

***Driv***ing Innovation in Crisis Management for ***E***uropean ***R***esilience

**SPAIN**
Policy, Legislation, Organisation, Procedures & Capabilities (PLOPC) in crisis management and disaster response

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Scope and limitations

This study serves as supporting information for further work within DRIVER.

Only limited time and budget has been available for this first general survey, which needs to be considered in terms of scope and completeness of the respective studies.

The author/s of this study is/are responsible for its content and quality.

This report was revised at the end of 2015, reviewed internally by CSDM and amended according to reviewer's comments and recommendations upon the decision of the author/s.

# Overview

A new law on Civil Protection, Law 17/2015 of 9 July of Civil Protection, has entered into force in Spain on 10 January 2016. This law aims to strengthen the operating methods that improve the functionality of the national system of civil protection, coordinated by the General Directorate of Civil Protection, in emergency or catastrophe cases set by the Law 2/1985, of 21 January of Civil Protection.

New means of effective intervention, such as the Military Emergency Unit (EMU), have also been created. On the other hand, the autonomous communities and also the local entities have deployed their own operating methods in terms of Civil Protection.

This Spanish system of civil protection is understood as a public safety instrument, integrated into the National Security policy.

The law 17/2015 defines the civil protection as a public service and establishes the operating methods of the General Directorate of Civil Protection and Emergencies (GDCPE).The Law 2/1985 described a series of steps in case of catastrophe or emergency, such as prevision, prevention, planning, intervention and recovery; law 17/2015 complements the previous law by adding general coordination of the political actions through the definition and monitoring of strategies in terms of civil protection. This law regulates a minimum set of rights and duties of citizens in the field of civil protection as well as principles for action by public authorities. Law 17/2015 also includes the training of the human resources of the General Directorate of Civil Protection.

 In Spain, the General Directorate of Civil Protection is responsible of the civil protection actions in all the public administrations in terms of improving and guaranteeing an efficient and coordinated response in case of a severe risk, catastrophe or public calamity through the following operation methods:

* To foresee collective risks using a series of actions dedicated to anticipate them and avoid them; and in some cases reduce damages that this type of risks may produce;
* To plan the necessary method to fight a risk situation;
* To carry out the operative intervention that allows an immediate response in an emergency case;
* To adopt the recovery methods to establish the infrastructures and all the essential services;
* To coordinate, trace and evaluate the system to guarantee and effective operation. [[1]](#footnote-1)

On the other hand, according to article 19 of Royal Decree 872/2014, of 10 October, which establishes the basic organisation of the forced army, the Emergency Military Unit (UME) is a special branch of the forced army and which main missions are to act anywhere in the national territory to protect people in any situation of disaster, serious risk or catastrophe. The Minister of Defence will dictate the rules to operate in this type of situations.

***National crisis management & disaster response concept:***

National crisis management could be describe as a set of political and administrative decisions and also as a set of operative interventions carried out in the different steps of a National crisis or a disaster not only acting but also anticipating to that situation. Those steps are: disaster prevention, disaster preparedness, relief, rehabilitation and reconstruction.

According to article 1 of the Current Spanish Law on Civil Protection:

*Civil Protection is a public service that focuses on the study and prevention of serious collective risks, extraordinary catastrophes or public calamity situations which can massively endanger the life and safety of people, their goods and the environment in cases where these situations occur*[[2]](#footnote-2)*.*

Paying attention to this definition, the actions of Civil Protection are not only limited to take part in simple and ordinary accidents but also take part in serious collective risks, extraordinary catastrophes or public calamity situations.

The article 30.4 of the Spanish Constitution establishes

*Citizen duties may be regulated in serious risks, catastrophe or public calamity cases*[[3]](#footnote-3)*.*

As a consequence of this article, the main participants of Spanish Civil Protection System are:

* All the Public Administration such as local, autonomic and state administration and all the public organism and private entities.
* All citizens by fulfilling of their duties imposes by article 4 of civil protection law that establishes:

*All citizens will be subject to the obligation to cooperate personally and materially in civil protection actions in case of requirement by the competent authorities, after they are of legal age*[[4]](#footnote-4)*.*

Volunteers, security, protection and fighting fire services and media are considered the main participants that have to cooperate in emergency situations.

The National Civil Emergency Planning Committee (NCEPC), an interministerial support function to the Crisis Cabinet, is mainly concerned with tasks related to the provision and implementation of resources in situations of crisis or emergency.

The NCEPC has a coordinating role in the Spanish Civil Protection and sits at the top of Civil Defence’s organisational structure. It can meet either in plenary or permanent sessions. The Committee is composed of the Crisis Cabinet Secretary (President), the Director General for Defence Policy (First Vice President), the Director General for Civil Protection and Emergencies (Second Vice President) and the Under Director for Civil Preparedness (Secretary). Some of the other members are the Director of the Crisis Staff Department and the Committee President’s Advisor on Defence and Security.

Spain has bilateral agreements with Italy, France, Germany, Israel, Mali, Morocco, Portugal, Russia, and Senegal in terms of civil protection.

***Key stakeholders:*** The main stakeholders in Spain are the Senior Civil Emergency Planning Committee (SCEPC), the National Civil Emergency Planning Committee (NCEPC), the Emergency Military Unit (EMU) and Civil Protection Agents (e.g. fire brigades, security forces, armed forces, maritime and aeronautical authorities, health services, etc.).

***Niche crisis management capabilities of interest to the EU and other MSs:***

The European Centre of Social Research of Emergency Situations (CEISE[[5]](#footnote-5)) is a dependency of the General Directorate of Civil Protection that according to Royal Decree 991/2006 of 8 September has as a mission the development of researches and studies about sociologic, juridical and economic aspects. These areas of research are relevant to Civil Protection.

The CEISE fully maintains the functions previously performed by the European Research Centre for Information Technology to the population in Emergencies situations.

On the other hand the Spanish Society of Radiological Protection (SSRP) is a scientific association which main function is the scientific promotion and dissemination of radiological protection.

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## List of Abbreviations

|  |  |
| --- | --- |
| Abbreviation / acronym | Description |
| ACCP | Autonomic Commission of Civil Protection |
| CECIS | Common Emergency Communication and Information System |
| CEISE | European Centre of Social Research of Emergency Situations |
| CEPC | Civil Emergency Planning Committee |
| EADRCC | Euro Atlantic Disaster Response Coordination Centre |
| ECURIE | European Community Urgent Radiological Information Exchange System |
| EMU | Emergency Military Unit |
| ENAC | Emergency Notification and Assistance Convention |
| ERCC | Emergency Response Coordination Centre |
| ERN | Emergency Radio Network |
| ESG | Emergency Support Group |
| GDCPE | General Directorate of Civil Protection and Emergencies |
| IANS | Industrial Accident Notification System |
| ISEM | Information System of Emergencies Management |
| MIC | Monitoring and Information Centre |
| MS | Member States |
| NCCP | National Commission for Civil Protection |
| NCEPC | National Civil Emergency Planning Committee |
| NHE | National Hall of Emergencies |
| NIT | National Institute of Toxicology |
| NSCPS | National System of Civil Protection Strategy |
| NSS | National Security Strategy |
| RAR | Radioactivity Alert Network |
| SCEPC | Senior Civil Emergency Planning Committee |
| ACCP | Autonomic Commission of Civil Protection |
| CECIS | Common Emergency Communication and Information System |

# Policy

## Risk Assessment

A risk may be defined as the probability that a determinate natural or technological phenomenon takes place and due to the vulnerability of any exposed element may produce harmful effects on people or their goods.

Risks use to be divided in:

* Natural risks that can be defined as a series of natural phenomena that can be potentially dangerous. This groups is composed by floods, forestall fires, avalanches, tsunamis, earthquakes, droughts and volcanos;
* Technological risks. This type of risks are the result of the use of new technologies such as nuclear, radiologic, chemical risks and risks related to the transport of dangerous goods.

In Spain, there are three different climatologic zones (the first one of them is marked by the Atlantic influence, the second one has a Mediterranean influence and the last one has a continental influence, apart from the specific singularity of the Canary Island). This is the result of the meteorological conditions that predominate in the general atmosphere in Spain.

The different meteorological phenomena that may occur in Spain and produce a risk situation are: high temperatures, heavy rains, intense cold, storms, wind and snow.

A forest fire can be defined as the fire that spreads with no control through a forest land that was not intended to burn.

Sunlight but mainly the use of forest zones as a workplace (agriculture, forestall works) and also as entertainment places are the principal causes of fire. If fire is not fought on time, it can generate large losses in the environment, in material goods and even people.

Geological accidents are represented by avalanches, earthquakes and volcanos; and hydrological accidents are mainly represented by floods.

In the technological side, the production of electricity in nuclear power plants is authorized in most industrialized countries because it brings profits to society activity, however it should be done under strict requirements of nuclear safety and radiation protection, throughout the life of the nuclear power plant, since it is first open until it is finally closed.

There are many objects, materials and products that people use every day and help to improve their life style, providing services and facilities. All this is possible due to the improvements in technology.

However, industrial processes that require the use of a series of substances and dangerous conditions are needed to produce these objects, products and materials that make people lives easier.

These activities, even if they are very simple, carry certain risks. The quantification of those risks depends on the probability that an accident appears and how much damage it is capable of generate.

The most important disasters in Spain in the last 30 years are:

|  |  |
| --- | --- |
| Year | Disasters |
| 2016 | Earthquakes in Melilla |
| 2015 | Forest fire in Asturias |
| 2015 | Military helicopter crashes in Atlantic, Gran Canaria, 3 dead |
| 2015 | Violent hailstone storm in Albacete |
| 2015 | Oil slick, Gran Canaria  |
| 2015 | Greek fighter jet crashes, Albacete, 10 dead |
| 2014 | Nurse infected with Ebola, 2 dead |
| 2013 | Train accident, Santiago, Galicia, 79 dead, 140 injured people |
| 2012 | Floods, Malaga, Almeria, Murcia, 10 dead |
| 2011 | Earthquakes, Lorca, Murcia Region, 9 dead |
| 2011 | Volcanic eruptions, El Hierro, Canary Island |
| 2009 | Storm, 14 dead |
| 2009 | Wildfire, 6 dead |
| 2008 | Fatal aerial crash, 153 dead |
| 2007 | Forest fire, Gran Canaria, Canary Island |
| 2006 | Extreme temperature, 21 dead |
| 2005, 2005 | Forest fires. |
| 2004 | Extreme temperature, 26 dead |
| 2003 | Extreme temperature |
| 2003 | Wildfire, 5 dead |
| 2002, 2001, 2000 | Floods in the Spanish East Coast |
| 2001 | Storm, 10 dead |
| 1996 | Mass movement wet, 84 dead |
| 1985 | Tanker explosion in Algeciras, 32 dead |

Table 34: Major disasters in Spain in the last 30 years

## Policy and Governance

The National Security Strategy document states that

*Security is an essential fundament to reach the development and the progress of a free society.*

*…*

*To the traditional risks and threats are added new transnational nature risks, which are interconnected and enhance their dangerousness.* [[6]](#footnote-6)

The National Security is defined as a public service that needs the cooperation of the society as a common organisation. Under the direction and leadership of the Prime Minister, the national security is responsibility of the Government and involves all the Public Administrations.

As one of the principal organisms responsible of the civil protection actions in all the public administrations in terms of improving and guaranteeing an efficient and coordinated response in case of a severe risk, catastrophe or public calamity, the civil protection structure coincides with the administrative structure. The civil protection has the following structure:

* The National Civil Emergency Planning Committee (NCEPC) that has the following functions:
	+ Issuing of planning directives for different emergency plans, related to objectives, alternatives, and determination of time limits in order to plan for the different hypothetical crisis situations;
	+ Coordination of the different plans for resource contribution formulated by the Sectorial Committees;
	+ Representation of Spain in NATO's Senior Civil Emergency Planning Committee (SCEPC) and participation in their work.
* The Civil Protection structure at the state level starts at the Directorate General of Civil Protection and Emergencies, under the Minister of the Interior. The representation of this structure in the Autonomous Communities is the responsibility of the delegations and sub-delegations of the Government. Each of them has a Civil Protection Unit.

Most competences in civil protection (except for nuclear issues) are transferred to the autonomous communities and municipalities, which have their own structure for the protection of citizens and goods. The communities and municipalities are responsible for integrated civil protection planning including risk assessment plans and for operational units.

### Strategy scope and focus

According to article 4 of Law 17/2015, of 9 July, of the Civil Protection,

* *The National System of Civil Protection Strategy (NSCPS) consists in analyse every risk that may affect people or goods protected by the civil protection system, and also formulate all the strategic lines of actions to align, integrate and prioritize efforts to optimize the resources available to mitigate the effects of emergencies.*
* *The NSPCS integrates and aligns all the ways of action that the General Administration of the State uses in terms of civil protection. All these ways of action are approved by the National Security Council, after the Prime Minister proposes them.*

The main tasks of Civil Protection are:

* Anticipation: Anticipation determinates the risks in a territory based in the conditions of vulnerability and the possible threats and comprises analysis and studies that allow obtaining information and predictions about dangerous situations.
* Prevention: Prevention comprises all the methods and actions used to avoid or mitigate the impact of risks and threats in the different emergency situations.
* Planning: Civil Protection plans are the main instruments of prevention and mechanisms that allow mobilizing all the human resources and materials needed to protect people and goods in emergency cases.
* Immediate response: It involves all the public and private services that must intervene in an emergency case as fast as possible to reduce damages, rescue and protect people and goods.
* Recovery: This is the set of actions and operating methods used by public and private entities and that are aimed to establish normality in any catastrophic zone.
* Evaluation and control

In other words, the civil protection activities mainly concern the provision or mobilisation of civil resources and services that are needed to respond to an emergency in any autonomous community.

 There are two main areas of support: protection of the population and protection of specific resource sectors.

The plans aimed for civil protection are approved at the different levels: the state, the autonomous communities and the local authorities. The role of the national civil protection authority is to verify that all the plans are carried out and are also updated.

### Monitoring and analytical support to policy making; R&D

According to the article 167C of the Lisbon Treatment of 17 December, 2007 all the Member States (MS) must cooperate in any emergency case that involves any country that belongs to the MS. The European Union has to mobilize all the available instruments even military services to help any country of the MS.

The main role of the Community Mechanism for Civil Protection is to facilitate the cooperation in civil protection assistance interventions in the event of major emergencies which may require urgent response actions.

The operational heart of the Mechanism is the Emergency Response Coordination Centre (ERCC). The ERCC operates within the European Commission´s Humanitarian Aid and Civil Protection department (ECHO) and it was set up to support a coordinated and quicker response to disasters both inside and outside Europe using resources from the countries participating in the European Union Civil Protection Mechanism. The ERCC replaces and upgrades the functions of the previous Monitoring and Information Centre (MIC).

The ERCC has the capacity to deal with a series of several and simultaneous emergencies in different time zones. One of the main missions of the ERCC is provide a response during emergencies helping to cut unnecessary and expensive duplication of efforts.

It collects and analyses real-time information on disasters, monitors hazards, prepares plans for the deployment of experts, teams and equipment, and works with Member States (MS) to map available assets and coordinate the EU's disaster response efforts by matching offers of assistance to the needs of the disaster-stricken country.

The ERCC also supports a wide range of prevention and preparedness activities, from awareness-raising to field exercises simulating emergency response.

The Mechanism also works towards enhanced preparedness. It is supported by a database with information on the national civil protection capabilities available for assistance interventions.

Experts and team leaders included in the civil protection database are invited to participate in a training programme with courses, exercises and an exchange of experts system.

The Common Emergency Communication and Information System (CECIS) is a web-based alert and notification application. It provides an integrated platform to send and receive alerts and notifications, details of assistance required, to make offers of help and to view the development of the ongoing emergency as they happen in an online logbook.

Its main task is to host a database on potentially available assets for assistance, to handle requests for assistance on the basis of these data, to exchange information and to document all action and message traffic.

To achieve its objective of emergency management, CECIS essentially provides a communication platform for e-mail like message exchange. Specific functionality is available for matching requests with offers, and for managing resources (experts, teams, modules, individual resources).

Apart from CECIS, there are other systems used for monitoring natural risks such as:

* European Community Urgent Radiological Information Exchange System (ECURIE) (Radiological/Nuclear)
* Rapid Alert System used for exchanging information on health threats due to deliberate release of chemical, biological and radio-nuclear agents (RAS BICHAT)
* Industrial Accident Notification System (IANS) (UNECE- Industrial accidents)
* Emergency Notification and Assistance Convention (ENAC) (Atomic Energy).

### Policy for Prevention

* State level
* Autonomic level
* Local level

At the State level, the Government plays a relevant role in Civil Protection activities. The Minister of Interior performs the management of the civil protection in every autonomic or provincial territory.

For the coordinated adoption of the specific policies in the matter of civil protection, the National Civil Protection System counts on the National Civil Protection Commission and represents the three administrations (Central, Autonomic and Local).

The Decree 1125/1976:

* Establishes civil-military cooperation rules during emergencies
* Settles procedures of request for the cooperation of the Armed Forces
* Specifies that the Military Authorities are to be informed of and participate in the emergency plans produced by the Civil Authorities (at state, regional and local levels) and that they shall have prepared response plans.

The Organic Act 1/1980 on National Defence:

* Stipulates that the Government shall arrange the contribution of whatever kind of resource that is necessary (human, material, etc., public or private)
* Defines the Civil Defence concept (Civil Preparedness), i.e. the standing availability of all human, material and non-military resources in order to manage major disasters
* Establishes that the Armed Forces will cooperate at the request of civil authorities.

At the Autonomic level, the autonomous communities must lead and manage the emergencies of civil protection that take places in their territories and also develop the Emergency Plans of Civil Protection (EPCP).

In the autonomous communities exists an Autonomic Commission of Civil Protection (ACCP) in which all the public Administrations are represented. The ACCP is formed by representatives of the State Administration, the autonomous communities and local corporations.

At the Local level, there is a Territorial Plan depending on every autonomous community. In any case, the local authorities should develop and approve their own Civil Protection Plans that must be approved by the relevant Regional Commission for Civil Protection.

In general all the forces of intervention that could be involved in a major emergency are:

* Civil protection organisms of the Public Administrations;
* Forces of State Security;
* Emergencies Military Unit;
* Firefighting and rescue bodies;
* Local and Regional Police;
* Emergency health response bodies;
* Private organizations and other groups that help in tasks of logistical support;
* Civil Protection volunteers;
* Citizens;
* Support of the countries of the European Union.

In terms of prevention, planning and operation, the General Branch for Plans, Operations and Emergencies has some functions: Realize studies and analysis of risks; prepare state plans for civil protection; prepare guidelines which main goal is the prevision, prevention and planning of civil protection and emergencies; prepare and disseminate warnings to the civil protection organisations.

### Policy for Preparedness

According to the Royall Decree 1181/2008, of 11 July, the General Directorate of Civil Protection and Emergencies (GDCPE) has a series of functions:

* Preparing state plans for civil protection or guidelines approved by the current legislation;
* Preparing accident drills;
* To study and analyse risks to develop emergency and catastrophe prevention plans.
* To prepare and disseminate warnings to civil protection organisations and, when necessary, to citizens;
* To process grants and aids to facilitate the implementation of the civil protection plans at the state level;
* Theoretical and practical training in risk and emergency management, including the training of officers and personnel of the different services and organizations involved in emergency actions, in particular services of firefighting and rescue, health services and security forces;
* Organise and maintain a specialised documentary that allows the maximum dissemination of the information;
* Development of studies and information programs;
* Request assistance from the Emergency Military Unit under the action protocols established for it.

To develop all these functions the GDCPE is structured in three levels:

* The General Branch of Planning, Operations and Emergencies;
* The General Branch of Resources and Grants management;
* The Division of Training and Institutional Relations.

### Policy for Response

There are technological and natural risks. Depending on the type of the risk, different actions must be taken.

Technological risks are formed by chemical risks, nuclear risks and risks transporting dangerous products.

* Actions related with chemical risks. The main activities realize in this field are based on:
* Prepare State Plans for Civil Protection in terms of chemical risks, organising support techniques to civil protection plans;
* Prepare technique documentation related with risk analysis and communication, methodologies to analyse environmental risks and also develop technical inspections;
* Develop technologic risks research projects.
* Actions related with transport of dangerous products accidents. The main activities realize in this field are:
* Prepare State Plans for Civil Protection in terms of transport of dangerous products.
* Provide technical advice to emergency response services and the management bodies through the National Institute of Toxicology (NIT).
* Preparation of technical documents that are made continuously and are published periodically.
* Develop national statistics on accidents in the transport of dangerous products by road and rail.
* Actions related with nuclear risks. The main activities realize in this field are:
* Planning;
* Communication to citizens;
* Training.

In the other hand, Government implements a series of actions to fight natural risks. Parallel to actions of prevention and planning, campaigns to fight natural disasters are developed.

Every year, Directorate General of Civil Protection and Emergencies under the orders of the Directorate of Plans and Operations prepares and coordinates exercise programmes. This is done independently or with the support of the National Civil Protection School. Exercise planning is based on risk analysis and prevention. The principal areas of action are:

* Forest fires;
* Winter road campaign;
* National Surveillance Plan of adverse weather.

### Policy for Relief and Recovery

Through the task of rehabilitation, actions aimed at restoration of essential public services and environmental and socioeconomic conditions necessary for the return to normality of the affected populations are made.

According to article 20 of law 17/2015, of 9 July,

* *Rehabilitation methods have to be applied in aid operations to restore normality in the affected areas*.

The rehabilitation begins as soon as emergency ends, and its main function is providing economic and financial support to develop construction operations or food supply actions to alleviate damages caused by the disaster in those areas catalogued as catastrophic zones by the Government.

The process of rehabilitation is a fully Government and Civil protection obligation.

In all the phases of a catastrophe cycle, reconstruction is probably the longest, most expensive and complex action.

Reconstruction may be defined as an opportunity to realize the long term changes to reduce vulnerabilities in terms of urbanism and infrastructure, for example, and also to improve the social, economic and cultural capacities.

This phase needs that local, regional and national authorities work together depending on the extent of the damages.

In Spain, the General Directorate of Civil Protection and Emergencies (GDCPE) also has the mission of rehabilitation in a situation of emergency after a natural or technological disaster. The GDCPE has to assist the competent institutional bodies in the planning and implementation of measures for the restoration of the essential public services and also the economic and environmental conditions necessary to normalize life conditions in the affected areas.

The State Plan for Civil Protection incorporates the Emergency Military Unit (EMU) in its organisational previsions and also the emergencies intervention situations, all this according to the Royal Decree 1097/2011 of 22 July by which the protocol of the EMU intervention is approved.



Figure 46: Disaster relief structure in Spain[[7]](#footnote-7)

# Legislation

## Crisis (emergency, disaster) management concept

In Spain, there are a series of manual of good practices that defines emergency plans. An emergency plan can be defined as the planning and human organisation used to reduce all the possible human or economic consequences produced by a disaster or emergency situation.

 The General Directorate of Civil Protection and Emergencies (GDCPE) has a specific plan for civil protection that establishes

*The organisational and functional prevision of the mechanisms for mobilizing the necessary human and material resources for the protection of persons and properties in a serious collective risk, catastrophe or public calamity situation, and also the scheme of coordination between the different public administrations called to intervene*[[8]](#footnote-8)*.*

The civil protection scope depends on three axes:

* The type of risk that has to be managed;
* Which part of the catastrophe cycle includes (prevision, planning, etc.);
* The level of responsibility it has.

The GDCPE has different plans depending on every situation; in natural risks it has forest fire, earthquakes, volcanos and water dams special plans; in technological risks it has nuclear, chemical and radiological risks plans.

The scope of GDCPE may be national, autonomic or local depending on the severity of the risk or disaster and also depending on where it is located.

## General crisis (emergency, disaster) management law

In Spain, legal basis are divided in different levels:

* National level. At national level exist a series of laws that describes operating method in a crisis situation:
* Law 17/2015 of Civil Protection:
* This new law aims to strengthen the mechanisms to enhance and improve the functioning of the national system of protection of citizens in emergency and disaster cases foresaw by the previous law;
* The civil protection system is understood as an instrument of public safety, integrated into the national security policy[[9]](#footnote-9).
* Royal Decree 385/2013:
* Establishes the Delegate Commissions of the Government;
* Modifies the Royal Decree 1886/2011, of 30 December;
* Its main objective is the preservation of national security through optimal, integrated and flexible operation of all the resources available for that purpose[[10]](#footnote-10).
* Royal Decree 393/2007 of Basic self-protection rules of the centres and establishments that could lead to accident:
* This Royal Decree defines and develops self-protection and control mechanisms established by the Government. Provides a gradation of self-protection obligations and respects the rules of sector-specific activities that, by their potential dangerousness, importance and potential adverse effects on the population, the environment and property, should have a singular treatment[[11]](#footnote-11).
	+ *Royal Decree 1883/1996:*
		- *Establishes the new structure of the Ministry of Defence. This document defines the functions of the Policy of Defence Directorate, i.e., concerning Civil Preparedness, Civil Emergency Planning and the Armed Forces cooperation in disaster relief operations.*
	+ *Ministers Council Agreement, dated 15 January, 1988:*
		- Creates the National Civil Emergency Planning Committee, its composition and functions
		- *Creates the Sectorial Working Committees, dependent upon the* *National Civil Emergency Planning Committee (CNPCE), for the following sectors: food and drinking water, industry and raw materials, energy, health, civil landing, shipping and aerial transports, civil communications and shelter (protection of the population).*
	+ *Royal Decree 163/1987:*
		- *Creates a Crisis Management Directorate, as a working support of the system.*
	+ *Royal Decree 2639/1986:*
		- *Creates the Crisis Cabinet, its composition and its functions. The Crisis Cabinet is the leading authority of the Crisis Management National System.*
	+ *Prime Minister’s National Defence Guideline 1/1986:*
		- *Creates a Crisis Management National System and a Civil Preparedness National System, compatible and comparable with those of the Atlantic Alliance.*
	+ *Act 2/1985 about Civil Protection, and the legal arrangements derived of that act:*
		- Defines the Civil Protection concept
		- Establishes guidelines for planning.
	+ *Organic Act 4/1981 about warning, exceptions and siege situations:*
		- *Defines the above-mentioned situations, establishing the procedures for declaring those situations and the measures that are to be taken in each case.*
	+ *Organic Act 1/1980 on National Defence:*
		- *Stipulates that the Government shall arrange the contribution of whatever kind of resource that is necessary (human, material, etc., public or private)*
		- *Defines the Civil Defence concept (Civil Preparedness), i.e. the standing availability of all human, material and non-military resources in order to manage major disasters*
		- *Establishes that the Armed Forces will cooperate at the request of civil authorities.*
	+ *Decree 1125/1976 :*
		- *Establishes civil-military cooperation rules during emergencies*
		- *Settles procedures of request for the cooperation of the Armed Forces*
		- *Specifies that the Military Authorities are to be informed of and participate in the emergency plans produced by the Civil Authorities (at state, regional and local levels) and that they shall have prepared response plans*[[12]](#footnote-12)*.*
* At an autonomic level, every autonomous community has its own legislation
* At a local level, every municipality also has its own legislation.

## Specific to the regional and local authorities legal arrangements and regulations on emergency and disaster management

In Spain, in the General Directorate of Civil Protection, every administrative level (local, regional, central) needs to have in place a preparedness plan for its focus area. In respect to the local and regional plans, the central government sets minimum criteria for their drafting. This fact is a clear evidence that even though local and regional level have some sort of autonomy, the main responsibility lies with the central government and specifically with the Ministry of Interior.

The local civil protection plan establishes the operating methods depending on the severity of the risks, where the risk is located and also the available resources. There are different phases:

* Alert: In this situation citizens have to receive information about the situation and the ways of acting.
* Alarm: In this situation all the local operative services have to be mobilized.

There are also 4 different levels of emergency:

* Level 0: Local emergency controlled by local authorities.
* Level 1: Local emergency that affects an important part of the local territory and needs the mobilization of emergency and security resources.
* Level 2: Local emergency that affects almost all the local territory and needs the mobilization of emergency and security resources and also needs to adopt extraordinary local operating methods to protect citizens.
* Level 3: Local emergency that exceeds the possibilities of the local authorities and requires the help of the autonomic authorities.

There are 4 different levels of severity:

* Level 0: Declared when the situation is controlled by local authorities and does not generate damage to citizens or properties.
* Level 1: Declared when the situation produces considerable damages to properties or the environment.
* Level 2: Declared when the situation produces considerable damages to citizens, properties or the environment.
* Level 3: Declared when the situation produces severe damages to properties or the environment.

## Legal regulations on the involvement of volunteers and specialised NGOs

The Law 6/1996, of 15 January, of volunteering and the different volunteering rules of the autonomous communities agree that volunteering has to be marked by solidarity, wilfulness and liberty, gratuity and a link to volunteer organizations and volunteer programs.

In order for an activity to be considered as volunteering, 4 characteristics must be met:

* Solidarity and altruism – related to the beneficiaries of the benevolent activities
* Freedom – interpreted as the autonomy and good will in order to be part of such activities
* Free of charge – interpreted as the main difference between a working relationship and a volunteering relationship
* Organization – under which such activities are going to be performed within an overall program or project

Law does not cover any activity which main philosophy is different to a disinterested goal as a volunteering activity. In other words, volunteering is out of scope when involving activities with any kind of relationship with relatives, friends, or neighbours, since altruism may be missing from this type of relationship.

# Organisation

## Organisational chart

The civil protection structure coincides with the administrative structure. The Spanish system consists of three main components:

* The National Security Council (NSC) in his capacity as Delegate Commission of the Government for National Security (DCGNS) that operates under the Royal Decree 385/2013 of 31 May which modifies the Royal Decree 1886/2011, of 30 December where the Delegate Commissions of the Government are established;
* The National Civil Emergency Planning Committee (NCEPC), an inter-ministerial support body;
* The Department of Civil Defence.

The Royal Decree 385/2013 replaces the Delegate Commission of the Government for Crisis Situations (CDGSC) by the National Security Council (NSC). The NSC is formed by:

* The President of the Government;
* The Deputy Prime Minister and Minister of the Presidency;
* The Ministers of Foreign Affairs and Cooperation, Defence, Finance and Public Administration, Home Affairs, Development, Industry, Energy and Tourism and the Economy and Competitiveness;
* The Director of the Office of the Prime Minister, the Secretary of State for Foreign Affairs, the Chief of Staff of Defence, the Secretary of State for Security and the Secretary of State-Director of the National Intelligence Centre.

The NSC has the following functions:

* Assisting the Prime Minister in the direction of the National Security Policy;
* Issue the necessary guidelines for planning and coordination of the National Security Policy;
* Lead and coordinate the activities of crisis management;
* Monitoring the proper functioning of the National Security System;
* To approve the Annual Report of National Security before its presentation in Parliament;
* Promote policy proposals necessary to establish the National Security System and integration within it (i.e. the National System of Crisis Management). [[13]](#footnote-13)

The National Civil Emergency Planning Committee (NCPCE), an inter-ministerial support function to the Crisis Cabinet, is mainly concerned with tasks related to the provision and implementation of resources in situations of crisis or emergency. The NCPCE has a coordinating role in Spanish Civil Protection and sits at the top of Civil Defence’s organisational structure. The Committee is composed of the Crisis Cabinet Secretary (President), the Director General for Defence Policy (First Vice President), the Director General for Civil Protection and Emergencies (Second Vice President) and the Under Director for Civil Preparedness (Secretary). Some of the other members are the Director of the Crisis Staff Department and the Committee President’s Advisor on Defence and Security.

The Department of Civil Defence or Civil Protection provides a series of tools that facilitate the ways of action in any risk, emergency or catastrophe situation.

The Civil Protection structure at the state level starts at the General Directorate of Civil Protection and Emergencies (Dirección General de Protección Civil y Emergencias -GDCPE), under the Minister of the Interior. The GDCPE is the State administrative unit in charge of the preparedness and response in case of natural and technological disasters.

In Spain, civil-military cooperation is undertaken in cases of emergency and upon request by civil authorities (Royal Ordinances Act and Basic Judgement Act from the National Defence). A request for cooperation can be made by civil authorities through the Minister of the Interior. In cases of emergency, the request can be made verbally, but needs subsequent written confirmation. Refusal to cooperate is regarded as a criminal offence (Military Penal Code).

The Spanish contribution to the international humanitarian assistance and disaster relief operations is provided through the Monitoring and Information Centre (MIC) operated by the European Commission in the framework of the Community Mechanism to facilitate reinforced cooperation in civil protection assistance interventions and the Euro Atlantic Disaster Response Coordination Centre (EADRCC NATO).

The Directorate General of Civil Protection and Emergencies is responsible for these matters, including the bilateral agreements with France, Portugal and Morocco in general civil protection items. International assistance is offered/requested on a case-by-case basis.

Figure 2 gives an outline of the organisational structure of the disaster relief in Madrid, but it may be used in almost every autonomous community in Spain.



Figure 47: Organisational Chart of the Emergency Management Agency of Madrid, Spain[[14]](#footnote-14)

## Organisational cooperation

The Emergency Military Unit (EMU) is a branch of the Spanish Armed Forces which main mission is to intervene anywhere in the country to contribute to the safety and welfare of citizens, along with the public administrations in a serious risk, catastrophe or calamity situation, according to the Organic Law 5/2005, of 17 November[[15]](#footnote-15).

The operating methods of UME are centred in save, protect and rescue people, their goods and also the environment.

The EMU intervention may be ordered when a severe emergency situation take place. Those emergency situations are:

* Natural risks such as floods, earthquakes, severe snows and other adverse weather events of great magnitude;
* Forest fires;
* Technological risks such as chemical, nuclear or radiological risks;
* Situations that are consequence of terrorism for example;
* Environmental pollution;
* Those situations President considers as a critical situation.

The UME if formed by:

* Headquarters, in Torrejón de Ardoz (Madrid);
* Headquarters unit (UCG), in Torrejón de Ardoz (Madrid);
* Intervention and Support Regiment in Emergencies (RAIEM), in Torrejón de Ardoz (Madrid);
* Transmissions Battalion (BTUME), in Torrejón de Ardoz (Madrid);
* First Emergency Intervention Battalion (BIEM I), in Torrejón de Ardoz (Madrid);
* Second Emergency Intervention Battalion (BIEM II) in Morón (Sevilla). This battalion also has a special unit dedicated to natural emergencies in Canary Island, specifically in Los Rodeos (Tenerife) and Gando (Gran Canaria);
* Third Emergency Intervention Battalion (BIEM III) in Bétera (Valencia);
* Fourth Emergency Intervention Battalion (BIEM IV) in Zaragoza;
* Fifth Emergency Intervention Battalion (BIEM V), in San Andres de Rabanedo (León).

For its operation, the RAIEM is formed by a Command and General Staff a Services and Emergency Support Group and an Emergency Intervention Group in Technological and Environmental situations (GIETMA).

In figure 3, the operational structure of the EMU is shown.



Figure 48: Operational structure of the EMU [[16]](#footnote-16)

# Procedures

## Standing Operating Procedures (SOPs) and Guidelines

The technical coordination and monitoring of the activities of the National Commission for Civil Protection stands out as actions linked to the Institutional Relations, as well as preparing and supporting its ordinary meetings and its working groups.

The National Commission for Civil Protection (NCCP), regulated by the Royal Decree967/2002, is an organism that depends on the Minister of Interior.

Its main function is to establish an appropriate coordination in terms of civil protection between the organisms of the General State Administration and the Autonomous Communities Administrations to guarantee an effective operation method of study and prevention of severe risks, catastrophe or public calamity and the protection and rescue of people and goods.

The functions of the NCCP, established by the Law 2/1985, are:

* *Homologate civil protection plans;*
* *Report civil protection rules at a national level;*
* *Report civil protection regulations that may produce damages to people or goods;*
* *Participate in the coordination actions of organism related to civil protection;*
* *Propose normalization and homologation of techniques and tools that may be used in situations of civil protection.*

Other activities of the Institutional Relations at a national level are:

* Elaborate techniques and civil protection programs for public entities such as General, Autonomic and Local Administrations and also public and private entities;
* Provide technique support and cooperate with Volunteer Civil Protection Groups.

## Operations planning

The National Security may be defined as a State action aimed at protecting liberty and wellness of citizens to guarantee the defence of the country.

The National Security Policy requires permanent planning and definition of the principles and lines of action to respond to nowadays challenges. In Spain, there is a National Security Strategy (NSS).

The NSS is the fundamental articulation of Homeland Security as State Policy. It contains guidelines to allocate all available state resources efficiently for the preservation of the National Security.

The main operation methods are:

* Unity of action. This unit is dedicated to coordinate and engage the national resources under the direction of the President;
* Anticipation and prevention which main actions are to detect and anticipate situations that represent a potential risk for National Security;
* Effectivity and sustainability in the use of the resources;
* Resilience and recovery establish the principle related to the attitude of the human and material resources to cope with flexibility and strength crisis situations and overcome them minimizing their negative consequences.

The National Security has to face a series of risks and threats such as armed conflicts, terrorism, cyber threats, organized crime, economic instability, energetic vulnerability, irregular migratory flows, espionage, emergencies and catastrophes, vulnerability of maritime space and also vulnerability of critical infrastructures.

The National Security provides twelve lines of strategic action, one for each potential risks registered by the government. This document centres its study in emergencies and catastrophes protection. It has a series of operation methods described in the following lines:

* Adoption of an integrated approach and support of actions between central government, the autonomous communities and local authorities, particularly in the areas of detection, planning and development of actions to emergencies and catastrophes for preventive action, a proper response and an efficient use of the limited resources available.
* Development of a framework to encouraging and coordinating efforts, prioritize and optimize resources to achieve common goals.
* Updating and improving the legal framework for protection from emergencies and disasters, with an emphasis on prevention approach to avoid or mitigate the potential adverse impacts of these situations.
* Promoting a culture of prevention among citizens, including knowledge and attitudes of self-protection, strengthening the capacities of resilience to sudden and unexpected emergencies.

There also a series of operation methods described to protect critical infrastructures:

* It is imperative that both the government and private operators take the corresponding responsibility and work in a coordinated way in protecting critical infrastructure in every moment;
* A system of staggered planning, to identify, assess, prevent and mitigate the risks that we face, from the global and strategic perspective, to those assets that are under the responsibility of an operator or organization will be promoted;
* The Government is pursuing a consistent methodology that will allow focusing efforts on the most vital areas.
* Critical infrastructure protection should promote the necessary actions in order to achieve an increase in system capacity that allows Government to continue the operating actions, despite to be subjected to an attack or incident, even if it is in a degraded or weakened state.
* Crisis management at government level organizes all tasks, responsibilities and resources taking into account critical infrastructure as an integral part in the phases of preparedness, response and recovery.

At a local level there are some alert and mobilization procedures. All alert and mobilization procedures to be carried out in each of the phases of the emergency shall be specified. They must ensure at least the following:

* The reception and confirmation of the notice or warning, carrying out its first assessment and establishing the necessary mechanisms for verification;
* The classification of the scope and the emergency phase;
* The notification to the Coordination Centres of different areas, and also to the authorities and bodies that participate in these tasks;
* The organization of alert and mobilization of operational services, as well as the means and special funds;
* Monitoring and control of the actions carried out by the participant services;
* Obtaining all the information related to the development of the situation;
* The transmission of information to authorities and agencies involved;
* Provide information to the citizens;
* Notify the end of the emergency.

## Logistics support in crises

In Spain, the National Hall of Emergencies (NHE) is the department through which the General Directorate of Civil Protection and Emergencies performs management operations and emergency situations. It operates 24 hours a day. The functions of the National Hall of Emergencies are aimed, firstly, to the management of common issues or emergency situations and, second, to have mechanisms for coordination and mobilization of adequate means to deal with, effectively, these situations, which can be summarized as follows:

* Monitoring of alert systems;
* Receiving, evaluating and recording information from the Civil Protection Units and Sub-delegations of the Government and other agencies both domestic and foreign;
* Tracking emergencies that occur anywhere in the country; as well as emergency situations that occur out of the country;
* Provide the necessary support to the activities of the Civil Protection Units and Sub-delegations of the Government in the management of emergencies;
* Mobilization of the existing human and material resources of intervention in the country in emergency situations, in coordination with the delegations and sub-government.
* Extraordinary mobilization of human and material resources (not attached to the territorial plans) intervention, existing in the country in emergency situations, in coordination with the delegations and sub-government. Among them is remarkable the Emergency Military Unit (EMU);
* Provide information on the evolution of emergency and intervention of the General State Administration and other administration;
* Participation in drills related to State Civil Protection Plans at national level.

The EMU is operative and logistical self-sufficient. EMU moves to the affected area with all necessary tools and resources. The resources that belong to EMU are the result of a deep and thorough study that guarantees success in operations by support between units.

The capacity and speed of response, mass employment, sustained effort, flexibility in their deployments and redeployments are characteristics that allow EMU concentrate its resources at any point of the country to deal with any emergency with a total self-sustainment.

There is a branch of the UME called Emergency Support Group (ESG) that provides UME and its specific units the ability of operational and logistical reinforcement supply, maintenance, transport, health, material recovery and logistics management to perform their duties.

## Crisis communication to general public; Alert system; Public Information and Warnings

The General Directorate for Civil Protection and Emergencies has a series advanced communication systems that make possible the flow of information in any situation of severe risk or disaster.

The Emergency Management System is formed by:

* Portal of Information to citizens (*INFORIESGOS)* the General Directorate of Civil Protection and Emergencies, through this portal, reports timely warnings of civil protection and issues recommendations that enable people to adopt appropriate protective measures and caution. It offers information, maintenance and daily update on the status of risks in Spain, according to the information provided by the competent bodies.
* The Information System of Emergencies Management (ISEM) is a support tool in risk management and emergency situations, facilitating the rapid assessment and risk management, and therefore making decisions.
* The Common Emergency Communication Information System (*CECIS)* is a system developed by the European Commission and is based in a computer application to communicate the National Authorities and Civil Protection organisms in an easier way. With this application any of the 27 Member States of the European Union can ask and also offer resources to the other Member States.

In terms of communication, the Emergency Radio Network (ERN) in Spanish REMER[[17]](#footnote-17). REMER is the structured organization in the national territory, constituted by Spanish radio amateurs who lend their collaboration to the official Civil Protection services when it is requested. In other words these people are volunteers that cooperate with civil protection services. Its main objectives are:

* Constitute a radio communication system based on private resources to provide, when necessary, the performance of the public nature of the Radio Network Controller of Civil Protection, supplementing or replacing, as appropriate;
* Provide Spanish radio amateurs, integrated into the network, their collaboration at the operational level and coordination between them and the inclusion, if necessary, of those amateurs who do not belong to the network when their cooperation is necessary.

The Spanish Red Cross shall perform, in cooperation with the other agents and in accordance with its own constitution; civil protection functions in the areas of intervention, support, relief and health and social care.

In terms of radioactivity, the Radioactivity Alert Network (RAR) is the responsible of the communication actions.

The General Directorate for Civil Protection has its own Emergency Communication Network that is called RECOSAT. Its main mission is to ensure the existence of a communication channel in emergencies with the Coordination Centres of the affected areas to monitor the situation, to provide operational coordination and support the necessary actions to protect and save human lives and properties.

# Capabilities

## Human resources

In Spain, in case of emergency there are different organisations that provide human resources to protect, saving and rescue people. Those organisations are:

* Civil Guard. The Civil Guard is leaded by local or provincial authorities;
* The National Police is leaded by the Operational Centre (CECOP) and also by local or provincial authorities;
* The Military Units are the principal example of organism that cooperate in disaster situations;
* Red Cross;
* Emergency Military Unit (EMU). The EMU is formed by a headquarters and six battalions with a total of 2985 people.

## Materiel (non-financial) resources

The resources of the UME for intervention include 14 air means, 2 ambulances (one advanced life support ambulance Uro VAMTAC and one advanced life support ambulance), 4 fire engines, mobile shelters, 2 boats, 2 snow removal vehicles, 12 vehicles of transport, material CBRN-E and specific means for flooding and communications.

## Training

The Division of Training and Institutional Relations has the following functions:

* The theoretical and practical training in risk management and emergencies;
* The organization and maintenance of a specialized documentary collection;
* The development of education and information programs for the population;
* The development of research and studies on sociological, legal and economic aspects relevant to the activities of civil protection and emergency issues;
* Coordination of relations with the Civil Protection Units and Sub-delegations of the Government and with relevant bodies on civil protection of the autonomous communities and local administrations as well as the organization and maintenance of the Secretariat of the National Commission for Civil Protection.

The National School for Civil Protection (NSCP), created by the Royal Decree 901/1990, of 13 July, is a branch of the General Directorate of Civil Protection and Emergencies that plays, in accordance with the provisions of the article 32 of the Law 17/2015, of 17 July, the following functions:

* Educate and train staff of civil protection services of the General Administration of the State and other public and private institutions;
* Develop actions of R & D +i in the field of civil protection training;
* Cooperate with training centres for civil protection of the other public administrations;
* Cooperate on training activities that are expected under the Civil Protection Mechanism of the European Union or other European initiatives to promote the interoperability of equipment and services.

The functions assigned to the National School of Civil Protection are fit into the General Directorate of Civil Protection and Emergencies.

From the strategic point of view, the mission of the National School of Civil Protection is to implement training policies adopted by those responsible for national civil protection system.

The public training system for civil protection aims to build and maintain skills that people need to effectively play its role.

The mission of the National School of Civil Protection, within the public education system for civil protection, concrete strategies to structure the activities of the National School and they are:

* Design plans focused on the training needs;
* Investigate, design and validate didactic materials that contribute to a participatory homogenization of the system;
* Cooperate with the teaching public systems for civil protection of other countries in order to improve the capabilities of the national system for civil protection;
* Follow quality standards in training and accredited and accepted national and internationally.

## Niche capabilities

One of the focus points of Spain which could be interesting for EU crisis management is the experience with flooding. Spain has a long history of flooding. Floods in Spain are the natural risk that over time has produced the biggest both material damage and loss of life.

There are records of episodes of flooding with serious consequences for the population since ancient times.

Although the hardest hit area is focused on the Mediterranean and Cantabrian coasts and river areas of the great peninsular rivers, the risk of flooding affects practically all the Spanish geography.

In order to minimize the damage caused by flooding, it is necessary to establish hydro meteorological warning systems to enable early decision making necessary to the authorities of the National Civil Protection System.

The system of Hydro meteorological Information and Monitoring will aim to establish procedures to introduce the most relevant on the hydrological phenomena and / or meteorological data that may have an impact on people and / or property in the Spanish territory.

The irregularity of rainfall patterns in Spain has made necessary the construction of a large number of dams and reservoirs to regulate river flows and to prevent flooding.

The period of greatest construction activity of large dams in Spain is between 1960 and 1980. Nowadays in Spain there are more than 1,200 large dams, ranking fifth in the world after China, EEUU, India and the former USSR.

There are a series of operating methods to protect people and their properties:

* Warnings and information to the population;
* Access control and maintenance in the affected areas;
* Rescue and saving people;
* Evacuation and shelter;
* Lifting of temporary dykes and other obstacles that prevent or hinder the passage of water.

According to the article 9 of the Royal Decree 903/2010[[18]](#footnote-18), of 9 July, of evaluation and manage of floods, flood risk maps for areas identified in the preliminary risk assessment are made. The flood risk maps shall include at least the following information:

* Number of population that may be affected by floods;
* Protected areas for the abstraction of water intended for human consumption, water bodies and recreational areas for the protection of habitats or species that may be affected;
* Type of economic activity of the area potentially affected.

There are hazard and flood risks maps; according to the Royal Decree 903/2010 the hazard and flood risks maps should be subject to public consultation for a minimum period of three months and once they are analysed they has to be sent to the Ministry of Agriculture, Food and Environment for their inclusion in the National System of Flood Zone Mapping.

The Methodological Guide for the development of the National Flood Zone Mapping develops methodologies to generate the mapping of public water resources and flood areas, and also the risk maps.

# Resources

## Online resources

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