1073761	4,13
Balears (Illes)	67824	45058	22766	48090	46393	1697	19734	-1335	21069	955045	20,66
Canarias	118568	82862	35706	82943	81882	1061	35625	980	34645	1915540	18,60
Cantabria	27275	22600	4675	21222	20942	280	6053	1658	4395	554784	10,91
Castilla y León	97052	76925	20127	82265	81382	883	14787	-4457	19244	2493918	5,93
Castilla-La Mancha	95918	70890	25028	59402	58658	744	36516	12232	24284	1848881	19,75
Cataluña	470888	316757	154131	341003	319745	21258	129885	-2988	132873	6813319	19,06
Comunidad Valenciana	280768	178062	102706	167927	161462	6465	112841	16600	96241	4543304	24,84
Extremadura	28905	23800	5105	24702	24190	512	4203	-390	4593	1075286	3,91
Galicia	95009	75643	19366	79957	77520	2437	15052	-1877	16929	2750985	5,47
Madrid (Comunidad de)	331772	212457	119315	253886	245788	8098	77886	33331	111217	5804829	13,42
Murcia (Región de)	67477	39673	27804	37113	36115	998	30364	3558	26806	1294694	23,45
Navarra (Comunidad Foral de)	29951	23150	6801	23694	23024	670	6257	126	6131	584734	10,70
Pais Vasco	74524	59080	15444	66493	62670	3823	8031	-3590	11621	2115279	3,80
Rioja (La)	18034	11752	6282	11490	10749	741	6544	1003	5541	293553	22,29
Ceuta	1934	1632	302	2681	2656	25	-747	-1024	277	74654	-10,01
Melilla	2448	1973	475	3723	2688	1035	-1275	-715	-560	68016	-18,75

For a map overview go to: <http://www.terra.es/personal8/926210878/map/espan.htm>

In Spain, when we speak of **community level** we refer to the city councils level. Together with the regional authorities, they are responsible for education, health, social services, housing, community resources.... It is also at this level where social organizations act, mainly providing supporting service.

Community development

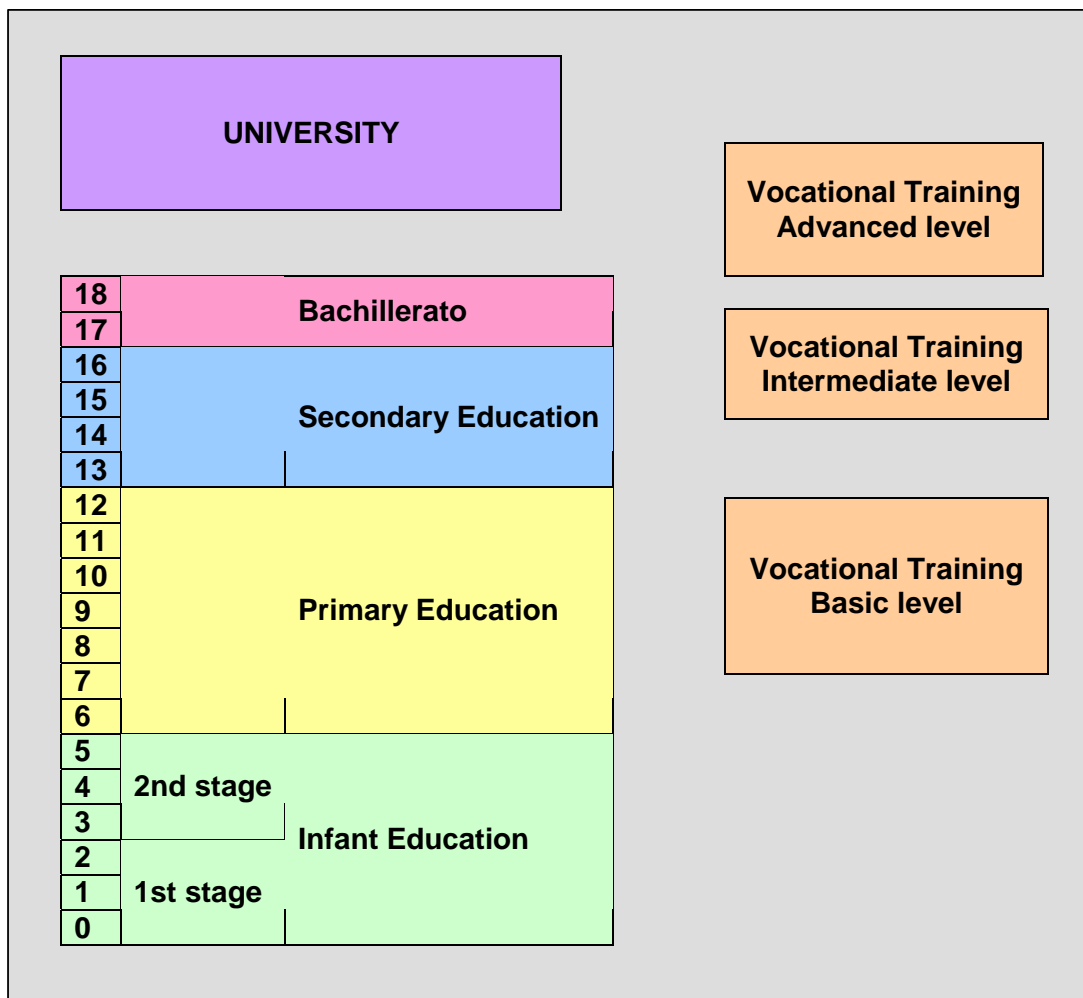
It is described as the series of strategies used to tackle globally what belongs to the individual and his/her environment: education, housing, health, employment, local environment, leisure, social participation... Community development's aim is to see the person globally, identifying all his/her needs, and working to give them an appropriate answer.

Here we include every possible interaction between all the agents acting at a local level -city council, regional authorities, local agents-: projects, programmes and actions related to basic services.

Target groups of G2 DIECL in Spain: adult educators, city council workers, minorities, adults

The project DIECL in Spain is addressed to:

Adult Educators: those professionals who work in the field of adult education, which covers training activities for people over 16; in Spain, education is compulsory from 6 to 16 years old, at the end of which you get your Secondary Education Graduate;



Adult Education focuses on persons with risk of exclusion, on those who wish to get basic qualifications, or improve their professional skills or learn Spanish as a second language.

The three main educational agents are:

- Regional authorities: Public Adult Education Centres
- City councils: Adult Education classrooms
- non-profit social organisations working in adult education

Their main offer for adults:

- basic education in two levels: level I: literacy (this level lasts for as long as the person needs, normally 1 to 3 years); level II: basic culture (1 year) and GESPA (Secondary Education Graduate for Adults), 2 years
- Occupational workshops, pre vocational training,
- Personal development activities: workshops, seminars...
- Spanish as a second language for immigrants

All these actions are regulated by a national law (LOE, Organic Law of Education) which allows a certain level of responsibility at regional level. With regard to Adult Education, regional authorities are responsible for the development of specific regulations (LEPA), always respectful of the framework established by the LOE.

In Spain, Adult Educators need to have a Bachelor's Degree in Education to teach in accredited schools, whereas for other kinds of activities a variety of qualifications is allowed.