

# National/Regional Policy Context

## Spanish/Catalan Case-Study (Pyrenees)



# Climate Change Policies in Spain/Catalonia

# Climate Change

## Spain:

- Law [895/2017](#) establishes that the Secretariat of Environment as part of the Ministry of Agriculture, Livestock management and Environment is responsible for environmental policies including policies and plans of mitigation and adaptation to CC. A new law of Climate change now under debate.
- Apart from Declarations of Principles, such as the Spanish Mountain Declaration, there are not specific policies related to marginal rural areas, and specifically mountain areas (which we examine in the case study of Pyrenees)
- No mention to gender

## Catalonia:

- Law 16/2017 of Climate Change (resilience and vulnerability, participation, energetic transition, importance of local governments). After the referendum it was abrogated by Spanish Government and it's now under examination of tribunals.
- Since year 2006 Catalonia has two formal instruments: the Catalan Office of the Climatic Change and the Interdepartmental Commission of the Climate Change. The Catalan Office for Climate change ascribed to the General Direction of Environmental Quality and Climate Change of the Secretary's Office of Environment is the regional agency in charge of the research, monitoring and implementation of policies and measures on climate change. The interdepartamental Commision coordinate cross-cutting actions among Departments and policies.
- No explicit mention to gender and climate change. However, the Department of Agriculture Fishery, Livestock and Food has diverse instruments to apply transversal gender policies to gain in gender equity in the rural and agrifood sectors.

# Gender Policies in Spain/Catalonia

# SPAIN

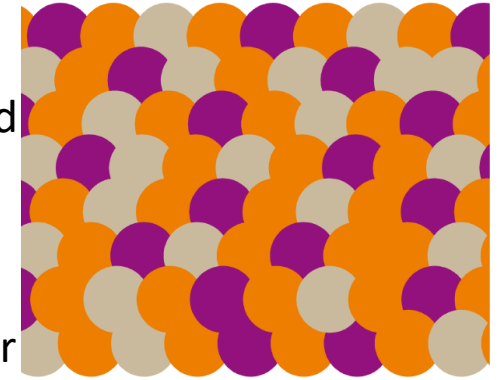
- Organic Law 3/2007 for effective equality between men and women (seeks to transversalise gender perspective in all public policies)
- In Cooperation to development: II National Plan of action: women, peace and security (II PNA MPS) 2017-2023. It is a strategic framework, not giuridic:

Action 1.5 of II PNA MPS: To incorporate the gender dimension in the Spanish international cooperation in Science, Technology and Innovation (STI). Supports the balanced participation of men and women and the integration of gender analysis in programs, projects and actions.

- The State Secretary of Universities, research, Development and Innovation (SEUIDI) has developed several activities to fulfil this action:
  - The observatory of women, science and innovation, with a working commission on: Incorporation of gender perspective in the new strategy of S&T and the international cooperation S&T.
  - Methodological framework to assess gender in international cooperation in STI, PDF at <http://genderaction.eu/about-project/deliverable-reports/>)
  - Report on gender policies in international cooperation (17 July 2018, Briefing paper n.6: Gender-responsive international cooperation for Horizon Europe, PDF at <http://genderaction.eu/horizon-europe/>)

# CATALONIA

- Law 17/2015 for effective equality between men and women (to transversalise gender perspective in all public policies) . Two instruments to apply gender policies:
  - The Institute of Women that coordinate, design and assess policies of gender equality
  - The Observatory of gender equality, a organism of expert that assessorate the Institute and supervise the accomplishment of the law
- Strategic plan for women's policies of the Comunitat Autònoma
- A new programme for women in Rural and Coastal Communities of Catalonia. Rural policies and gender policies are addressed to valorize TEK transmission and the role of women, visibilize their contribution to the productive and identitary rural world, recognize innovative networks and short chains.
- Experiences in local municipalities and practical guide for design of local level gender policies
- Director Plan for cooperation for development, which specific attention to gender equality



## Programme for Women in Rural and Coastal Communities of Catalonia

2016-2020



## PLA DIRECTOR DE COOPERACIÓ AL DESENVOLUPAMENT 2015-2018

PER UN PAÍS  
COMPROMÈS AMB  
LA IGUALTAT  
DE GÈNERE I ELS  
DRETS HUMANS

Policy Analysis affecting mountain social-  
ecological systems and extensive livestock  
management (case study Pyrenees)

(Data obtained from PACTORES Project)

	Source/Level (national, regional, local)	Nature of the policy measure	Description of the objectives	Effects on the agropastoral ecosystems (rangelands, cornfields...)	Effects on the pastoralist households (economy, access to resources...)	Effects on the livestock (animal health, mobility...)	Effects on the society	Other effects
Creation of the Alt Pirineu Natural Park the 1st August 2003 by the Catalan Government (Decret 194/2003)	Regional	A, B	Nature conservation and cohabitation with livestock	Negative: Only some few plots are restricted to livestock. Positive: Highlighting the importance of livestock for conservation of HNV habitats, such as semi-natural meadows and alpine pastures.	Negative: Few pasture plots are not accessible for livestock.		Positive: Tourism promotion and this people might consume pastoral products. Negative: some pastoralists complain that the managers of the Park are more sensitive to species than to themselves.	
Alt Pirineu Natural Park subsidies to enhance the pastoral activity within the Park	Regional	A	Pastoral infrastructures (roads, Canadian step...) improvement of pastures (reducing presence of bush in pastures)	Positive: pasture conservation Negative: only within the borders or the park these interventions are conducted	Negative: too much bureaucracy for pastoralists who tend not to be used to this.			



<p>Creation of Aigüestortes i Estany de Sant Maurici National Park in 1955, Spanish Government Decret</p>	<p>National</p>	<p>A, B</p>	<p>Nature Conservation</p>	<p>Negative: lot of areas were restricted from grazing.</p>			<p>Positive: Tourism promotion (potential consumers of pastoral products)</p>	
<p>Aigüestortes i Estany de Sant Maurici National Park subsidies to enhance the pastoral activity within the Park</p>	<p>National</p>	<p>A</p>	<p>Pastoral infrastructures (roads, Canadian step...) improvement of pastures (reducing presence of bush in pastures)</p>	<p>Positive: pasture conservation Negative: only within the borders or the park these interventions are conducted</p>				
<p>Natura 2000 Network (Habitats Directive 92/43/CEE and Birds Directive 79/409/CEE)</p>	<p>EU-national-regional</p>	<p>A, B, D</p>	<p>Creation of Special Protection Areas, Sites of Community Importance, and Special Areas of Conservation There is certain restriction in the land use within the established borders and several compensations are established to compensate the effects that these limitations might have on pastoralists. These payments are done within the framework of the Rural Development Program (see below)</p>	<p>Positive: Protection of pastures from other land uses, such as the construction of tourism infrastructures.</p>	<p>Negative: increased bureaucracy</p>			

Brown bear reintroduction		B, E, D	<p>Pastoralists are prompted to adopt shepherd dogs to watch the herd while pastoralists are not with the animals to protect them.</p> <p>Pastoralists are prompted to demonstrated that it was the bear who depredate their animals in case this takes place</p>		<p>Negative: Reintroducing the guard dog requires time, something that pastoralists are having less and less due to the lack of working force.</p> <p>Negative: why are pastoralists the ones who have the burden of proof?</p> <p>Positive: in some areas there exists nice schemes of cohabitation between the brown bear and livestock</p>			
EU Sanitation rules: EU on cattle Council Directive 64/432/EEC; EU on ovine and caprine Council Directive 91/68/EEC	EU-national-regional	B, D	<p>Brucellosis has been eradicated in sheep in Catalonia this year</p> <p>Tuberculosis is an issue for cattle. Once an animal is positive in the tuberculin test, the whole herd is obliged to remain immobile.</p>		<p>Negative: the lack of capacity to move the herd is devastating for the pastoral economy, particularly in this summer (time to use the alpine communal pastures). Too much immobilization for pastoralists that did all ok.</p> <p>Negative: What about the effect of wild fauna acting as wild reservoirs? Who is the responsible of managing these wild animals?</p>	<p>Negative: is this test adequate? Many pastoralists doubt it.</p>		
Lack of policy managing the wild fauna beyond natural reserves.		B	<p>Deregulation of wild animals (wild goat, deer, roe deer, fallow deer, wild goat, and wild boar fundamentally)</p>	<p>Negative: competition between wild and domestic ungulates for the best pastures (particularly those semi-cultivated by pastoralists)</p>		<p>Negative: wild fauna might act as a reservoir of illnesses.</p>	<p>Negative: car accidents</p> <p>Positive: reservoir of beauty</p>	
Hunting and the National Hunting Reserves: Boumort National Hunting Reserve - Act 17/1991; Alt Pallars National Hunting Reserve - Act 8/ 12	Local-Regional	B	<p>Hunting is a common activity in the region, with hunters' association in almost every single village. Existence in the region of two National Hunting Reserves. Hunting Exploitation Plans are made for many of the hunting areas and particularly for the two National Reserves.</p>		<p>Positive: Economic benefits for municipalities and private owners.</p> <p>Negative: the management objective of the hunting areas often does not go in line with the interests of pastoralists. High densities of deer and other ungulates are damaging pastoralist pastures (they are not receiving any compensation for them), are also causing car accidents, and these wild ungulates can behave as reservoirs of illnesses affecting livestock.</p>			

Forest Act (“Ley forestal – Ley de Montes”)	National	C	<p>Catalogue of “forests of public utility”</p> <p>Agreement between administration and owner to receive technical advise</p> <p>Design of Use Plans (wood, pastures, mushrooms, beekeeping, hunting...)</p> <p>Being a member of this catalogue goes also with certain obligations: (i) keep 15% of the benefits to be reinvested to improve the management; (ii) more access to subsidies - 100% of subsidy or 80% if not within the catalogue for Forest Management Subsidy form FEDER funds.</p>					
Sustainable Forest Management Subsidy form EU FEDER funds.	EU	C, D,	<p>For both private and public forests.</p> <ul style="list-style-type: none"> <li>- Forestry improvement</li> <li>- Wildfire prevention</li> <li>- Extreme events recovery</li> <li>- Road network conservation</li> </ul>					
Fire Safety Management	Regional	C	To prevent wildfires by reducing combustible	Positive: Pastures conservation and prevention from forest encroachment (reducing tree density, clearing under the trees)				
First Pillar of the Common Agricultural Policy: direct payments	EU	D, E	<ul style="list-style-type: none"> <li>- Woody vegetation</li> <li>- New incorporations</li> <li>- Greening and conditionality</li> <li>- Direct payments</li> <li>- decoupling</li> </ul>	<p>Negative: less subsidy for woody pastures, which are common in Mediterranean environment.</p> <p>Positive: the requirement for ‘greening’ and ‘conditionality’ might be better observed by pastoralism than by other livestock systems.</p> <p>Positive/negative: decoupling direct payments from production is positive for pastoralist since they do not product a lot, but it is not an incentive to focus on reproduction in a region where the main problem is abandonment.</p>	<p>Positive: 20% of the income approximately depends on these payments.</p> <p>Positive: support to new incorporations into the pastoral business.</p> <p>Negative: history-based payments makes it even more difficult for new pastoralist.</p> <p>Negative: it contributes to keep low the price of lambs.</p>			

<p>Second Pillar of the CAP: Rural Development Plan of Catalonia</p>	<p>EU-National-Regional</p>	<p>D, E</p>	<p>Agro-environmental Schemes</p> <ul style="list-style-type: none"> <li>- Organic production subsidy</li> <li>- Autochthonous animal breed conservation</li> <li>- Semi-natural grassland preservation</li> <li>- Understory pasture for equids (not applied in the region)</li> </ul> <p>Measure to compensate living in Areas with Natural Constraints, mountains, and other specific constraints (above 1000 m.a.s.l or steeper than 20%, or a combination of above 600 m.a.s.l and steeper than 15%)</p> <p>Measure to improve the viability of forests and prevent wildfires. Annual subsidies for reducing tree density, clearing under the trees.</p> <p>Measure to improve transformation and commercialization of pastoral produce</p> <p>LEADER Initiative to promote local development</p> <p>Measure to facilitate the incorporation of new farmers.</p>	<p>Positive: conservation of pastures. Foster understory grazing.</p>	<p>Positive: The organic subsidy is relevant for many pastoral families to secure decent rents and thus keep in business.</p> <p>Negative: Not fostering a real conversion of the sector</p> <p>Positive: the ANC subsidy is adequate for the county, but it is just a small complement for the rent of pastoralists.</p> <p>Negative: too much bureaucracy.</p> <p>Positive: support pastoralist in transformation or commercialization schemes</p> <p>Negative: woody pastures are less funded, while in the region woody pasture is a valuable piece of pastures.</p> <p>Positive: the measure to support economic diversification might be a threat for the continuity of the pastoral activity in a context of acute lack of working power. However, those pastoral exploitations with enough working power might be strengthened.</p> <p>Positive: facilitate new incorporations.</p> <p>Negative: the value-added tax should be excluded from it.</p> <p>Positive: The LEADER measure is advantageous for pastoralists in the sense that their activity tends to falls within the local development framework. Also projects funded are decided locally and the people involved in the decision tend to be more aware of the pastoral reality than usual policy-makers.</p> <p>Positive: fight against abandonment by making pastoral business more economically viable.</p> <p>Positive: 15/20% of the income approximately depends on the organic production subsidy.</p>	<p>Positive: make rustic breed more economically viable</p>	<p>Negative: In some occasions the regulation is not well adapted to the reality and traditions linked to pastoralism, as it is the case of those regulations forbidding traditional activities, such as the one of cutting the tail to sheep (e.g. a popular meal is made of it “carn de bèstia viva” (alive animal meat).</p>
--	-----------------------------	-------------	---	---	--	---	---

Directive 91/676/CEE on the management of livestock defecation to protect water reservoirs Royal Decree 261/1996 in Spain and Decree 139/2009 in Catalonia	EU- National - Regional	E, D	Fosters pastoralists to build a structure (impermeable basin) to manage livestock defecations. Includes a specification concerning mountain pastoralism, seen as conducting a traditional management of manure. They are allowed to keep the accumulation of the manure generated in the stable for a period of 6 month in fields that observe a set of conditions: far away from other farms, water sources...		Negative: in a context where livestock tend to graze freely, this obligation is an extra burden for pastoralists. This is particularly acute the in the case of the Pyrenees where valleys are very narrow.			
Urban Planning of the county	Regional	E,	At a local and county level. - Constraints to building stables close to villages		Negative: difficulties to modernize pastoral buildings or to start a new pastoral business. Particularly important narrow valleys.			
Regulation 853/2004 and 854/2004 on the specific norms slaughterhouses should observe	EU	E, D	set up a set of conditions (availability of larger rooms for animals to stay before the sacrifice; management of subproducts; separation in time and space of different tasks; different sanitary measures comprising for instance that the carcass should never touch the floor or walls of the facility; post mortem inspection, ...		the strict regulation to minimize environmental impact or improve animal welfare is beneficial for everyone, but the strictness foster the closing-down of small, local slaughterhouses that facilitate pastoralists a greater role in the commercialization and transformation of their animals			
Act Ley 3/1995 on cattle routes	National	E	This act protects cattle routs from being occupied by other land uses.			Positive: respects the pastoral resources. Negative: high number of cases of disregard of the act		
EU Directive on food traceability CE 178/2002	EU- National - Regional	E, D	Food safety regulation to enhance traceability but not well adapted to the reality of some activities conducted in rural areas and specifically some pastoral ones. Som of the requirements do not make sense in the pastoral environment and are very difficult to be observed by pastoralists (eg., the need to use specific equipment or conduct analysis of the raw milk or water employed too frequently, being registered as a food industry...)		Negative: the regulation is not adapted to the reality of farmhouse cheese making. Negative: the traditional practice of direct selling of milk is forbidden.			
Lack of formal education for this activity	National Regional	E	Pastoralism reality and needs are not dealt with in the formal education.		Negative: Only some small Shepherd School exist and with very limited public funding			
Montoro Law affecting commons	National Regional	E						