

# MEETING OUR COMMITMENTS

Accountability report of the Government of Spain

december 2024



GOBIERNO  
DE ESPAÑA

 **Acción  
Gobierno**

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## I. Introduction



Strengthening democratic systems inevitably entails building mechanisms to ensure that government activity is accountable and transparent. Not only do such mechanisms enable the public to better monitor and scrutinize governments, they also make governments accountable for their actions, clearly setting out the commitments they make to society as a whole.

For these reasons, at the start of the fourteenth term of Parliament, at the request of the President of the Government, the Government of Spain launched an accountability mechanism called *Meeting Our Commitments*, to communicate progress towards the commitments made at the beginning of the term. As the President said in his investiture address on 4 January 2020, this reflects the need to combat public disillusionment with politics, through clear transparency, strict monitoring mechanisms and guarantees of accountability.

*Meeting Our Commitments* is, therefore, a vital tool for progressing towards a culture that is more receptive to public governance, with closer relations between the general public, representatives and the Government. It is also crucial for improving the work of institutions. Recently, the issue of accountability was addressed in the Action Plan for Democracy, one key measure of which is a legal requirement for all public administrations to perform half-yearly accountability exercises. The Action Plan is a road map for strengthening the key elements of the rule of law in Spain, for combating the dangers that democracies face—such as disinformation—and for expanding the tools and power available to Spanish society to assess the work done by the different branches of government.

A total of 195 commitments were made at the start of the current term of Parliament, organized around the eight strategic lines of action set out by the President of the Government in his investiture address. Two new commitments have been added since July 2024, in response to emerging challenges, with the aim of: (i) implementing an Action Plan for Democracy, to empower Spain to protect and strengthen its democracy; and (ii) mobilizing all resources necessary for as long as required to ensure the recovery of the areas affected by the cut-off low weather event (known in Spain as an isolated high-level low, *depresión aislada en niveles altos* or DANA). **Appendix II** maps out the 197 commitments.

Table 1. Strategic lines of action of the *Meeting Our Commitments* exercise

1. Bring a green and digital socioeconomic modernization to fruition
2. Strengthen the welfare state
3. Improve access to housing
4. Foster a just ecological transition
5. Consolidate Spain's position as a leader in gender equality
6. Strengthen territorial cohesion and address the demographic challenge
7. Foster more peaceful and harmonious relations
8. Build on Spain's leadership at the European and global levels

The commitments the Government has made for the fifteenth term of Parliament originate from: (i) the investiture address by the President of the Government; (ii) the Agreement between the Spanish Socialist Workers' Party (PSOE) and the Sumar coalition, which is also the manifesto of the coalition Government; (iii) the speeches given by ministers, presenting the key strategic lines of action of the



different ministries; (iv) the Recovery, Transformation and Resilience Plan; and (v) other speeches by the President of the Government.

The methodological basis of the accountability exercise have been reviewed and endorsed by the Methodological Analysis Group (hereinafter, the Analysis Group), which has provided support for the exercise since November 2020. The Analysis Group comprises academics from prestigious Spanish public universities and experts in different areas linked to accountability, public policy analysis, public law and other related matters. Further details of the Analysis Group and its work are provided in **Appendix I**.

Accountability is also an exercise in transparency. Therefore, a file of open data has been published containing all of the commitments and the actions that the Government has taken to meet them, totalling 1,879, of which 907 were launched in the second half of 2024 or build on initiatives undertaken between the date of investiture, 16 November, and 31 December. The database indicates the verification sources for each action—enabling the information to be checked—and sets out the quantitative indicators used to determine the progress and status of commitments. The information is organized into different categories, to enable a variety of different insights into accountability:

- (i) The strategic lines of action
- (ii) the public's main concerns, according to surveys by the Sociological Research Centre (Spanish acronym: CIS)
- (iii) the United Nations Sustainable Development Goals (SDGs)
- (iv) categorization by specific issues
- (v) Classification of the Functions of Government (COFOG)

**Meeting Our Commitments** also offers a configurable interactive tool for viewing the commitments, initiatives and the findings of the accountability exercise. These documents and tools can be found on the accountability web page.<sup>1</sup>

This report summarizes the database, which contains the measures implemented by the Government. It covers the period from the investiture of the President of the Government on 16 November 2023 to 31 December 2024. The report analyses 20 commitments, the related measures and outcomes, and other key actions launched by the executive, by strategic line of action. Of the commitments covered in the report, 65% were selected based on their significance and the significance of the measures implemented in the period. The remaining 35% were selected using adjusted stratified random sampling, with each strategic line of action representing a stratum. This system ensures that all of the commitments are covered by the **Meeting Our Commitments** reports, regardless of what has been done by the Government to meet them. In the two reports for 2024, 44.2% of the Government commitments have been assessed.

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<sup>1</sup> <https://www.lamoncloa.gob.es/Paginas/cumpliendo/index.aspx>



## II. Status of commitments set out in the report



**Table 2. What has the Government done with respect to the commitments since the start of the current term of Parliament?**

1. Bring a green and digital socioeconomic modernization to fruition	
Increase the purchasing power of the people of Spain and rein in inflation	Several measures have been adopted to reduce inflation to levels close to the target of 2%, and to increase household income. As a result, disposable income per household was 3.7 percentage points higher in 2023 than in 2022
Formulate economic policy to promote the creation of high-quality jobs, foster full employment, and bring the unemployment rate into line with the European average	The number of workers registered with Social Security has risen to 21.3 million. The unemployment rate has declined to 11.2% and the gap with respect to the European average has narrowed by 2 percentage points. Labour reforms have led to a 9.8 point reduction in the percentage of workers with temporary contracts (third quarter of 2024 compared with the same quarter of 2021). The difference between the proportion of temporary employment in Spain and the average proportion for the European Union narrowed by 7 percentage points between 2019 and 2023
Complete the modernization of Spain's production structure, in relation to deployment of Next Generation funds	Spain was the second country to request a fifth national recovery and resilience plan disbursement, and is the country to have reached the most milestones and met the most goals: 250 of 595. Final decisions have already been made on the distribution of around 59% of the current funds. Overall, a total of 44.16 billion euros is being disbursed to 839,419 businesses, institutions and private individuals following the conclusion of previous calls for proposals
Strengthen measures to protect consumers of financial services	Protection of mortgage borrowers has been improved by expanding the preventative debt relief framework for people at risk of falling into vulnerable conditions. The Government has given its approval to the Bill Creating the Financial Ombudsman Authority, which will now be put to Parliament





2. Strengthen the welfare state	
Formulate a grant policy to safeguard access to education	The call for grant applications for the 2024–2025 academic year has been approved, for an estimated total of 2.54 billion euros, the highest amount in the history of Spain. The grants will support over 1.2 million students. Grant amounts have been increased and calls for applications are ongoing
Ensure equitable universal access to healthcare and improve management of the National Health System	Public expenditure on health at the national level amounted to 5.51 billion euros in the most recent General State Budget. The Government has approved two bills, to be put to Parliament: the Bill on Universal National Health System Coverage and the Bill Amending Different Provisions to Improve the Equity and Cohesion of the National Health System
Combat all forms of poverty and exclusion, including the most serious, such as homelessness	In 2024 alone, the amounts of non-contributory pensions have been increased by 6.9%, as has the income guaranteed through the minimum living income (Spanish acronym: IMV). Contributory pensions have been increased by 3.8% and the minimum wage (Spanish acronym: SMI) by 5%. The poverty rate declined in 2022 and welfare benefits prevented 2.4 million people from falling into extreme poverty
Expand resources for the model for care of dependants and continue to promote reform of the model, improving its quality and fostering autonomy	The central government will have contributed a total of 3.52 billion euros to the System for the Autonomy and Care of Dependent Persons (Spanish acronym: SAAD) by the end of 2024, 150% more than in 2019. A National Deinstitutionalization Strategy has been approved
3. Improve access to housing	
Establish and apply mechanisms to safeguard and promote the right to decent, adequate and affordable housing in urban and rural areas	Falls in rent prices have been recorded for the first time in areas with regulated prices. Preparations are being made to declare further municipalities as high-pressure areas, in different Autonomous Communities. The rental subsidy for young people (Bono Alquiler Joven) has been renewed and the mortgage safety net and eviction moratorium have been extended. A new benchmark index has been launched for updating existing contracts



Make 184,000 state-owned homes available for affordable rent, expanding the public portfolio of homes to 20% of all housing	A total of 80,745 homes are already available for affordable rent. Programmes of guarantees and loans for developers have been launched for an amount of 6 billion euros, through the state-owned credit institution Instituto de Crédito Oficial (ICO)
<b>4. Foster a just ecological transition</b>	
Foster the deployment of renewable energy within Spain, with inclusion of the local population	Installed renewable capacity accounts for 63.7% of all capacity and 56% of all electricity is generated from renewable energy sources. In 2023, Spain ranked second among European countries for wind power and photovoltaic power, and eighth worldwide in terms of renewable energy. Because of these efforts, electricity is already 17% cheaper than average for the European Union
Continue to promote sustainable mobility and public transport, while ensuring they are affordable for those who need them most	The Sustainable Mobility Bill has been approved by the Government, and has been put to Parliament. A total of 7.87 billion euros has been deployed to build and develop safe, sustainable, connected mobility infrastructure, promote railways, foster decarbonized mobility and improve intermodal logistical connections. In 2024, the scheme offering free rail passes for local and conventional medium-distance trains has been maintained, as have discounts of 50% for multi-trip passes and tickets
Develop green taxation to drive the energy transition	Environmental taxes brought in an equivalent of 1.5% of GDP in revenue in 2023. Within the framework of the European Union, new measures have been established in Spain, such as the tax on single-use plastic packaging, the tax on waste that is sent to landfills, incinerated or co-incinerated, and the requirement for municipal councils to charge for waste collection and management
<b>5. Consolidate Spain's position as a leader in gender equality</b>	
Pass a law on gender parity in representation	Parliament passed the Organic Law on parity representation and balanced presence of women and men



In the areas of health, courts, police and psychology, strengthen measures and resources for combating gender violence	It has been decided to distribute a total of 160 million euros among Spain's Autonomous Communities to finance programmes to combat gender violence. The Central Administration has implemented 96.8% of the measures set out in the State Pact against Gender-based Violence
<b>6. Strengthen territorial cohesion and address the demographic challenge</b>	
Mobilize all resources necessary for as long as required to ensure the recovery of the areas affected by the cut-off low weather event (DANA).	Three royal decrees have been approved to mobilize over 16.6 billion euros to support rebuilding in affected areas, aimed at families, businesses and municipal councils
Assume responsibility for a portion of the debt of Spain's Autonomous Communities	At the most recent meeting of the Conference of Presidents, which is chaired by the President of the Government and brings together the Presidents of Spain's Regional Governments (Autonomous Communities) and the Presidents of the Autonomous Cities of Ceuta and Melilla, held on 13 December 2024 in Santander, the President of the Government announced that a Fiscal and Financial Policy Board meeting would be held in January 2025 to propose that a portion of the debt of the regional governments be borne by the State
<b>7. Foster more peaceful and harmonious relations</b>	
Champion dialogue as a tool for addressing disputes at the territorial level	A total of 27 agreements have been reached with Autonomous Communities on legislation that was disputed. Responsibilities and services are being transferred to the Basque Country and Navarre. A meeting of the Conference of Presidents was held on 13 December, at which all the Autonomous Communities were represented. At the sector level, 71 conferences have been convened during this term of Parliament, and 863 new conventions have been established. The number of disputes at the territorial level has been reduced by more than 70%



**8. Build on Spain's leadership at the European and global levels**

Promote recognition of the State of Palestine and peace in the Middle East	On 28 May 2024, Spain—along with Ireland and Norway—officially recognized the State of Palestine. More than 140 countries have now recognized the State of Palestine
Strengthen and modernize Foreign Action and the Foreign Service	<p>Spain's Foreign Action has been strengthened through the President's exacting international schedule, including a tour of Africa and bilateral meetings in Brazil, Azerbaijan, China, India, Portugal and the Vatican City.</p> <p>The Foreign Service has been modernized through approval of the Consular Records Digitization Regulation</p>



### III. Findings of the accountability exercise by strategic line of action. Key commitments and measures



## STRATEGIC LINE OF ACTION 1. BRING A GREEN AND DIGITAL SOCIOECONOMIC MODERNIZATION TO FRUITION

Bring a green and digital socioeconomic modernization of Spain's production structure to fruition, with an approach based on social inclusion and a commitment to innovation and science, and with more and better businesses, more start-ups and more social economy. Ensure that this modernization reaches all areas of the country, as well as Spain's small and medium-sized enterprises (SMEs), self-employed persons and general population. Work to ensure that the Spanish economy is equipped to tackle current and future challenges, making it more resilient and competitive and putting it to work for people. Progress towards full employment, with higher quality jobs, decent work, more and better training and an improved work-life balance. Improve the purchasing power of the middle class and of workers in general.

### **Formulate economic policy to promote the creation of high-quality jobs, foster full employment, and bring the unemployment rate into line with the European average**

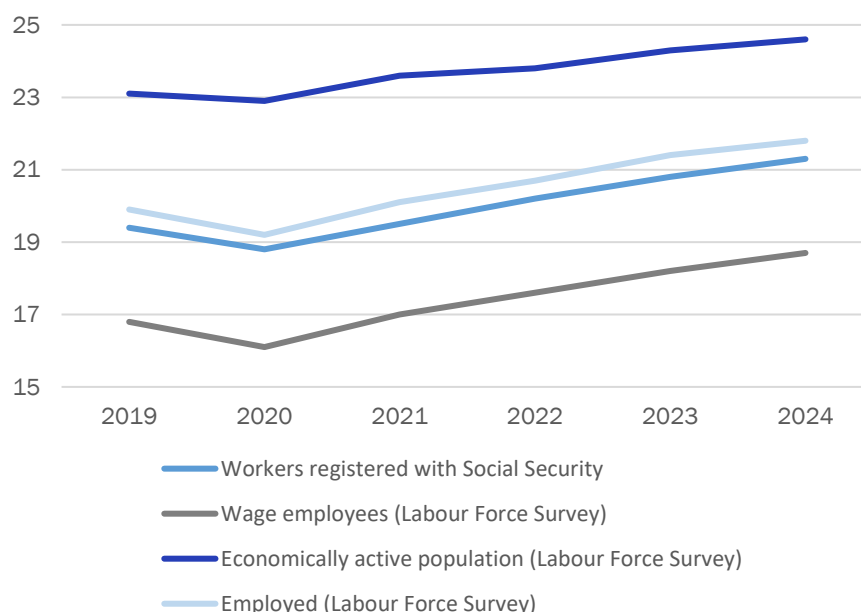
The economic and labour policies implemented have contributed to record job creation and job quality. In November 2024, the average number of workers registered with Social Security was 21.3 million, reflecting a 10% increase on 2019 figures. In seasonally adjusted terms, the number of registered workers has been rising for 55 consecutive months, with 1.9 million more workers than before the pandemic.

The number of women workers registered with Social Security reached a record of 11.3 million in absolute terms in July 2024 and a record percentage of 47.4% of the total in April of the same year. In addition, the gender wage gap has narrowed: from 2018 to 2022, women's wages rose by 6 percentage points more than men's.

The proportion of wage employees in Spain on temporary contracts was 16.4% in the third quarter of 2024, 9.8 points less than in the third quarter of 2021, prior to the labour reform. In 2019, the proportion of employees in Spain on temporary contracts stood at 25.8%—11.6 percentage points above the European Union average. By 2023, the percentage had fallen to 16.9%, narrowing the gap with Europe to 4.6 points. Over the period, Spain was the country with the largest decrease in the proportion of temporary contracts. In public employment, a total of 321,776 temporary positions were made permanent, surpassing the target set in the Recovery, Transformation and Resilience Plan.

According to Spain's Labour Force Survey (Spanish acronym: EPA), the unemployment rate in the third quarter of 2024 was 11.2%, with fewer than 2.8 million unemployed. The rate is 2.7 percentage points lower than in the third quarter of 2019 and 3.5 points less than before approval of the labour reform (data from the third quarter of 2021). The gap between unemployment rates in Spain and the European Union average has narrowed by 1.9 percentage points since 2019.

Figure 1. Economically active population, Labour Force Survey employment and workers registered with Social Security, 2019–2024. Millions of people



*Note: Labour Force Survey and Social Security data for the third quarter of each year*

Source: Social Security and Labour Force Survey

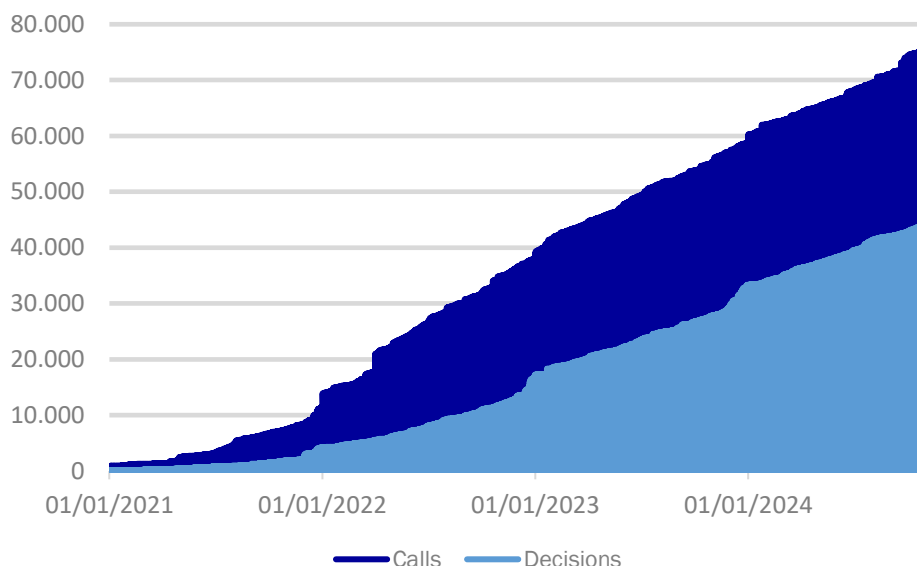
The minimum wage was 5% higher in 2024 than in 2023, and has been raised by 54% since 2018. As a result, workers with minimum wage are receiving 5,573 euros more in wages each year.

A total of 2.57 billion euros was distributed to Spain's Autonomous Communities in 2024, to fund active employment policies. Of that amount, 771.5 million was approved in the second half of 2024. In addition, the passing of a Royal Decree on safety and health protection in domestic work represented the fulfilment of the commitment to set out the labour rights of domestic workers in law. Other measures include the Royal Decree establishing the shared portfolio of services of the National Employment System and the guaranteed services provided for in the Employment Act; and the draft bill to remove automatic dismissal of a worker owing to permanent incapacity from the Workers' Statute.

## Complete the modernization of Spain's production structure, in relation to deployment of Next Generation funds

Much of the Recovery, Transformation and Resilience Plan has already been implemented. Decisions have been made on 44.16 billion euros of the allocated total of 79.85 billion, which is to say around 59% at 31 October 2024. Calls for proposals have been made for 94.5% of all funds. The Central Administration has mobilized 49.1 billion euros through public calls for proposals. In addition, strategic projects for economic recovery and transformation are being implemented, for a total of 17.4 billion euros, with the aim of transforming the Spanish economy and improving social and territorial cohesion.

Figure 2. Calls for proposals and decisions relating to the Recovery, Transformation and Resilience Plan, to date. Millions of euros



Source: Ministry of Economy, Trade and Enterprise

In total, 839,419 businesses, institutions and private individuals are benefiting from the funds. Microenterprises and SMEs have benefited the most, accounting for 40.1% of all fund recipients.

Within the EU, Spain has received the most funds through Recovery Plan transfers. In July 2024, the country received almost 10 billion euros through the fourth disbursement from the Plan, and it was second in requesting the fifth disbursement. Of the milestones and targets, 80 have been met, and 55 of those ahead of schedule. As a result, Spain will be able to receive an additional 8 billion euros in transfers and almost 16 billion in loans in early 2025. In absolute terms, it is the country to have met the most commitments for the transfer tranche: more than 250 from a total of 595.

## Increase the purchasing power of the people of Spain and rein in inflation

The measures adopted by the Government have contributed to maintaining purchasing power and to addressing the high rates of inflation originating from the invasion of Ukraine and the international trade situation caused by the Covid-19 pandemic. Per capita disposable income of households rose by 3.7 points in 2023 and by 1.6 points in the first two quarters of 2024. From 2019 to 2023, disposable income rose faster in Spain than in major European economies such as Germany, France and Italy, nearing levels for the Group of Seven (G7) countries and ending the period 1.3% higher than before the pandemic.

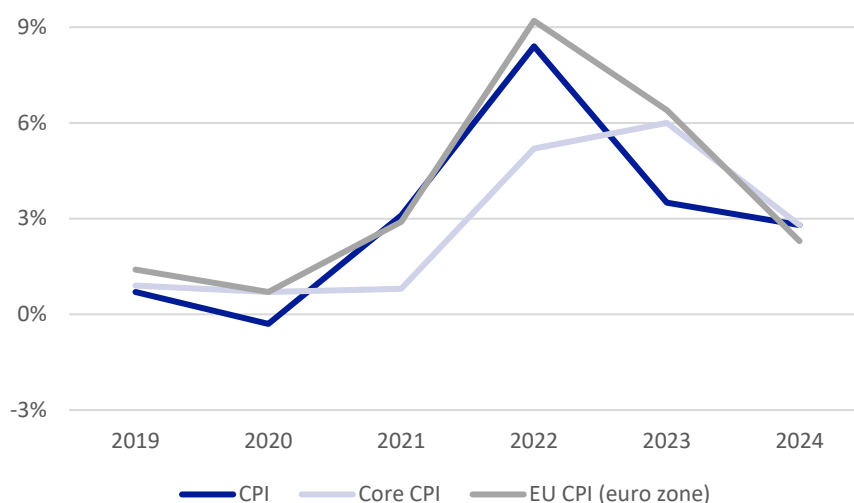
Key measures to increase household income included a 5% increase in the minimum wage in 2024, to 1,134 euros a month. The labour reform's reinstatement of collective bargaining to its central role in labour relations contributed to a 0.9% rise in real wages compared with 2022. The minimum living income and non-contributory pensions were increased by 6.9%, and contributory pensions by 3.8% in



2024. In 2025, the latter will be raised by 2.8%. Lastly, the pay of public employees was increased by 2% in 2024 and will be raised a further 0.5% in 2025.

Inflation has remained under control in 2024, close to the 2% target set by the European Central Bank. In November 2024, the consumer price index (CPI) stood at 2.4%, down 4.3 percentage points from the level recorded in November 2022. Core inflation, as measured by the CPI, excluding the most volatile products in the basket of goods, was also 2.4%, down 3.9 percentage points from the rate recorded in the same month of 2022. From 2019 to 2024, prices in Spain rose more slowly than the average for the EU, at a rate 0.3 percentage points lower.

Figure 3. Consumer price index. Average year-on-year change. 2019–2024. Percentage



*Note: the rate for 2024 corresponds to the annual average to November*

Source: National Statistics Institute

Measures adopted by the Government have contributed to containing inflation. In December 2023, the eighth package to counter the economic and social repercussions of the conflicts in Ukraine and the Middle East was adopted, followed by the ninth package in June 2024. Key measures included an extension of the reduced rate of value added tax (VAT) on staple food, the reduced VAT on electricity for all of 2024, and the lower rate of 10% VAT on gas through to March. The moratorium on disconnections of utilities for vulnerable consumers was extended until 31 December, and the subsidized social discounts on energy prices were extended until 30 September 2024. Lastly, the discounts on public transport were extended for all of 2024 and the first half of 2025.

### Strengthen measures to protect consumers of financial services

The Government has approved the Bill Creating the Financial Ombudsman Authority, which is currently with Parliament, to reduce the period for reaching out-of-court dispute settlements between financial institutions and their customers to a maximum of 90 days, and to ensure that the process is free of charge. The Ombudsman Authority will reach binding decisions on alleged breaches of rules of



conduct, good practices and protocols, as signed by the financial institutions, including on whether contractual clauses are abusive, if the amount claimed is less than 20,000 euros.

Financial inclusion and protection of mortgage borrowers have also been improved by expanding the preventative debt relief framework for people at risk of falling into vulnerable circumstances. Lastly, a measure has been approved to eliminate commissions for over-the-counter cash withdrawals by older persons or persons with disabilities.

### **Other key measures and outcomes relating to the Government's commitments**

- ✓ Of the major European economies, Spain recorded the most growth in the first three quarters of 2024, at over three times the rate recorded in the EU or the Eurozone (3.4% year-on-year, compared with 0.9%). At the global level, Spain is set to be the third-fastest growing economy in the Organisation for Economic Co-operation and Development (OECD) in 2024, with some of the strongest growth among the most developed countries, at around 3%. Accordingly, the country was recently recognized by The Economist as being the “best economy” in the OECD in 2024.
- ✓ International trade has continued to grow. Exports for the third quarter of 2024 were 4.6% higher than in the same quarter of 2023. Of the four largest economies in the Eurozone, Spain recorded the highest GDP contribution of the foreign sector in the third quarter of 2024. In addition, exports of non-tourism services have expanded by 70% from 2018 to 2024.
- ✓ Unemployment protection measures have been simplified and improved. The new model increases the amounts of benefits for the first 12 months and makes unemployment benefits compatible with part-time work. It also includes new recipients, such as under-45s with no dependants and temporary agricultural workers.
- ✓ Spain is reducing its deficit and public debt at an ever-faster pace. The public deficit at the end of 2024 is expected to have been 3%, compared with 3.7% for 2023. By the end of the term of office, the deficit is forecast to be 1.8%. Debt-to-GDP is set to be 102.5% at year-end 2024, 2.5 percentage points less than for 2023. The aim is to bring the ratio under 100% by 2026.
- ✓ A law has been passed to set a minimum rate of corporate income tax of 15%, to combat aggressive tax planning by multinationals and large domestic groups. Moreover, approval has been granted to a new progressive tax on banking, levied on the net interest margin and commissions for three years. Furthermore, the rate of personal income tax on capital gains of over 300,000 euros has been raised by 2 percentage points to 30%. The temporary levy on energy companies has also been extended for 2025.
- ✓ The 2024–2027 State Plan for Scientific, Technical and Innovation Research has been approved. The amount allotted to the Plan is almost 18.4 billion euros, 32% more than for the 2021–2023 State Plan and 73% more than for the plan for 2017–2020. In addition, a



total of 654.3 million euros has been awarded for Knowledge Creation Projects and 203.5 million euros for public-private partnership projects.

- ✓ Payment of over 4.83 billion euros has been coordinated for 622,400 farmers, representing 99.1% of the direct assistance provided for 2023 under the new Common Agricultural Policy (CAP). Moreover, the agricultural insurance plans for 2024 are being implemented, with a budget of 378.6 million euros.
- ✓ The 2024 National Artificial Intelligence Strategy has also been approved, with 1.5 billion euros earmarked, 600 million of which has already been mobilized.
- ✓ The Government has approved the bill for the Organic Law on measures to improve the efficiency of public services in justice and collective action to protect and safeguard the rights and interests of consumers and users. The bill will be a pillar of the largest transformation of the justice system in decades. It includes reforms of organizational structures and processes, including replacing single-judge courts with trial courts with multiple judges, and creating Municipal Judicial Offices.

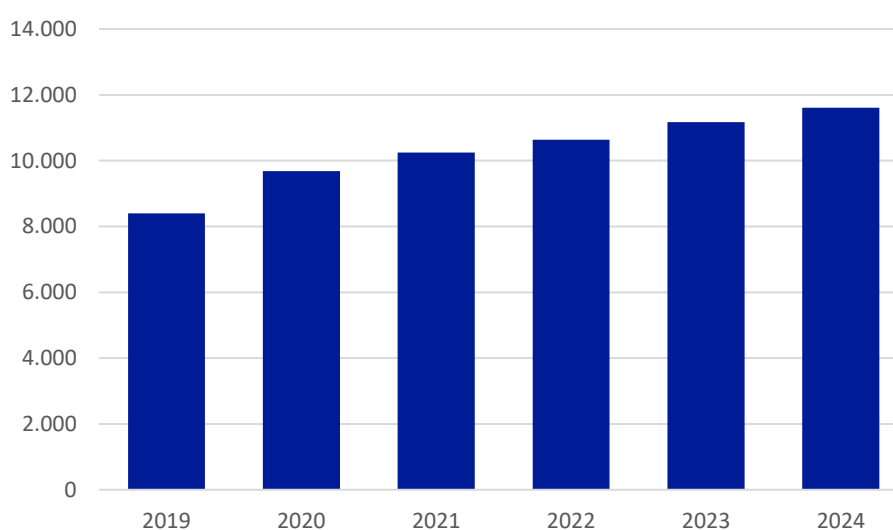
## STRATEGIC LINE OF ACTION 2. STRENGTHEN THE WELFARE STATE

Strengthen the Spanish welfare state, to reduce social inequality and poverty, expand rights and strengthen safeguards protecting them. Improve the lives of the population. Increase the resources available for the Spanish health system, bolstering and expanding primary, specialized and hospital care and reducing waiting lists. Champion public education, with opportunities and a future for everyone. Ensure the welfare state looks after older persons—with a fair pension system—dependent persons and people who have lost their jobs. Make certain the welfare state guarantees access to free culture, for all. Build an inclusive welfare state that is fairer and has better public services, with a more progressive tax system.

### Ensure equitable universal access to healthcare and improve management of the National Health System

Spending on health under the General State Budget has steadily risen, from 4.25 billion euros in 2019 to 5.51 million in 2024, which is a 29.5% increase. This expanded budget has resulted in stronger and additional capacities for the National Health System. In 2024, as in previous years, places for Specialized Health Training were offered, numbering 11,607, 38% more than in 2019. For the second year in a row, funding has been provided to increase the number of places available for degrees in medicine at public universities. The shared portfolio of services of the National Health System has also been expanded to include more new-born screening tests, accompanied by a gradual increase in oral health coverage, genomic medical services and treatments for rare diseases over the past three years.

Figure 4. Places on Specialized Health Training courses, 2019–2024. Number of places



Source: General State Budget statistics, State Secretariat for Budget and Spending

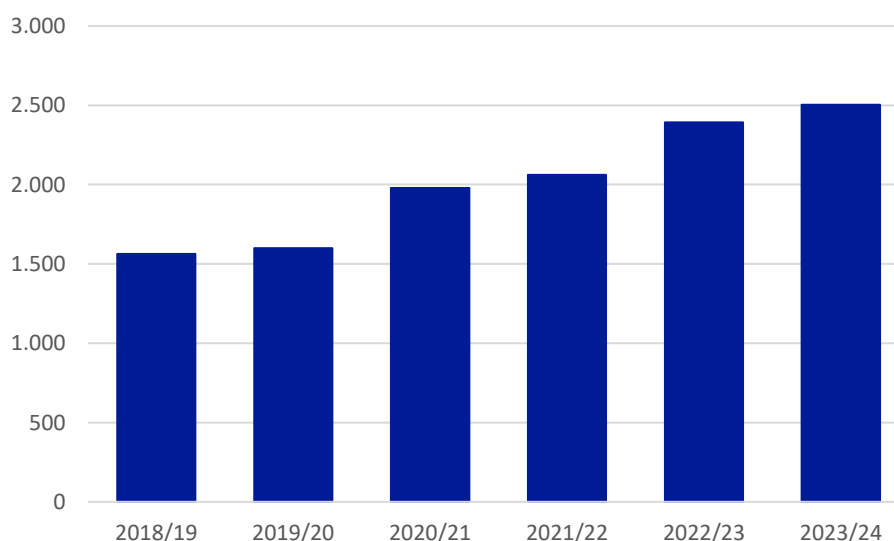
In the area of mental healthcare, the structure of the Ministry of Health has been strengthened through the creation of the Office of the Commissioner for Mental Health, and the foundations have been laid for the 2025–2027 Mental Health Plan and the 2025–2027 Suicide Prevention Action Plan. Progress has also been made in Parliament with the Bill on Universal National Health System Coverage, the purpose of which is to safeguard universal coverage and minimize inequalities in access to the System. The key measures in the bill include reinstatement of the unified shared portfolio of services, standardizing benefits and services throughout Spain, ensuring that new co-payments cannot be added, and expanding coverage for foreigners and for Spaniards living abroad.

Over the past year, the Ministry of Health has also adopted key measures to improve management of the National Health System. Advances have been made with respect to the Bill Creating the State Public Health Agency. In addition, the Observatory to Combat Fraud and Corruption in Health was established, adopting its first Strategic Plan in September 2024. Lastly, a bill is being prepared on the public management and integrity of the National Health System, which will curtail privatization of health services.

### Formulate a grant policy to safeguard access to education

The budget for grants for the 2024/25 academic year is 2.54 billion euros, a record amount. The total is almost 1 billion euros more than in 2019, having increased by 60% since that year, in addition to reflecting a rise of 1.2% with respect to the prior academic year. In the 2023/24 academic year, a record 1.2 million students received grants, 12% more than in 2018/19.

Figure 5. Amounts of grants. 2018/19 and 2023/24 academic years. All areas of study. Millions of euros



*Note: The number of students receiving grants includes school meal grants and Erasmus programme grants. Data for the 2023/24 academic year is estimated. Budgeted amount of grants for 2024/25.*

Source: Ministry of Education, Vocational Training and Sports



The main new features of the call for applications for the 2024/25 academic year include the ceiling on income levels for entitlement being raised by 5%. As a result, an additional 30,000 students will benefit from the campaign, of which around 18,000 will be university students. In addition, the amount of the accommodation grant has been increased from 1,600 euros to 2,500. Moreover, a supplementary grant of 400 euros has been established to cover the extra expenses incurred by families with students with special needs.

As the call for applications for grants and aid for the 2023/24 academic year was brought forward, the assistance has been paid earlier. At the end of December 2023, almost 700,000 students had received their grants, more than 80% of the total.

### **Expand resources for the model for care of dependants and continue to promote reform of the model, improving its quality and fostering autonomy**

Contributions from the Central Administration to the funding of the System for the Autonomy and Care of Dependent Persons (Spanish acronym: SAAD) in the General State Budget for 2024 amounted to 3.52 billion euros, up 150% or 2.12 billion euros compared with 2019. In 2023, the Central Administration contributed 28.6% of all spending on support for dependants in Spain, 12.5 percentage points more than in 2019.

The credits allocated by the Central Administration up to October 2024 totalled 2.96 billion euros. This amount reflects an additional 1.6 million people being entitled to receive assistance, 4.2% more than in the prior year.

A total of 783 million euros will be distributed to Spain's Autonomous Communities in the year 2024. The proposed amount is the highest to date, and 500 million euros more than the budgeted amount for 2021. This is in addition to the minimum level funded by the Central Administration, bringing the cumulative total since 2021 to 2.33 billion euros, following a decade of no funding at all.

In June 2024, the 2024–2030 National Deinstitutionalization Strategy was approved. The aim of the Strategy is to transform the system of support and care, to offer more personalized and smaller scale services, adapted to community- and proximity-based contexts. The Strategy prioritizes at-home care for older persons, dependent persons with disabilities, homeless persons and migrant minors. An Operational Plan has been rolled out for 2024–2025, to implement the Strategy in 2025. As a result, more than 2 billion euros will be mobilized, contributed by the governments of 13 different Autonomous Communities, and by the Central Government, to fund a total of 695 initiatives.

### **Combat all forms of poverty and exclusion, including the most serious, such as homelessness**

Poverty risk declined in 2022 to 20.2%,<sup>2</sup> its lowest level since the financial crisis erupted in 2008. The risk fell sharply, despite a large rise in the threshold for relative poverty (8.9% over the past year). The drop in risk was particularly significant for young people aged 16 to 29 years, with a year-on-year

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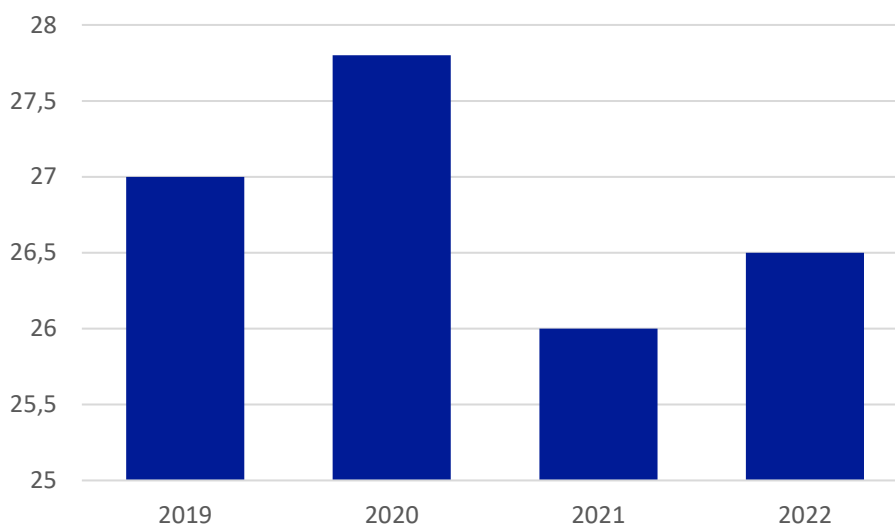
<sup>2</sup>2023 Living Conditions Survey. The Survey covers income for the year prior to the year it was taken, i.e. the 2023 Survey covers income for 2022.

decrease of 0.9 points in 2022. For the same age group, the decline in poverty risk from 2018 to 2022 was 5.1%, 7.7% in the case of women and girls.

The percentage of people at risk of poverty or social exclusion (AROPE) in 2022 was 26.5%, down 1.3 percentage points compared with 2020, when it reached the highest level for the period, owing to the pandemic. Meanwhile, the population with low work intensity was at record lows: 8.4%, 2.4 percentage points less than in 2018. The decrease was larger for the group aged 45 to 64 years: 4.7 points.

The Gini inequality index stood at 31.5 points in 2022, down 1.5 from the figure recorded in 2019 and the lowest level in the past 16 years. Spain has recorded one of the largest reductions in the index among the major European economies, such as Germany, France and the United Kingdom.

Figure 6. At-risk-of-poverty rate, 2018–2022. Percentages



*Note: risk of poverty for consumption units under 60% of median income*

Source: National Statistics Institute Living Conditions Survey

To combat poverty, the minimum living income was increased by 6.9% in 2024. Since it was launched in June 2020, it has been increased by 31% and a total of 13.01 billion euros has been spent on this benefit. Improvements include the Supplementary Childhood Assistance, which is already being received by 500,000 families with dependent minors. The minimum living income was paid to 665,500 households in November, amounting to around 2 million people. A total of 150,475 additional benefits are being paid, with 28.6% more recipients than at year-end 2023. The minimum living income protects 833,277 minors, who account for 41.2% of recipients, and 115,596 single-parent households are receiving it. Pensions have been increased, as has the minimum wage. Furthermore, the 2024–2030 National Strategy to Prevent and Combat Poverty and Social Exclusion has been approved. Lastly, around 200 million euros has been allocated for maintenance and strengthening of the social services network, and for programmes to protect families and combat child poverty.

All of these measures, together with others from the social safety net established by the Government, have helped reduce poverty in Spain. The minimum living income alone has reduced extreme poverty by 5%–20%. It is estimated that 10.6 million people would have fallen into poverty in 2022 had all the



assistance and benefits been removed. Transfers—excluding retirement and survivors' benefits—have prevented 2.4 million people, representing 5.1% of the population, from falling into extreme poverty. Without intervention from the public sector, income inequality would have been 53% greater.

### **Other key measures and outcomes relating to the Government's commitments**

- ✓ All contributory pensions paid under the Social Security system, the former civil service system (Clases Pasivas) and other public benefit systems were increased by 3.8% in 2024. As part of a strategy to gradually bring minimum pensions into line with the income thresholds that must be met to be entitled to them, minimum pensions have been increased by 6.9%. Non-contributory pensions have been increased by the same percentage. The minimum pension for widows or widowers with dependants has been increased by 14.1%. In 2025, contributory pensions will be raised by 2.8%.
- ✓ Work to increase the number of places in early years education (0 to 3 years) has continued, with 670.1 million euros earmarked for the 2021–2023 period, with the aim of creating more than 65,000 free places at public centres. The enrolment rate for children in the first stage of early years education was 41.8% in 2022, a 10-percentage point increase that puts Spain among the five OECD countries with the largest rises over the past decade. In 2024, the enrolment rate for children aged 0 to 2 years was 48.2%.
- ✓ The regulatory implementation of the Vocational Training Act has been completed, with approval of four royal decrees. This marks the successful end of the implementation of a dual system of training stages, the Intermediate and Upper Levels, which accounted for 5% of all vocational training enrolments in the 2022/23 year. Approval was given to distribute nationally 143.4 million euros, to create 76,479 places on vocational training courses in 2024.
- ✓ The Artistic Training Act has been enacted.
- ✓ The Government has approved a draft bill for an organic law to protect minors in digital environments.
- ✓ The Royal Decree approving the Statute of the Independent Whistle-blower Protection Agency has also been enacted. This piece of legislation strengthens the regulatory and institutional frameworks for combating corruption. In addition, the staff of the Public Prosecution Service has been restructured and expanded to respond more effectively to crime through the criminal justice system, focusing on combating corruption and violence against women.
- ✓ The Regulation on the rights and freedoms of foreigners has been approved, improving the means of regular migration and integration. Processing time and the number of formalities have both been reduced, duplicated processes have been eliminated, and the system has been made more stable, with initial permits for one year and renewals for four years.





## STRATEGIC LINE OF ACTION 3. IMPROVE ACCESS TO HOUSING

Improve access to housing, especially for young people and families with fewer resources, making the right to decent housing the fifth pillar of the Spanish welfare state. Implement a housing policy that helps tenants and owners of smaller portfolios of property, that expands the portfolio of public housing, and that ensures homes are not used to speculate and are instead a right for the population.

### **Establish and apply mechanisms to safeguard and promote the right to decent, adequate and affordable housing in urban and rural areas**

The Government has approved the State Residential Rental Price Benchmark System, which sets the maximum benchmark price for rental in areas that have been officially declared high-pressure. The government of the Autonomous Community of Catalonia has published a list of high-pressure residential areas within its jurisdiction, affecting 271 municipalities, while in the Basque Country, the town of Errentería has been declared a high-pressure area. In the high-pressure municipalities of Catalonia, regulated rental prices fell 0.9% year-on-year in the first quarter of 2024, compared with a rise of 6.1% in other municipalities.

Updates to rental prices were limited to a 3% rise for the year, to establish a new benchmark index for 2025. The moratorium on evictions and removals of vulnerable families with no alternative accommodation was extended to the full year of 2024. In addition, a regulation was approved for the Digital Single Point of Access for Rentals, a tool that is intended to protect tenants, combat fraudulent seasonal rental agreements and curb illegal holiday rentals.

In terms of support measures, 200 million euros were earmarked in 2024 for the Autonomous Communities for the rental subsidy for young people (Bono Alquiler Joven). Since its launch, around 60,000 young people have benefited from each call for applications. In addition, a guarantee facility has been rolled out, for a total of 2.5 billion euros, to help young people under 35 and families with dependants buy their first home.

For homeownership families in difficulties as a result of interest rate hikes, a mortgage safety net was established in 2022 and remains in place. Among other measures, the safety net includes freezes on mortgage payments for 12 months, extension of mortgages by up to seven years for households with income below 38,000 euros a year, and, for families bringing in less than 25,200 euros, a two-year grace period without repayments.

### **Make 184,000 state-owned homes available for affordable rent, expanding the public portfolio of homes to 20% of all housing**

Under the Affordable Rental Housing Plan, the Government has made 80,745 homes available and over 800 agreements have been signed with the governments of Autonomous Communities and local



councils to build 24,463 homes. The Autonomous Communities have received 85% of the funds earmarked under the housing renovation and urban renewal plan of the Recovery, Transformation and Resilience Plan (4.33 billion euros). These investments will enable construction of almost 25,000 homes and renovation of 48,000 under the neighbourhood redevelopment programme, as well as funding and promoting renovation of 600,000 homes, the calls for applications for which are managed by the Autonomous Communities.

Loans and guarantees have been rolled out for construction of homes under the affordable rental scheme. Specifically, 6 billion euros has been mobilized through the state-owned credit institution Instituto de Crédito Oficial (ICO), to be invested in two areas: 4 billion euros in loans for public and private property developers, under the Addendum to the Recovery, Transformation and Resilience Plan; and 2 billion euros to guarantee up to 50% of said loans, an initiative launched by the Government and managed through ICO.

All of these policies are enabling progress on mobilizing State resources to address the housing problem in Spain. However, the Government's goal is to bolster and protect a public portfolio of housing, to safeguard affordable rent of no more than 30% of household income, protecting those who decide to rent or find themselves forced to rent. The Government's long-term aim is still to bring the proportion into line with the European average, with 9% of all housing being social housing.

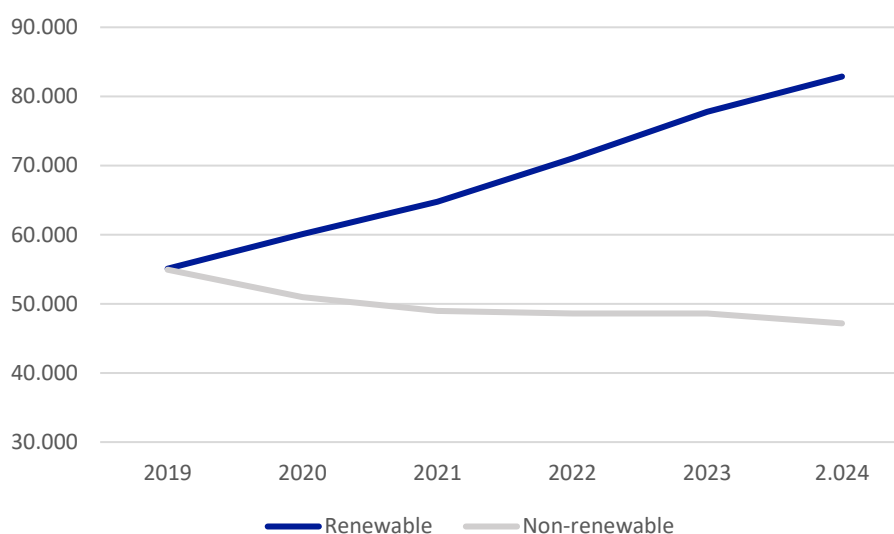
## STRATEGIC LINE OF ACTION 4. FOSTER A JUST ECOLOGICAL TRANSITION

Foster a just ecological transition that contributes to climate change mitigation and adaptation, protects biodiversity, and creates wealth and opportunities throughout the country. Turn this challenge into an opportunity, to create new jobs and industries and improve city and rural environments.

### Foster the deployment of renewable energy within Spain, with inclusion of the local population

The proportion of renewable sources for installed capacity has been increased from 50.1% in 2019 to 63.7% in December 2024. Over the same period, installed solar photovoltaic capacity has been quadrupled.

Figure 7. Installed capacity. 2019–2024. Megawatts



Source: Red Eléctrica de España

The percentage of electricity generated from renewable sources in Spain's energy mix has reached 56% in 2024, compared with 38% in 2018. In March, April and May, the percentage generated using renewable resources was over 60%. In 2023, Spain ranked second among European countries for wind power and photovoltaic power, and eighth worldwide in terms of renewable energy.

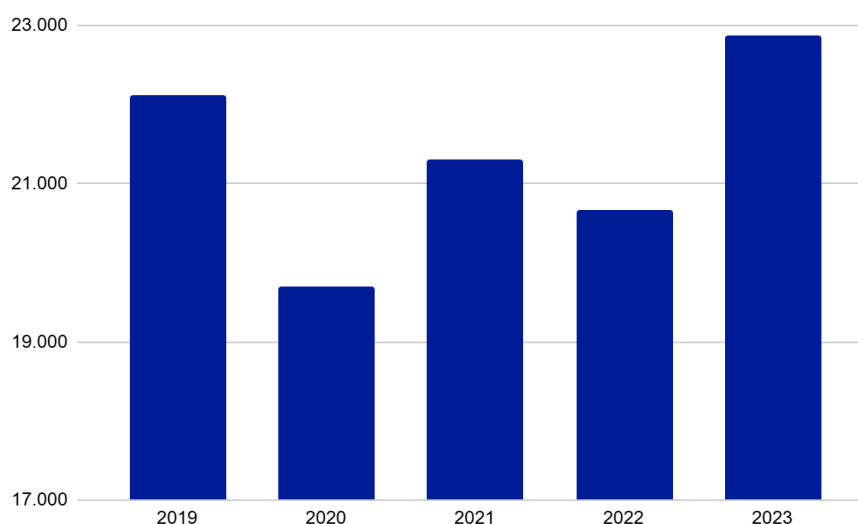
This contribution from renewable energy to the electricity system has reduced the price of electricity. The average daily price of a kilowatt-hour (kWh) for Spanish households in the first half of 2024 was 0.24 euros, less than the averages for the European Union (0.29 euros), Germany (0.39 euros), Italy (0.33 euros) and France (0.28 euros). Since reaching record levels in 2022, prices have fallen by 20.6%.

The 2023–2030 Integrated National Energy and Climate Plan has been updated, expanding on the goals set in the prior plan and raising the targeted reduction in greenhouse gas emissions between 1990 and 2030 from 23% to 32%. Progress is also being made on formation of a renewable hydrogen economy. In this respect, 794 million euros in direct assistance has been allocated to seven Spanish projects for high-volume production and use of renewable hydrogen in industrial activities. Moreover, 1.2 billion euros has been made available for proposals to create large hydrogen valleys or clusters of renewable hydrogen. In addition, a minimum of 280 million euros to a maximum of 400 million has been earmarked for the European Hydrogen Bank auction-as-a-service (AaaS) system.

## Develop green taxation to drive the energy transition

In 2023, Spain collected around 22.88 billion euros in environmental taxes, representing 6.5% of all tax revenue. This amount was 10.7% higher than in 2022. Green tax revenue was equivalent to 1.5% of GDP and accounted for 4% of all revenue. Below the averages for the European Union, 2% of GDP and 4.9% of revenue (Eurostat). In 2023, environmental tax revenue was 3.3% higher than in 2019.

Figure 8. Environmental tax revenue, 2019–2023. Millions of euros.



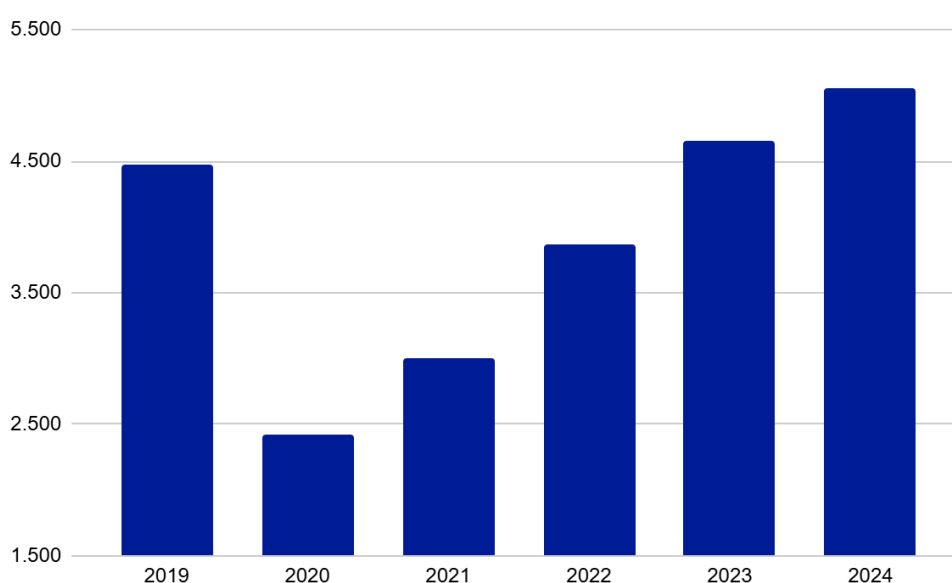
Source: National Statistics Institute

Recently introduced environmental taxes include the tax on single-use plastic packaging, the tax on waste that is sent to landfills, incinerated or co-incinerated, and the requirement for municipal councils to charge for waste collection and management. All of these measures form part of the European Union regulatory framework.

## Continue to promote sustainable mobility and public transport, while ensuring they are affordable for those who need them most

In 2023, over 4.65 billion trips were made on sustainable public transport (which excludes air travel), a record level and a return to pre-pandemic levels. By year-end 2024, over 5 billion trips are expected to have been made on sustainable public transport. Around 662 million passengers chose rail travel as a mode of transport in 2023, 4% more than in 2019. For January to October 2024, the total number of rail passengers was 576 million, and the figure for the full year is expected to reach a new record of around 690 million.

Figure 9. Number of passengers on public transport, 2019–2024. Millions of passengers



*Note: From November 2024 onward, the data has been estimated based on average year-on-year growth*

Source: Passenger Transport Statistics, National Statistics Institute

The high-speed rail network now covers 70% of the population, and work is continuing to bring coverage to 100% by 2030. The Government implemented a number of measures in 2024 to promote sustainable mobility. The free rail passes for local and medium-distance conventional travel have been extended, as have the discounts of 50% on passes for high-speed AVANT trains and multi-trip urban and intercity tickets. These measures have been extended for the first half of 2025. The second edition of the Verano Joven scheme of travel discounts for young people saw an increase of 29.8% in the number of people who benefited, compared with 2023.

The MOVES III programme to promote electric transport was extended through to 31 December 2024, with a budget increase of 1.55 billion euros, and the strategic project for economic recovery and



transformation for electric and connected vehicles, under which over 3 billion euros has been loaned or transferred, is heading into its fourth round of calls for applications.

The Government has given its approval to the Sustainable Mobility Bill, and, as a result of the recovery plan, a total of 7.87 billion euros is being allocated for the development of safe, sustainable, connected mobility infrastructure, with a focus on rail and decarbonized mobility and improvements to intermodal connections in logistics.

The European Union's 2021 Action plan to boost long distance and cross-border passenger rail aims to double high-speed rail traffic by 2030.

### **Other key measures and outcomes relating to the Government's commitments**

- ✓ Around 542 million euros has been mobilized through subsidies for industrial decarbonization, under facilities 1 and 2 of the strategic project for economic recovery and transformation. As part of this strategic project, a total of 3.17 billion euros has been earmarked for investments to promote a more sustainable and competitive industry.
- ✓ The update to the 2023–2030 National Programme to Control Atmospheric Pollution has been approved, the aim of which is to reduce levels of pollution caused by compounds and substances that are very harmful to health.
- ✓ The strategic project for economic recovery and transformation for digitalization of the water cycle has been launched, with a planned investment of 3.49 billion euros, of which 951.8 million has already been mobilized. The second call for proposals for urban water cycle digitalization has been completed, with a total of 300 million euros for projects covering 1,155 municipal areas and 13.2 million people.
- ✓ The Government has approved a bill to regulate the working conditions and duties of wildland fire-fighters and another bill on conditions and duties of foresters and environmental officers.
- ✓ The Bill on Preventing Food Loss and Waste has also been approved by the Government and is currently with Parliament.
- ✓ Different ecosystems are being preserved and restored, along with the biodiversity they contain, including: (i) the Doñana National Park, with a budget of 706 million euros for its action framework; (ii) recovery of the Mar Menor; and (iii) the Ebro Delta, the action framework for which has been submitted.
- ✓ In 2024 the Industry and Strategic Autonomy Bill and Bill Reinstating the National Energy Commission were also approved by the Government and submitted to Parliament.



## STRATEGIC LINE OF ACTION 5. CONSOLIDATE SPAIN'S POSITION AS A LEADER IN GENDER EQUALITY

Ensure that Spain remains a leader on equality at the European and global levels, with a commitment to full, real, effective gender equality. Reduce the unequal treatment that women suffer in many different settings and commit to remedying this injustice that goes against the principles of parity of our society. Combat gender violence and sexual violence.

### Pass a law on gender parity in representation

Organic Law 2/2024, of 1 August, on parity representation and balanced presence of women and men, has been passed. The aim of the law is to ensure effective representation of women in political and economic decision-making spaces. In the political sphere, amendments have been made to electoral legislation to establish a requirement to apply what is known as the "zipper system" to electoral lists, meaning that parties would be obliged to alternate between male and female candidates on their candidate lists. Listed companies and entities that are of public interest and meet specific criteria are required to have at least 40% women on their boards of directors.

Spain is the European country with the highest percentage of women in senior management, and ranks sixth worldwide, according to the *Women in Business 2024* report. Among listed companies, 42 of 117 already meeting this parity requirement of 40% for their boards, an increase of 27% compared with 2022. In the case of the IBEX 35 index, there are women in senior management in 23% of the included companies.

Spain ranked third in the European Union in the core domain of "power" of the 2024 Gender Equality Index, surpassed only by Sweden and France, and scoring more than 20 points above the European Union average. In addition, in its 2023 annual report on women's political representation, the OECD put the average for Spain above that for the European Union.

The goal is to make full parity between men and women a reality in the public and private spheres, including management roles, by the end of the term of Parliament.

### In the areas of health, courts, police and psychology, strengthen measures and resources for combating gender violence

The budget for measures to combat gender violence was 259.7 million euros for 2024. Since 2019, a total of 1.13 billion euros has been spent on initiatives to combat violence against women. In addition, the resources made available in the General State Budget to address gender inequality have been increased from 220 million euros in 2019 to 573 million in 2024.

Of the 290 measures agreed in the 2017 State Pact against Gender-based Violence, 284 are the responsibility of the Central Administration. Of those 284, 96.8% have been fully implemented (190)



or are being implemented (85). Tools such as the System for Comprehensive Follow-up of Gender Violence Incidents (Spanish: Sistema VioGén) have protected around 100,000 women, 1,200 adolescents and 1,700 children. In addition, in 2024 approval was given to distribution of 140.2 million euros among Spain's Autonomous Communities and Cities, to fund programmes to combat gender violence, under the State Pact against Gender-based Violence.

The central government and different political groups in the Congress of Deputies have expressed their support for a swift renewal of the State Pact against Gender-based Violence adopted in 2017. The intention is to update the Pact to include measures against newly identified forms of violence against women, such as online violence and violence against children as proxy abuse of the mother, known as vicarious violence. It is a priority for the Government to take all possible action to end the scourge of gender violence, once and for all.



## STRATEGIC LINE OF ACTION 6. STRENGTHEN TERRITORIAL COHESION AND ADDRESS THE DEMOGRAPHIC CHALLENGE

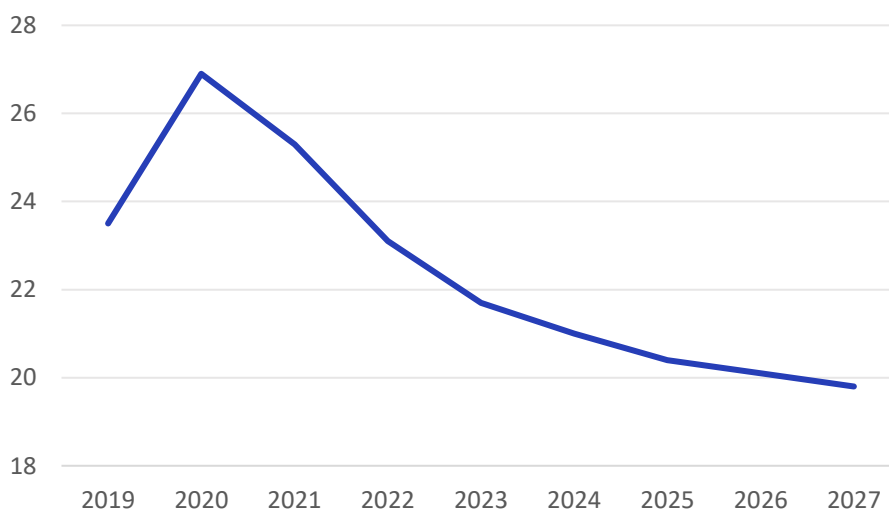
Strengthen the territorial cohesion of Spain, reducing differences between different areas. Address the demographic challenge, ensuring countrywide equitable distribution of opportunities, and guaranteeing access to high-quality public services, irrespective of place of residence. Engage, as a State, in more dialogue with all other levels of government throughout the country, including on issues of joint governance, and pursue and foster reforms that improve the system of governance for Spain's Autonomous Communities and Cities.

### Assume responsibility for a portion of the debt of Spain's Autonomous Communities

In the wake of the spike in Autonomous Communities' debt caused by the fiscal repercussions of the pandemic in 2020, their debt levels began to decline, with a drop of almost 6 percentage points in the debt-to-GDP ratio to a forecast of 21% for 2024. Transfers totalling 42.68 billion euros were made between 2020 and 2022 to support public services and mitigate the falls in revenue for the governments of the Autonomous Communities, as an alternative to an increase in borrowing.

The sharp decline in the debt of the Autonomous Communities from 2020 onward was a result, among other measures, of the resources made available by the Central Administration. In 2024, 154.26 billion euros was deployed under the regional funding system (Spanish: Sistema de Financiación Autonómica), 43% more than in 2019. In addition, the Special Liquidity Funds provided low-cost funding to the Autonomous Communities for a total of 31.35 billion euros in 2024.

Figure 10. Public debt of the Autonomous Communities, 2019–2027. Percentages of GDP



Source: Independent Authority for Fiscal Responsibility (Spanish acronym: AIREF)



Under the reform of the European fiscal framework and the national medium-term fiscal-structural plan for 2025–2028 submitted to the European Commission, the Central Administration will again bear the majority of the burden of reducing the deficit, with a target of 1.5% of GDP by 2027. As a result, the Autonomous Communities sublevel can maintain a target deficit of 0.1% of GDP through the remainder of this term of Parliament, bringing their overall debt-to-GDP ratio down to 19.4%.

A meeting of the Conference of Presidents was held in December to address different matters, including the funding of the Autonomous Communities. A proposal is being put together for the Central Administration to take on the debt of the Autonomous Communities. In addition, a meeting of the Fiscal and Financial Policy Board has been convened for January, to work on this issue.

### **Mobilize all resources necessary for as long as required to ensure the recovery of the areas affected by the cut-off low weather event**

On 29 October 2024, there was a cut-off low weather event in Spain (known in Spain as a depresión aislada en niveles altos or DANA), leading to heavy localized rainfall and the worst flooding caused by such an event in the twenty-first century. All of the Central Administration's resources were mobilized to mitigate the repercussions of this event. Over 18,000 members of personnel were deployed from the national law enforcement agencies, the Emergency Unit of the Armed Forces, and other branches of the Armed Forces, undertaking more than 6,000 activities.

In the area, the Armed Forces have at their disposal around 2,000 items of materiel for use in the air, on land or on water (helicopters, engineering machinery, transport vehicles, emergency vehicles including ambulances, and drones). Furthermore, 17 items of heavy excavation equipment and 190 mid-sized items have been deployed.

In addition to all of these measures, aid packages are being implemented under the Rapid Response, Reconstruction and Regeneration Plan for the Autonomous Community of Valencia, to address this humanitarian emergency. Three royal decrees have been approved to apply urgent measures to rebuild and regenerate the affected areas, with a total of 16.6 billion euros earmarked.



### Other key measures and outcomes relating to the Government's commitments

- ✓ The Basis of the System of Local Government Act has been amended and a new mechanism has been approved to settle local authorities' overdue payables to suppliers, amounting to 404.1 million euros.
- ✓ Since June 2018, over 7.2 billion euros of work has been put out to tender to build the Mediterranean Corridor. Of that amount, winning bids have been selected for a total of 5.3 billion euros and more than 800 kilometres of the Corridor are already under construction. In the same period, 6.61 billion euros of work has been put out to tender for the Atlantic Corridor, with winning bids selected for 5.4 billion euros. An amount of 2.2 billion euros has been allocated to improve the local rail network and encourage its use.
- ✓ An additional 163 million euros has been awarded through a new call for proposals under the UNICO Redes Activas 5G programme, to close the 5G mobile network coverage gap in less populated areas, on top of the 508 million euros already awarded under the 2023 call for proposals. In the first call for proposals alone, the programme benefited over 1.8 million people in municipal areas with fewer than 10,000 inhabitants. Among the OECD countries, Spain ranks third for fibre optic use. At the European level, the country ranks second for fibre optic connectivity. Since 2019, ultra-high-speed broadband coverage for households has been increased from 83.6% to 93%, and for rural homes, coverage has been improved from 49.6% to 80.3%.
- ✓ A total of 1.05 billion euros has been mobilized to support the recovery of the island of La Palma.
- ✓ In addition, 107.5 million euros has been made available to continue meeting the needs of the migrants who reach the coast of Spain, and especially those arriving in the Canary Islands. Two budget items for 2024 totalling 85 million euros have been approved for assistance for unaccompanied migrant children and adolescents, of which 65 million is specifically for the Canary Islands. Furthermore, a Centre for Temporary Reception of Foreign Nationals (Spanish acronym: CATE) has been opened, with a capacity for 800 people, on the island of El Hierro.

## STRATEGIC LINE OF ACTION 7. FOSTER MORE PEACEFUL AND HARMONIOUS RELATIONS

Move forward with the agenda for reconciliation between Catalonia and the rest of Spain, to ensure a more peaceful society and greater progress and harmony within Spain. Build a more prosperous and stronger country, which embraces and respects the different circumstances and identities within Spain. A civic-minded country committed to dialogue.

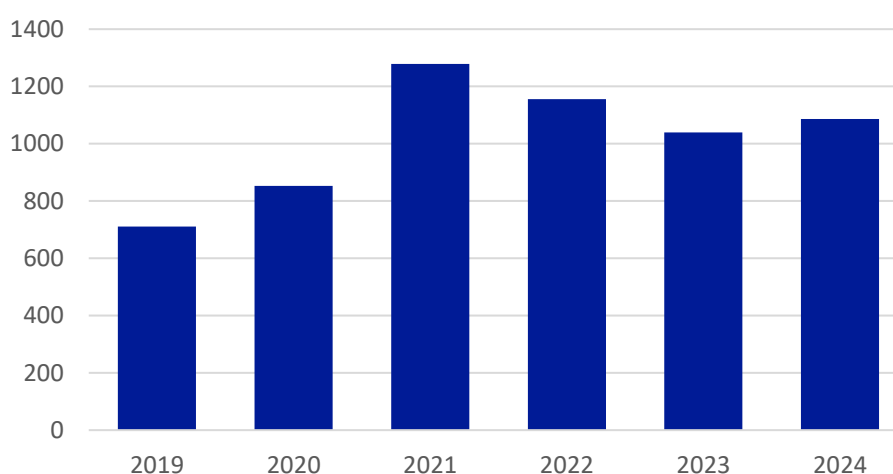
### Champion dialogue as a tool for addressing disputes at the territorial level

Since 2019, the number of disputes between the Central Administration and the governments of the Autonomous Communities ruled on by the Constitutional Court has declined by 91%.

In 2024, through to November, 93 sector-level conferences were convened. In April 2024, regulations were approved to improve the work of the conferences. In 2024, by November a total of 16 agreements had been reached with the Autonomous Communities on laws that were subject to disputes over responsibilities.

The number of cooperation agreements between the Central Administration and the Autonomous Communities rose from 711 in 2019 to 1,086 as at 26 November 2024. Agreements are being reached with stability and continuity in mind, with a significant number in place for several years or renewable annually, keeping existing collaboration in place.

Figure 11. Number of agreements reached between the Central Administration and the Autonomous Communities. 2019–2024.



Source: Ministry of Territorial Policy and Democratic Memory



A meeting of the Conference of Presidents was held in December, which addressed the issues of housing, funding of the Autonomous Communities, migration, and the status of the National Health System. A total of 21 meetings of the Conference have been held since 2020—more than in previous terms of office—primarily emergency meetings on Covid-19.

The President of the Government has also held bilateral meetings with the Presidents of the different Autonomous Communities and Cities that have Statutes of Autonomy, to promote joint governance and dialogue between the different levels of the administration.

Three royal decrees have been approved to devolve a number of responsibilities and services to the Autonomous Community of the Basque Country, a decision has been reached to devolve management of coastal areas and cinematography, and progress has been made on a schedule of future devolutions in a number of areas. The reform of the Organic Law on rehabilitation and expansion of the Charter of the Autonomous Community of Navarre has been approved.

Agreements have been reached with the government of the Autonomous Community of Catalonia on transport, education and research. In the area of transport, a commitment has been made to transfer 283.4 million euros to offset the shortfall from operating the Rodalies local and medium-distance rail network in 2023, and a further 191.5 million euros for the services rendered by Rodalies and offered by the national train operator Renfe between 2016 and 2023. In addition, an agreement has been reached with Catalonia to manage the non-contributory minimum living income benefit.



## **STRATEGIC LINE OF ACTION 8. BUILD ON SPAIN'S LEADERSHIP AT THE EUROPEAN AND GLOBAL LEVELS**

Continue to build on Spain's leadership at the European and global levels, making progress toward the Goals of the United Nations 2030 Agenda and the European Union Strategic Agenda 2024-2029. Continue to play a higher-profile role at the international level and lead on policies in areas such as the green transition, gender equality, regular migration and the defence of international law. Defend multilateralism, human rights, democracy and peace at the global level. Promote dialogue and diplomacy to resolve conflicts, and foster the values and principles of the Charter of the United Nations.

### **Promote recognition of the State of Palestine and peace in the Middle East**

Spain officially recognized the State of Palestine on 28 May 2024, joining over 140 other countries that have already done so. The aim of recognition is to promote application of the two-State solution in order to end the conflict in Palestine, as the only means of achieving lasting peace and stability in the region.

### **Strengthen and modernize Foreign Action and the Foreign Service**

The amount earmarked in the General State Budget for Foreign Action and work with the European Union was increased by 68 million euros between 2019 and 2024, a rise of 8.4%. In the second half of 2024, Spain's Foreign Action has been strengthened by the President of the Government's exacting international schedule. The President participated in the NATO meeting in Washington, the European Political Community meeting in the United Kingdom, the twenty-ninth Conference of the Parties to the United Nations Framework Convention on Climate Change (COP29) in Azerbaijan, the meeting of the Group of Twenty (G20) in Brazil and the European Council meetings in Brussels.

In addition, the President of the Government toured Africa, visiting Mauritania, The Gambia and Senegal and attended the session of the General Assembly of the United Nations in New York. He also held bilateral meetings with Pope Francis in the Vatican City, with the Prime Minister of Romania in Bucharest, with Xi Jinping and with Narendra Modi during official visits to China and India, respectively, and with the Prime Minister of Portugal, Luís Montenegro, during the thirty-fifth Spain-Portugal Summit in Faro. In the second half of 2024, the President of the Government received visits at Moncloa from the presidents and prime ministers of Türkiye, Qatar, Iraq, Mauritania and Lebanon, among other countries. In total, over the course of 2024, meetings were held, visits were made or agreements were signed with over 95 countries.

In addition, approval was given to the Spanish Cooperation Master Plan for Sustainable Development and Global Solidarity and the Spain-Africa Strategy.



The Foreign Service has been modernized through approval of the Consular Records Digitization Regulation, which will enable Spanish nationals living abroad to perform formalities electronically and will establish a Central Consular Identification Number to facilitate administrative procedures.

Moreover, Spain's Feminist Foreign Policy has been strengthened through the appointment of 15 new women ambassadors in 2024, with the first female ambassadors ever for both the United States and China. At present, 25.9% of Spain's embassies are led by women, and 32.3% of the country's Diplomatic Corps staff are women.

### **Other key measures and outcomes relating to the Government's commitments**

- ✓ Spain has continued to support Ukraine. A cooperation agreement on security and defence has been signed with the country, as has an agreement on contributions between the European Commission and Spain regarding Macro-Financial Assistance Plus for Ukraine. Spain was also represented at the Summit on Peace in Ukraine at the Bürgenstock Resort (Switzerland) and at the Ukraine Recovery Conference in Berlin. Since 31 December 2021, temporary protection has been authorized for 212,812 Ukrainian citizens.
- ✓ The Spanish Presidency of the Council of the European Union ended on 31 December 2023, with 71 legislative dossiers during its course. Milestones included the agreement on the Pact on Migration and Asylum, the agreement reached at the Council level on the reform of fiscal rules, Romania and Bulgaria joining the Schengen area, the agreement on the reform of the electricity market, and the agreement on the first Artificial Intelligence Act for the European Union.
- ✓ Spain has submitted its third voluntary national review to the high-level political forum on sustainable development, assessing progress toward meeting the 17 Goals (SDGs) of the 2030 Agenda. Spain is the European Union Member State that has submitted the most reviews, reflecting its commitment to meeting the SDGs.
- ✓ Spain has participated in 17 international missions in the framework of the United Nations, the European Union and NATO in 2024. On average, 3,500 armed forces personnel were deployed on foreign missions. These included the mission in Lebanon, where United Nations peacekeepers were led by a Spanish general; the Spanish contingent on NATO's Eastern Flank; and the European Union military operation to contribute to the deterrence, prevention and repression of acts of piracy and armed robbery off the Somali coast (Operation ATALANTA).



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