

# MEETING OUR COMMITMENTS

Accountability report of the Government of Spain

December 2025



GOBIERNO  
DE ESPAÑA

 **Acción de  
Gobierno**

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## I. Executive Summary



During the period from July to December 2025, the Government of Spain continued to follow the roadmap adopted in June 2018, paying particular attention to the commitments made to the public at the beginning of this term of Parliament.

Specifically, it advanced towards bringing Spain's green and digital socioeconomic modernization to fruition, the first of its strategic lines of action. In November 2025, the European Commission once again raised Spain's GDP growth forecast—this time to 2.9%—consolidating our country's place among the highest-growing economies.

This growth is supported by policies aimed at creating quality jobs, increasing employment and improving working people's incomes. November 2025 saw the number of workers registered with Social Security reach a new record high of 21.8 million, with 3.5 million young people working. Since 2018 more than 3 million jobs have been created, the percentage of workers on temporary contracts has fallen by 11 percentage points, and the gender pay gap has narrowed by 6 points. Following a similar trend, employment among the over-45s has increased by almost 8 percentage points, while unemployment has fallen to below 10%.

Spain has been highly pro-active in obtaining funding for its Recovery, Transformation and Resilience Plan. The latest disbursement from the Recovery and Resilience Facility, amounting to more than 23 billion euros (the largest such payment to have been made thus far), and the Addendum to Spain's Recovery, Transformation and Resilience Plan represent two key milestones for the Spanish economy. This Plan ensures more and better growth in key sectors such as industry, car manufacturing, agri-food, tourism and vocational training, as well as in sectors linked to the ecological transition and digitalization. Next Generation funds have already reached 1.3 million beneficiaries located across all of Spain's territories.

Measures were adopted to further strengthen the welfare state during the six-month period covered by this report. By January 2026 pensions will again have increased in line with the consumer price index, by 2.7%. As regards education, a record figure of more than 2.5 billion euros has been allocated to providing study grants, and more than 1.2 million students have entered vocational training (52,000 more than just one year before). Furthermore, almost 45,000 infant education places for children aged 0-3 years have been created since 2021, with an allocation of European funds totalling 670 million euros. Moreover, the Government is working to mobilize 175 million euros to ensure that children aged 0-3 years from families with the lowest resources have access to infant education places and that no one is left behind.

In the sphere of public health, the portfolio of available services has been expanded with the introduction of new neonatal screening programmes, oral health coverage for older people, and the VEO Plan, an innovative direct grants programme for the purchase of contact lenses and glasses for the under-16s. Moreover, the approval by the Council of Ministers of a Royal Decree-Law aimed at ensuring the fulfilment of obligations established under Act 3/2024 of 30 October, on improving the quality of life of people with motor neurone disease and other highly complex and irreversible diseases—under which an additional 500 million euros will be allocated to policies on care for dependent persons—constitutes a further investment milestone for the Government, which has almost tripled the budget for the care of dependent persons since 2018.



The Government also stood firm in its commitment to equality between women and men and to the fight against gender violence during the six-month period. Having already promoted the enactment of the Organic Law on equal representation and the renewal of a broad-based agreement against gender violence at an earlier juncture of this term of Parliament, during the last six months of 2025 the Government strengthened courts and court units specializing in cases of violence against women, appointing more prosecutors, and put forward a draft organic bill to introduce measures concerning the use of violence by proxy. This bill seeks to codify violence of this nature as an offence in its own right and will consolidate Spain's leadership in the fight against one of the cruellest forms of violence against women.

Housing remained a priority issue during this second half of 2025. Accordingly, 7 billion euros will be mobilized for the construction of protected housing under the National Housing Plan for 2026-2030. Moreover, there is a total of 304 municipalities in which certain areas have been classed as high-pressure areas under the Housing Act. The effects of this mechanism have been positive: rental prices have fallen by 8.9% in Barcelona, and by 4.9% across Catalonia, without any reduction in the volume of available housing.

In the fight against climate change, and following the series of wildfires that raged across Spain, above all in August 2025, with 400,000 hectares burned, the Government proposed a broad-based agreement to address the climate emergency. This agreement, which comprises 10 key points, seeks to offer a serious and coherent response to this global challenge through a common—and long-term—framework of action based on science.

As regards energy policy, the Government adopted a Royal Decree approving urgent measures to strengthen the electricity market. The measures adopted are aimed at improving oversight of the electricity sector's compliance with its voltage control obligations, at boosting energy storage, and at fostering electrification by enabling new economic activities to be connected to the grid. Furthermore, the Royal Decree establishes a roadmap for boosting and fostering RDI platforms.

To strengthen territorial cohesion and address the demographic challenge, the Government undertook to make the largest ever transfer (almost 187 billion euros) of advance instalments to the regional administrations of the Autonomous Communities and to local authorities in 2026. In addition, efforts were continued to improve transport and communications between different regions of Spain during the six-month period. Investment in the Mediterranean corridor during 2025 amounted to more than 966 million euros, while railway tenders for the Atlantic corridor totalled 3 billion euros. As regards ports, investment at 2025 year end stood at 1.2 billion euros, and almost 13 billion euros is to be allocated to the network of State airports between 2027 and 2031.

It goes without saying that the Government continued to provide every necessary assistance to the territories affected by the cut-off low weather event (Spanish: depresión aislada en niveles altos or DANA). A Royal Decree adopted in November 2025 contains the third package of measures aimed at rebuilding and at improving the response and adaptation to the needs of those affected by the DANA a year on from the tragedy, as well as at mitigating the impacts of further climate events of a similar nature. A part of this assistance package will be provided under the DANA Addendum to the Recovery, Transformation and Resilience Plan promoted by the Government of Spain, which allocates more than 1.2 billion euros in European funds to strengthen the response capacity to natural disasters and to



equip Spain's production structure with new tools for addressing challenges resulting from weather phenomena and for adapting to tariff shocks.

In the sphere of transparency and of efforts to improve the quality of democracy, the fifth Plan for Open Government was approved during the reporting period, as was a draft bill on open administration, which seeks to lend greater transparency to our system and prevent the misappropriation of funds within institutions. Progress was made towards transforming the Public Procurement Platform to enable the automation of mass audits and detection of possible fraud, and to incorporate civil society oversight both through citizen audits and integrity pacts. The Government continued its efforts to promote the bill on the transparency and integrity of lobbying activities, aimed at regulating the relationship between interest groups and public servants, and to ensure enactment of the bill for an organic law on criminal prosecution, which seeks to put the public prosecution service in charge of criminal investigations, and to increase the autonomy and transparency of this Service.

Spain continued to implement an ambitious foreign policy and remained firm in its defence of multilateralism, the rules-based international order and the United Nations peace and security agenda. During the second half of the year, the Government approved the Royal Decree-Law upholding the arms embargo on the State of Israel and restricting the transit of goods and products that have been used in the killing of civilians in the Gaza Strip. Spain has continued to send humanitarian assistance to Gaza, which to date amounts to 50 million euros since the conflict began in October 2023. Moreover, the Government has continued to promote the recognition of the State of Palestine within the United Nations and the EU and to maintain an active diplomatic agenda aimed at achieving a lasting peace in the Middle East based on the two-State solution. These same principles were applied with respect to Ukraine: with further economic assistance and with the opening of the Office for the Reconstruction of Ukraine, which looks to the future.

As regards the defence of multilateralism, the International Conference on Financing for Development held in Sevilla—the largest multilateral summit to have been held in our country in recent decades—was attended by representatives from more than 185 countries and 100 international bodies. Adopted by consensus at the Conference, the Sevilla Commitment will set the new international agenda on this issue, and more than 100 specific initiatives have already been launched through the Sevilla Platform for Action. Lastly, Spain continued to strengthen its relationship with countries from the Ibero-American Community, including Brazil, Colombia, Chile, Paraguay and Uruguay, with the partners of the Union for the Mediterranean, with the countries of the Sahel and West Africa, and with highly significant trade partners such as the People's Republic of China, India and Morocco.



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## II. Introduction



Democracy is built on commitment, on a pact between the elected and the electorate that constitutes the foundations of its legitimacy. This is why accountability and transparency mechanisms have been incorporated into this report, which consolidates the legitimacy of political leaders, but also of democracy in itself, understood as a model for peaceful co-existence, participation, development and shared prosperity.

At the start of the fourteenth term of Parliament, at the request of the President of the Government, the Government of Spain launched a trail-blazing accountability mechanism called *Meeting Our Commitments*.

The *Meeting Our Commitments* mechanism is essential to our continued advancement towards a public governance culture that bolsters the monitoring and auditing of Government, strengthens democracy through increasingly direct public participation, and enhances the efficiency and effectiveness of public institutions and services. Its *raison d'être* is to serve as a periodic and transparent reporting tool that submits the Government to public and democratic scrutiny.

A total of 195 commitments were made at the start of the fifteenth term of Parliament, at the end of 2023, organized around the eight strategic lines of action set out by the President of the Government in his investiture address. This accountability exercise incorporates further commitments adopted by the Government to address and provide a response to new challenges and needs, and to transform Spain's society and economy. **The two additional commitments identified during the second half of 2025 bring the current total to 202.** The new commitments are to "approve and implement a plan to combat corruption" and to "back a broad-based agreement to address the climate emergency". **Appendix II** to the accountability report contains the map of the 202 commitments adopted by the Government.

**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 global leader in gender equality
6. Strengthen territorial cohesion and address the demographic challenge
7. Improve peacefulness and harmony in society
8. Build on Spain's leadership at the European and global levels

The Government's commitments in 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 to present 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.



As in previous editions of *Meeting Our Commitments*, the Methodological Analysis Group (hereinafter, the Analysis Group) has validated the methodology underpinning the accountability mechanism. The Analysis Group, which has supported this regular and periodic transparency exercise of the Government of Spain since November 2020, comprises academics from prestigious Spanish public universities and experts on public policy and public law. Further details of the Analysis Group and its work are provided in **Appendix I**.

The *Meeting Our Commitments* exercise includes the publication of an open database containing all of the commitments as well as the measures that the Government has taken to meet them. Of the total of 3,501 measures, 1,048 were conceived during the second half of 2025 or built upon initiatives adopted between the date of investiture—16 November 2023—and 15 December 2025. The database indicates the verification sources for each measure—enabling the information to be verified—as well as the quantitative indicators used to determine the 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* offers an interactive tool for viewing the commitments, initiatives and findings of the accountability exercise, which can be found on the accountability web page.<sup>1</sup>

This *Meeting Our Commitments* report on the second half of 2025 summarizes the content of the open database, which comprises all of the commitments, together with the measures adopted by the Government, various indicators, and the categories into which the information has been organized. The report also analyses a sample of 30 commitments and the corresponding measures and outcomes, in addition to describing other key actions launched by the Executive, by strategic line of action. Of the commitments covered in the report, 70% were selected based on their significance and that of the measures implemented in this period. The remaining 30% 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 the actions undertaken by the Government to meet them or the outcomes thereof. The four reports completed to date during the fifteenth term of Parliament assess 61% of the Government's commitments.

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



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



**Table 2. Government action related to these commitments since the start of the term of Parliament**

1. Bring a green and digital socioeconomic modernization to fruition	
Secure the enactment of an Interns' Statute	The draft bill on the Interns' Statute has been approved. This is a crucial instrument for equal opportunities and for ensuring that companies providing access to in-house training do not use this as a formula for offering inferior working conditions.
Complete the modernization of Spain's production structure, in relation to deployment of Next Generation funds	The pace of implementation of the Recovery, Transformation and Resilience Plan has been accelerated. Spain is demonstrating exemplary management of the Next Generation funds it has received: grants amounting to 58.79 billion euros have been awarded, benefiting more than 1.3 million fund recipients, of which 888,242 (68.6%) are small or medium-sized enterprises (SMEs) or self-employed workers. The approval of the fifth disbursement entailed the receipt of more than 23 billion euros and the fulfilment of 264 milestones and targets. Moreover, the approval of the Addendum updating the Recovery, Transformation and Resilience Plan, which has reduced the administrative burden in order to accelerate the allocation of disbursements and the assessment of the outcomes achieved, has enabled the funds to be redirected to sectors that will define the country's future, consolidating Spain's sustainable economic transformation.
Boost active employment policies and continue to create high-quality jobs, especially for young people, the unemployed and the over-45s	Since the beginning of the term of Parliament, the percentage of workers on temporary contracts has fallen by 1.8 percentage points and unemployment has returned to pre-economic crisis (2008) levels, owing to the labour market reform and the strong performance of the Spanish economy. In addition, youth is down by 2.9 points, while the number of over 45s in employment has increased by 6.7%.
Advance towards a civil service based on strategic planning through forward-looking workforce planning; streamline procedures, and recruit and retain talent	The Government has undertaken unprecedented efforts regarding public employees, resulting in a record number of public sector job postings and an 11% pay rise to be applied incrementally over the period from 2025 to 2028. Moreover, in 2023 the Council of Ministers approved Royal Decree-Law 6/2023, which introduced decisive measures to reduce the percentage of workers on temporary contracts and strengthen the job stability of public employees. In addition, the creation of the Senior



	Public Management School (attached to the National Institute of the Public Administration), and of the Information System for public employees (Funciona), will enable more efficient, transparent and coordinated management of human resources.
Boost growth and digitalization of SMEs, the self-employed and start-ups	The Recovery, Transformation and Resilience Plan allocates 2 out of every 5 euros to support SMEs. In addition, the Government has launched several programmes such as the Digital Kit, Activa Start-ups and Activa Growth programmes, the Digital Generation SMEs plan, as well as the guarantee facility for Ukraine to ensure the liquidity of companies and self-employed workers.
Bolster consumer rights	The Spanish Parliament has passed the Customer Services Act, which represents a historic milestone as the first law to regulate customer services and establish quality standards to eliminate abuse.
Continue to strengthen RDI	The Government has approved a package of six calls for proposals with a budget of 1.22 billion euros to fund research and knowledge transfer projects and the recruitment of talent. These calls represent, on average, a 40.6% increase compared with the same calls for proposals launched in 2018.
<b>2. Strengthen the welfare state</b>	
Expand resources for the model for care of dependants and continue to promote reform of the model, improving its quality and fostering autonomy	Funding has been increased by 158%, from 1.35 billion euros in 2018 to 3.48 billion euros in 2024. In October 2025, it reached the record figure of 3.73 billion euros. This impetus has enabled the transformation of the care model to place people at its centre.
Improve protection offered by Social Security	The pension system has been strengthened by means of the annual update based on the consumer price index (CPI), maintaining pensioners' purchasing power. Since the beginning of this term of Parliament, average contributory pensions have increased by 9.9% and average non-contributory pensions by 16.9%, reflecting an improvement in the economic protection of pensioners.
Intensify public policy evaluation, increase accountability and expand transparency mechanisms	The Open Government Forum has approved Open Government Plan 5, covering the period from 2025 to 2029. The Plan includes a set of commitments adopted by the public administration, in collaboration with the public, to foster transparency, citizen participation, public integrity and accountability. Moreover, the Council of Ministers



	has approved the draft bill on open administration, which seeks to make transparency requirements more rigorous.
Defend the quality, equity and prestige of our university system, penalizing practices that tarnish the reputation of our universities, both public and private, to ensure that they meet our standards of quality	The Council of Ministers has approved a Royal Decree that sets more stringent criteria for the creation, recognition and authorization of universities in Spain, to defend the quality, equity and prestige of the university system.
Improve the range of services offered by the National Health System	Since 2023 the Government has created a national public health agency and has fostered a reform of the legal framework for guaranteeing equity in and universal access to Spain’s National Health System. In addition to strengthening primary care and prioritizing mental health, the Government has expanded oral health coverage, promoted the VEO Plan to improve the visual health of the under-16s, improved social and healthcare coverage for patients with motor neurone disease, and increased the safeguarding of equitable access to healthcare by increasing the number of human and other resources in this area.
Reorganize the justice system	Organic Law 1/2025, on efficiency measures for the Public Justice Service, has been passed by Parliament and has entered into force. In addition, other bills that are particularly crucial to modernizing the justice system, such as the bill for an organic law to expand and strengthen careers in the judiciary and the public prosecution service, the bill for an organic law on criminal prosecution, and the draft bill to amend the Act regulating the Organic Statute of the Public Prosecution Service.
Approve and implement a plan to combat corruption	The Government has approved a national plan to combat corruption, which follows the parameters established by the Group of States against Corruption of the Council of Europe (GRECO), the Organisation for Economic Co-operation and Development (OECD), the European Commission, and the United Nations Convention against Corruption. This plan underpins the more than 30 initiatives of the Action Plan for Democracy.
Improve and implement paid leave to guarantee work-life balance	Paternity and maternity leave has been increased to 19 weeks, and to 32 weeks in the case of single-parent families. Moreover, 2 of these weeks—4 in the case of single-parent families—may be enjoyed at any time before the child's eighth birthday.



<p>Propose a broad-based agreement to defend the rights of LGBTI people, as well as measures to combat discrimination against this group</p>	<p>The first national LGBTI Strategy and the first national Strategy for the Social Inclusion of Trans People have both been approved. These two strategies constitute the main instruments for guaranteeing the equality of LGBTI people and the elimination of violence and discrimination of any kind.</p>
<p>Implement the Democratic Memory Act</p>	<p>Two Four-Year Exhumation Plans have been prepared; a catalogue of symbols has been created to eliminate those that are contrary to Democratic Memory; the first audiovisual map of graves has been created; the Valle de Cuelgamuros has been resignified; a truth committee has been established to shed light on human rights violations during the Civil War and the Francoist dictatorship; progress has been made in terms of granting Spanish nationality to the descendants of exiles; an inventory of Democratic Memory sites has been created, and numerous events have been carried out to commemorate 50 years of Spain in Freedom.</p>
<p><b>3. Improve access to housing</b></p>	
<p>Advance in the planning of housing policy, incorporating transparency and participation</p>	<p>During this term of Parliament, new tools have been developed to enable the application of the Right to Housing Act, to improve planning and to increase market transparency. Progress has been made as regards the creation of the Housing Advisory Council, the modernization of the Technical Building Code, and the awarding of grants and assistance linked to the Urban Agenda, architectonic quality, and energy rehabilitation. The Government has worked to reach data sharing agreements with notaries and has launched a new citizen advice helpline (047). Moreover, work has continued on the strategic project for economic recovery and transformation for the industrialization of housing. In addition, the Government has unveiled CASA47, the new State Housing Entity, which will manage every phase involved in housing (from the purchase and development of land to construction, handover and property management) and guarantee affordable and permanent state housing. The main milestone achieved is the progress of the National Housing Plan for 2026-2030, which has a budget of 7 billion euros to achieve five strategic objectives. This Plan triples the resources allocated to Spain's Autonomous Communities in order to strengthen their capacity for</p>



	<p>action and its content includes 362 proposals and/or suggestions made by regional administrations and sectoral stakeholders.</p>
<p>Support young people's access to housing through incentives to buy or rent</p>	<p>The Government has facilitated access to housing for young people and families with the roll-out of a guarantee facility under which more than 4,500 transactions amounting to 565 million euros have been completed to date. The State-owned Land Management Company SEPES (currently undergoing a transformation process and soon to be CASA47) is carrying out 29 actions to make a total of more than 17,400 homes available at affordable rent prices and common criteria have been adopted for the identification of assets suitable to be converted into affordable housing. Progress has been made with respect to university accommodation and, following a meeting held with more than 40 universities, a transfer of municipal land has been agreed in Lleida. Moreover, the new National Plan for 2026-2030 will feature a specific line of assistance for temporary protected housing. Lastly, the Government has approved the new territorial distribution of the rental subsidy for young people (Bono Alquiler Joven), which has a total budget of 200 million euros and, as recently announced, is to be increased to 300 euros/month.</p>
<p><b>4. Foster a just ecological transition</b></p>	
<p>Foster the adaptation and digitalization of energy infrastructure, as well as energy storage</p>	<p>The Integrated National Plan for Energy and Climate has been updated to step up measures to achieve the ecological transition. The Council of Ministers has approved a Royal Decree that will strengthen the resilience, dynamism and stability of the electricity system, facilitating the incorporation of energy storage, which must reach a capacity of 22.5 GW by 2030. In addition, the procedure for preparing the new planning instrument for the electricity system until 2030 has been initiated.</p>
<p>Defend sustainable fishing and aquaculture</p>	<p>The Council of Ministers has approved a bill on the control and inspection of and penalty system for maritime fishing that aims to strengthen the fight against illegal, unreported and unregulated fishing, foster the sustainability of fisheries activities, and protect marine ecosystems.</p>



<b>5. CONSOLIDATE SPAIN'S POSITION AS A GLOBAL LEADER IN GENDER EQUALITY</b>	
Ensure the effective exercise of women's sexual and reproductive rights	The Council of Ministers has adopted a decision acknowledging that it has received and read the draft bill for the reform of Article 43 of the Spanish Constitution. The reform will entail introducing a new paragraph recognizing the right of women to voluntary abortions, specifically stating that this right must be guaranteed by public authorities in conditions of effective equality.
In the areas of health, courts, police and psychology, strengthen measures and resources for combating gender violence	The Congress of Deputies has approved the renewal of the broad-based agreement against gender violence, which includes an increase in the number of measures from 290 to 462. Funding has been increased by 50% to 1.5 billion euros. During the second half of 2025, the Council of Ministers approved the draft bill for an organic law containing measures to address violence by proxy; specifically, this bill proposes that said violence be defined as a specific offence in the Criminal Code. Pursuant to Organic Law 1/2025, on efficiency measures for the Public Justice Service, the courts and court units specializing in cases of violence against women will hear all cases involving offences against sexual freedom or the trafficking of human beings in which the victim is a woman.
<b>6. Strengthen territorial cohesion and address the demographic challenge</b>	
Create and improve rail infrastructure and links and bolster the Mediterranean corridor, the Cantabrian-Mediterranean corridor and the Atlantic corridor	Work has continued to further develop rail infrastructure in our country. A total of 2.6 billion euros has been allocated to the Mediterranean corridor over the past 2 years and efforts to improve and increase the number of rail links on the Cantabrian-Mediterranean corridor are gaining momentum. Railway tenders for the Atlantic corridor exceeded 3 billion euros in 2025, more than doubling the 1.05 billion euros tendered during 2024.
Advance in the development of port and airport infrastructure and services	During this term of Parliament, investment in Spanish ports and airports has reached the highest figures seen in the past two decades, with actual and committed investments up to 2029 jointly totalling more than 20 billion euros. This is enabling the modernization and strengthening of infrastructure that is essential for our economy and our territorial cohesion.



<p>Continue to implement regional solidarity policies on migration, mainly in the Canary Islands, and provide more resources to the Autonomous Communities which are more vulnerable in relation to migration</p>	<p>Article 35 of the Foreign Nationals Act has been reformed to guarantee the reception of migrant minors and respect for their fundamental rights and their dignity. The Council of Ministers has approved a Royal Decree setting out the procedure for the reception of unaccompanied migrant minors and a second Royal Decree determining the ordinary capacity of the protection and guardianship system for unaccompanied foreign minors. At the end of August 2025, the Government declared the situation in the Canary Islands and Ceuta and Melilla to constitute an exceptional migratory contingency. Two exceptional transfers of resources have been made. In addition, the regulations of the Foreign Nationals Act have been reformed to update the channels of safe, orderly and regular migration.</p>
<p>Improve public safety</p>	<p>Since 2018, the Government has sought to bring the number of law enforcement officers back to past levels, and subsequently to hire additional resources. The law enforcement headcount reached a record 159,987 officers in September 2025, and the traditional crime rate (i.e. the crime rate excluding cyber offences) stood at 40.8 offences for every 1,000 inhabitants, one of the lowest rates on record. In the framework of an urgent plan introduced in Barcelona to combat reoffending, the Council of Ministers has approved a Royal Decree that will enable the local police forces of Spain’s major cities to access the judicial information system (SIRAJ), thus improving collaboration between police forces and justice administration bodies. In addition, the Government has presented the Emergency Training Plan for Schools.</p>
<p><b>7. Improve peacefulness and harmony in society</b></p>	
<p>Champion dialogue as a tool to address disputes at the territorial level</p>	<p>By 31 October 2025, a total of 83 sectoral conferences had been held between the Central Government and the regional administrations of Spain’s Autonomous Communities. Further progress has been made towards co-governance. During this term of Parliament, decision-making powers in 17 different areas have been devolved to Spain's Autonomous Communities. During the six-month period covered in this report, decision-making powers regarding unemployment benefits were devolved to the Basque Country and the Government</p>



	approved the creation of the new commuter and regional rail company, <i>Rodalies de Catalunya</i> , in Catalonia.
<b>8. Build on Spain’s leadership at the European and global levels</b>	
Promote recognition of the State of Palestine and advance towards peace in the Middle East	After officially recognizing the State of Palestine in May 2024, Spain promoted the creation of the Global Alliance for the Implementation of the Two-State Solution and the organization of a Conference in New York for the implementation of the two-State solution, in addition to supporting several UN resolutions demanding a ceasefire and the lifting of the blockade on humanitarian aid for the Gaza Strip. Spain has joined the cases brought before the International Court of Justice, sent humanitarian assistance to Gaza, restricted arms trade with Israel, and stepped up funding for the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).
Defend European values and foster dialogue and respect for pluralism on the continent	Spain remains one of the main champions of the European project. The resounding success of the Spanish Presidency of the Council of the European Union, with one of the highest numbers of agreements reached on legislative files, reflects the Spanish Government’s commitment to the EU and its values.



#### IV. Findings of the accountability exercise by strategic line of action. Commitments and measures



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

The purpose of this strategic line of action is to bring the green and digital modernization and transformation of Spain's production structure to fruition, with an approach based on social inclusion and a commitment to innovation and science. To this end, it is essential to have more and larger companies, more start-ups and a larger social economy. This modernization must be horizontal, reaching all areas of our country, SMEs, the self-employed and civil society. The Spanish economy must be equipped to tackle current and future challenges, making it more resilient and competitive and putting it to work for the people. It must advance towards full employment, with higher quality jobs, decent work, more and better training, and with an improved work-life balance. It must improve the purchasing power of the middle class and of working people in general.

### **Secure the enactment of an Interns' Statute**

During the six-month period, the Council of Ministers approved a draft bill concerning people on unpaid internships, known as the "Intern's Statute", the aim of which is to regulate internships in companies and in public and private organizations alike, and to ensure that training activities are clearly defined.

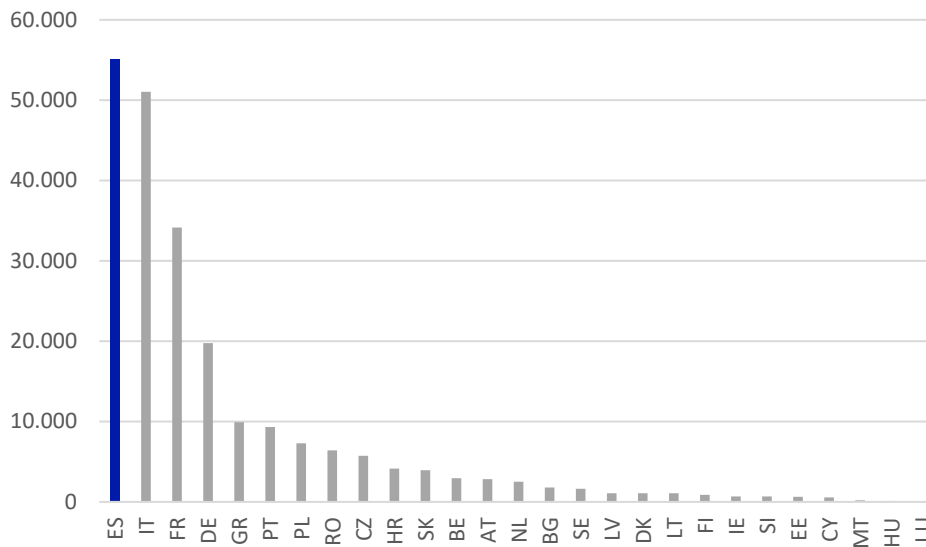
The aim is to fundamentally change the status of interns and address a long-standing anomaly in the sphere of labour rights. The adoption of this bill will put an end to the lack of protection suffered by interns. Moreover, it will put an end to the fraudulent and commonplace use of internships as a cover for recruiting low-cost workers. The future Act will protect a group comprising more than one and a half million people, of whom 56% are women and over 20% are over the age of 30.

This initiative represents one more step forward in the Government's strategy to improve the quality of employment and consolidate a labour relations framework that protects working people, continuing on the path embarked on with the labour reform of 2021.

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

During the past six months, Spain has consolidated its leading status in the management of Next Generation funds. With a total allocation of 79.85 billion euros in grants and 83.16 billion in loans—roughly equivalent to 11% of our country's GDP—Spain has now received a greater balance in non-repayable grants than any other EU country, a reflection of the trust that EU institutions place in the solvency and management capacity of our Government.

Figure 1: EU Member States by amount received in non-repayable grants under the Next Generation programme. Millions of euros



Source: European Commission

As at September 2025, grants totalling 58.79 billion euros had already been awarded, bringing the rate of award decisions with respect to the number of calls for proposals to 69.7%, three percentage points higher than just six months before. The funds have already reached more than 1.3 million beneficiaries, including more than 888,000 micro-enterprises and SMEs, reaffirming the unifying nature of the Recovery, Transformation and Resilience Plan and its contribution to modernizing Spain's production structure. The Government has ensured that micro-enterprises and SMEs, which are at the core of Spain's production structure, are the main beneficiaries of the Recovery, Transformation and Resilience Plan, with such enterprises having already received more than 24 billion euros. This impetus is also reflected in the macroeconomic impact: It has been predicted that by 2031 the Recovery, Transformation and Resilience Plan will have raised Spain's GDP by a yearly average of 2.6 percentage points over the preceding ten years, with the growth achieved in 2025 having been crucial to this achievement. The impact on GDP at the end of the decade is expected to amount to approximately 3.4 percentage points.

The recent approval of the fifth disbursement, amounting to some 23.1 billion euros, which was subject to the achievement of 260 milestones and targets, means that Spain has received more than 70% of the foreseen total allocation. Spain has worked hand in hand with the European Commission to adapt the Recovery, Transformation and Resilience Plan with three clear aims: to improve the assessment and verification mechanisms for milestones and targets; to guarantee the full implementation of the Recovery, Transformation and Resilience Plan; and to maximize economic returns on EU funds. The Addendum to the Recovery, Transformation and Resilience Plan redirects EU funds to sectors and missions that are critical to the country's future, such as protected rental housing, the climate emergency, the space sector, artificial intelligence, and mechanisms to improve SMEs' access to funding.



The strength and sound performance of the Spanish economy has also enabled the Government to finance the Recovery, Transformation and Resilience Plan directly and to reduce the size of the loan package for this Plan. In the current context, European loans are subject to higher interest rates and greater costs than when the Recovery, Transformation and Resilience Plan was drawn up. With this strategic decision, Spain is now financing the Plan under better market conditions, avoiding additional public debt and guaranteeing the maximum impact of those projects that are already under way.

The progress of the Recovery, Transformation and Resilience Plan reflects the robust fulfilment of the commitments adopted during this term of Parliament, accompanied in the past few months by a decisive impetus setting us unequivocally on the path towards a far-reaching, sustainable and socially just economic transformation.

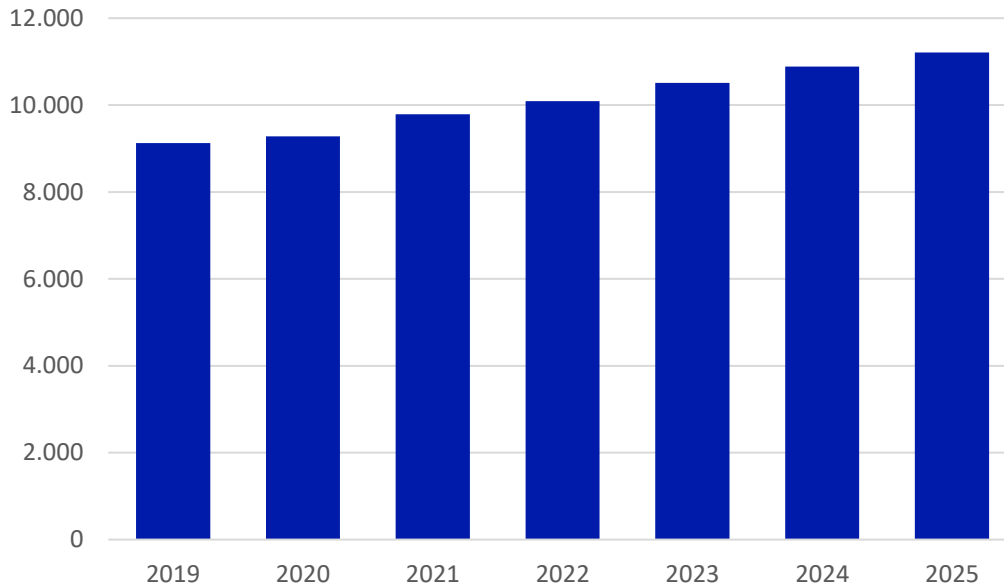
### **Boost active employment policies and continue to create high-quality jobs, especially for young people, the unemployed and the over-45s**

During the past six months, the Government has approved the Spanish Active Employment Support Strategy for 2025–2028, which will consolidate a rights-based model and strengthen governance of the National Employment System. The Strategy seeks to ensure a more rigorous monitoring and evaluation system, coordinated under the 2025 Annual Plan for the Promotion of Decent Work which, together with the Public Employment Services Information System (SISPE), constitutes one of the main planning and coordination instruments for active employment policies in Spain. This guarantees a coherent focus on decent work and on upskilling and reskilling workers throughout their working lives and increasing their possibilities of finding employment.

The last six months of 2025 were also marked by the impetus given to territorial programmes and to initiatives aimed at specific groups. Funding of 139 million euros was approved for the TándEM training and employment programme. Moreover, support was provided to initiatives such as that offering unemployed young people work experience placements in public administrations and Investigo, which aims to make young people more eligible for employment and to foster the connection between employment, research and innovation. In addition, 110 million euros was allocated for the implementation of comprehensive employment plans in the Canary Islands, Extremadura and Andalusia, which are adjusted to the particular needs of each of these Autonomous Communities. Lastly, 25 million euros was assigned to the employment plans of Ceuta and Melilla, aimed at recruiting unemployed people for works and services of general and social interest.

Since 2018, the Government has substantially modernized employment, with the labour reform of 2021 serving as a major impetus. This transformation has significantly improved job quality, reducing the number of workers on temporary contracts by 12 percentage points and bringing the unemployment rate down to levels not seen since before the economic crisis of 2008. Youth unemployment has fallen by almost 8 percentage points, while the number of working people over the age of 45 has increased by almost 29%, evidencing a more inclusive, more dynamic labour market.

Figure 2: Working people over the age of 45



Source: Labour Force Survey (National Statistics Office)

### **Advance towards a civil service based on strategic planning through forward-looking workforce planning; streamline procedures, and recruit and retain talent**

The Government remains committed to maintaining a robust public sector and to improving the conditions of workers who provide their services to the Central Administration. The public sector job listings published on 16 July 2025 total 36,588 jobs, including positions in the National Police, the Civil Guard and Spain's armed forces. For the fifth consecutive year, the number of positions for new recruits, 27,697, set a new record, while 8,891 positions were reserved for internal promotions. In addition to the greater number of public sector positions available, significant progress has been made in terms of improving the working conditions of public employees. As a result of negotiations with the main public sector trade unions, pay increases have been approved for public sector employees for 2025 and 2026. The relevant Royal Decree-Law provides for pay increases amounting to 11%, to be applied incrementally over the period from 2025 to 2028.

Specifically, in the area of education, efforts are being made to improve the working conditions of teachers, with the approval of a draft bill to establish a maximum number of contact hours for teaching staff: 23 hours in primary education and 18 hours in compulsory and non-compulsory secondary education and all other modalities, in line with the recommendations of the National School Council. These advances are reflected in the high levels of job satisfaction enjoyed by Spanish teachers, which are among the highest in the OECD and the EU. In primary education, 97% of teachers are satisfied with their jobs, compared with an average of 87.5% in participant countries. In secondary education, satisfaction is at 95%.



The above-mentioned measure, which will be implemented as of the coming academic year, will be accompanied by efforts to progressively reduce student/teacher ratios, to provide more personalized attention and to enhance the quality of learning. In addition, conditions will be improved for State schools that offer places to students with special educational needs; each of these students will be counted twice for the purpose of calculating student/teacher ratios. The aims of this measure are to improve the classroom distribution of students and to prevent school segregation.

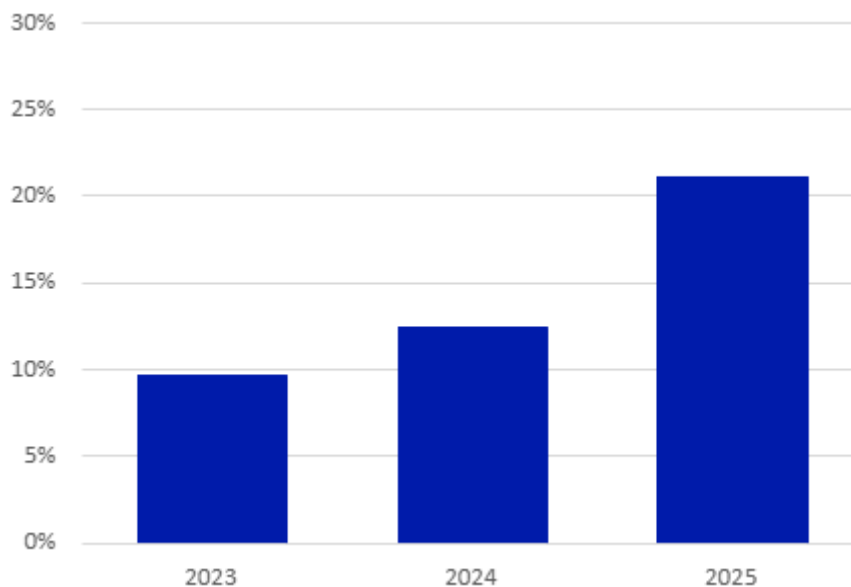
### **Boost growth and digitalization of SMEs, the self-employed and start-ups**

The Government is continuing to transform Spain's production model by increasing digitalization, training and outsourcing and by committing to the growth and development of our SMEs, self-employed workers and start-ups. This commitment is reflected in the Recovery, Transformation and Resilience Plan, which allocates 2 out of every 5 euros of funding to SMEs and under which the Digital Kit and Kit Consulting programmes have benefited more than 730,000 and 15,000 SMEs, respectively. Moreover, the State-owned entity Compañía Española de Reafianzamiento, S.A. (CERSA) guarantees the financing of 24,750 SMEs and self-employed workers up to an amount of 4.26 billion euros. In this context, moreover, the Government has announced the launch of Kit Digital 360°, a web portal that brings together the most relevant information on the design, development and impact of the Digital Kit programme in an accessible manner.

A new direct and 100% digital financing tool, ICO Growth, was launched during the six-month period covered by this report. This tool is aimed at SMEs with viable projects and the capacity to grow and to generate employment which, owing to their specific characteristics, have not received funding through any of the usual channels. The programme has an initial allocation of 1 billion euros.

Efforts are also being made to support companies focused on transformative technologies: the Ministry of Digital Transformation and the Civil Service has been authorized to invest, through the Spanish Society for Technological Transformation (SETT), among others, in a single-crystal diamond chip and wafer manufacturing plant operated by US tech company Diamond Foundry. In addition to this 752 million euros investment, the aforementioned Ministry has also invested amounts of 85 million and 40 million euros in the Spanish venture capital funds Axon and Big Sur Ventures, respectively.

Figure 3: Use of AI in companies with more than 10 employees



Source: National Statistics Office

### Bolster consumer rights

A historic milestone achieved during the six-month period was the approval by Parliament of the Customer Services Act, which is the first Spanish law to regulate customer services and to establish standards of quality with the aim of eliminating abuse. The Act bans spam calls and the automatic renewal of online subscriptions, clarifies management costs, regulates online reviews, annuls non-consensual telephone contracts and prohibits the use of premium rate numbers for communicating with customers.

Telephone companies will be required to guarantee that 95% of calls received from customers are answered within less than 3 minutes, that calls are not answered exclusively using software or AI, and that complaints are dealt with within a maximum of 15 days. The Act also strengthens language rights by stipulating that large companies (those with more than 250 employees and turnover of more than 50 million euros) operating in an Autonomous Community with co-official languages must guarantee that queries, complaints, claims and incident reports can be submitted and responded to in both Spanish and any of said co-official languages.

### Continue to strengthen RDI

Progress is being made towards consolidating research, development and innovation as pillars of economic growth and guarantees of present and future competitiveness. As a result of this commitment, in 2024 Spain witnessed its highest ever volumes of public and private investment in research and development, amounting to almost 24 billion euros. This reflects annual growth of almost 7% compared with 2023. Since 2018, investment has increased by 60%.



To ensure continued growth in RDI, in October 2025 the Government approved a package of six calls for proposals for grants offered by the Ministry of Science, Innovation and Universities, with a budget of 1.22 billion euros to finance research and knowledge transfer projects and the recruitment of talent. These calls, which include those for the Ramón y Cajal, Juan de la Cierva and Torres Quevedo programmes and are managed through Spain's National Research Agency (AEI) represent, on average, a 41% increase compared with the same calls for proposals in 2018.

In addition, in November 2025 the Council of Ministers approved a 143-million-euro call for proposals for teacher training and doctoral research grants for university staff and for the "Beatriz Galindo" grants, which are awarded to recruit talented researchers who have spent a certain period of time working abroad. Thanks to initiatives such as these, 18,000 researchers have entered the public system of science and innovation, universities and research centres since 2018.

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

- ✓ The second stage of Spain's Audiovisual Plan, with a budget of more than 1.7 billion euros, has been presented to the sector.
- ✓ The Council of Ministers has approved a Royal Decree-Law to defer until 2027 the enforcement of the requirements applicable to the billing software used by SMEs and self-employed workers ("Verifactu Regulation").
- ✓ The Government has launched the Data Spaces Kit call for grant applications to provide funding of 60 million euros to enable public and private entities to join sectoral data spaces.
- ✓ Spain has secured a second AI factory, which will be located at the Galicia Supercomputing Center (CESGA).
- ✓ The Council of Ministers has approved the bill to improve democratic governance in digital services and media.
- ✓ 126.5 million euros was invested during July and August 2025 to foster innovative and sustainable projects in Spain through the Innvierte programme.
- ✓ The Government has approved a new Strategy for the Labour and Social Security Inspectorate for 2025-2027. This Strategy includes measures to increase the number of inspectors and deputy inspectors, as well as that of technical and administrative staff, in addition to a major investment in technological improvements.
- ✓ The Strategic Investments Committee has been created to identify needs and guide investment priorities in digitalization, innovation and the green transition, and to give greater impetus to those projects that will have the most impact and make the greatest difference for the economy and for Spain.
- ✓ The decision to establish the physical headquarters of the National Volcanology Centre consortium on the island of La Palma has been approved.



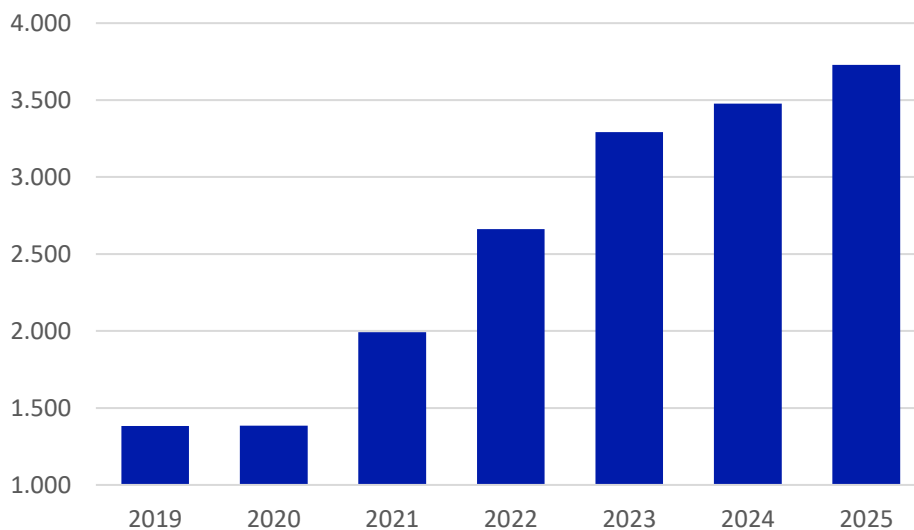
## STRATEGIC LINE OF ACTION 2. STRENGTHEN THE WELFARE STATE

The second strategic line of action seeks to strengthen the Spanish welfare state, to reduce social inequality and poverty, expand rights and strengthen safeguards protecting them, improve people’s lives and increase the resources available for the Spanish health system, bolstering and expanding primary, specialized and hospital care and reducing waiting lists. It also reflects a firm commitment to public education, as a source of opportunities and path to a better future. Further aims are to ensure that the welfare state looks after older persons—with a fair pension system—dependent persons and people who have lost their jobs. To make certain that the welfare state guarantees access to free culture, for all. This welfare state should also be inclusive, have better public services and a more progressive tax system.

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

The Government continues working to safeguard the System for the Autonomy and Care of Dependent Persons (Spanish acronym: SAAD), which aims to move the care model towards more a person-centred service. During the six-month period, financing for this System reached a record 3.73 billion euros, a cash injection representing an increase of 177% since 2018.

Figure 4: Contributions by the Central Administration to SAAD. Millions of euros



Source: Institute for Older Persons and Social Services (IMSERSO)

This increase was achieved through the distribution of 783 million euros among Spain’s Autonomous Communities to ensure the agreed level of financing of SAAD and through the approval of a Royal Decree-Law mobilizing 500 million euros to strengthen both SAAD and the implementation of Act 3/2024 of 30 October, on improving the quality of life of people with motor neurone disease and other highly complex and irreversible diseases. The aforementioned Royal Decree-Law also introduces a new



category of extreme dependence, Grade III+, to guarantee the protection of people with neurological diseases with highly complex care requirements.

The approval in July 2025 of the bill to reform the Act promoting the autonomy and care of dependent persons represented another decisive step in this transformation by expanding the catalogue of services and benefits available.

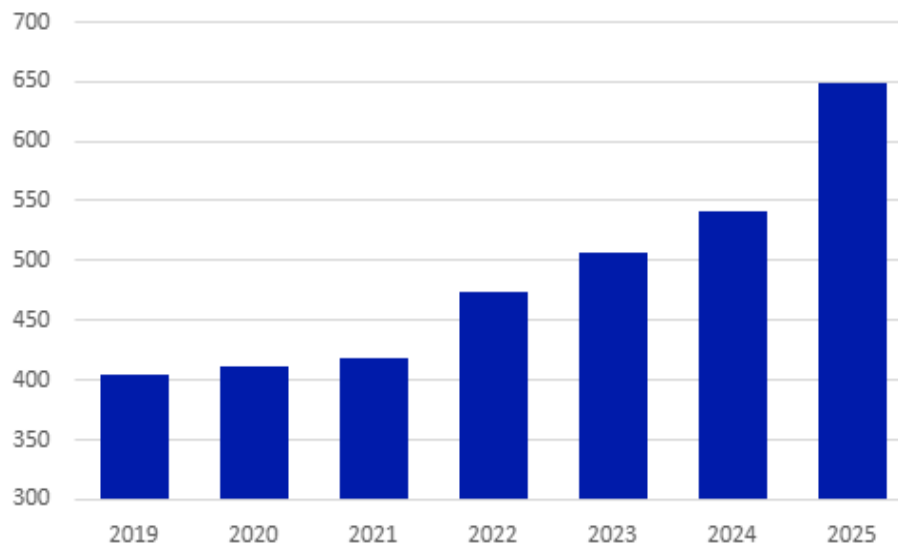
### **Improve protection offered by Social Security**

In the last six months of 2025, significant progress was made in adapting the retirement age to the specific conditions of specific professional groups. The Government approved a Royal Decree, amending Royal Decree 383/2008, to update the retirement age reduction coefficient for firefighters working for public administrations in consideration of the high physical demands and levels of risk inherent to their work. The Council of Ministers also approved a Royal Decree establishing the retirement age reduction coefficient applicable to forest rangers and environmental officers.

In parallel, decisive steps were taken towards modernizing the regulatory framework determining the conditions under which people are able to continue working—or to return to work—after having begun to claim a retirement pension. With this aim, the Government has authorized the fast-tracking of a bill for a Royal Decree that will make retirement reversible, as well as addressing other common issues related to the option of claiming a contributory retirement pension while working. This initiative will enable us to advance towards a more flexible model that facilitates progressive transitions from work to retirement and is more easily adapted to different people's employment histories.

Since 2018, the Government has strengthened the pensions system by means of an annual revaluation in line with the CPI, thereby guaranteeing pensioners' purchasing power. This has meant that average contributory pensions have increased by 37.2% and average non-contributory pensions by 52%, improving the economic protection of pensioners. The average monthly pension was 959.9 euros in November 2018 and 1,316.7 euros in November 2025, reflecting a monthly increase of 356.8 euros and an annual increase of more than 4,994.9 euros. Moreover, in January 2026, pensions will rise by 2.7%.

Figure 5: Amount of the average non-contributory pension (average of the non-contributory retirement pension and disability pension). Euros



Source: Institute for Older Persons and Social Services (IMSERSO)

## Intensify public policy evaluation, increase accountability and expand transparency mechanisms

Accountability and transparency are two key tools for guaranteeing the democratic functioning of our institutions and are, therefore, a priority for this Government. This is why, during the second half of 2025, the Government undertook further actions and efforts to underpin our commitment to guaranteeing open Government.

The presentation of this *Meeting Our Commitments* report consolidates our commitment to public policy evaluation and to informing the public of the actions carried out by the Government. The Government of Spain has been publishing this accountability instrument since 2020. The report published in July detailed the activities conducted during the first half of 2025, with the current report covering the second half of the year.

With this same aim, the Council of Ministers has approved the classified information bill of 22 July, which is intended to replace the Official Secrets Act of 1968. The bill, once enacted, will require the State to classify sensitive information whose disclosure might have national defence and public safety implications, while respecting the fundamental right to information and transparency.

This Government's commitment to transparency and public integrity is founded on collaboration with different institutional stakeholders and on public participation. This is why, in response to public demand, in October 2025 the Council of Ministers approved a draft bill on open administration to establish the publication of the institutional and travel agendas of senior officials, including those at the highest levels of decision-making, as a legal obligation. This vital collaboration has also led to the approval of the fifth Plan for Open Government, covering the period from 2025 to 2029, by the Open



Government Forum, which is formed by the Government, the regional administrations of Spain's Autonomous Communities, local councils and civil society.

To strengthen our accountability in this area at a global level, Spain has acceded to the international Open Data Charter, a global initiative signed by more than 250 governments and civil society organizations.

The approval of the National Plan to Combat Corruption is further proof of the Government's commitment to transparency and to the democratic functioning of our institutions. The Plan includes the implementation of integrity pacts to guarantee that awarding authorities and bidders act within the limits established by the Public Procurement Act. The Plan also introduces a citizen audit system whereby the public is permitted to evaluate and audit recruitment and procurements processes identified as entailing a high risk of corruption.

### **Defend the quality, equity and prestige of our university system, penalizing practices that tarnish the reputation of our universities, both public and private, to ensure that they meet our standards of quality**

During the last six months of 2025, the Government continued to champion the quality, equity and prestige of the Spanish university system. In this regard, the Council of Ministers approved a Royal Decree establishing more exacting criteria for the creation, recognition and authorization of universities in Spain.

This Royal Decree sets forth more stringent requirements for the creation of new universities, to ensure that they are committed to training, research and knowledge transfer. All universities are now required to invest at least 5% of their annual budgets in research and obtain an equivalent of 2% of their revenues from competitive calls for proposals. Moreover, at least 50% of their academic staff must have a doctorate and at least 60% must have accredited research experience. Similarly, university management teams must also have proven administrative experience.

In addition, new universities must offer, at minimum, undergraduate, master's, and doctoral degrees across at least three branches of knowledge, meaning they must have at least 4,500 students, in addition to demonstrating sufficient economic solvency. Lastly, to address the lack of rental housing, new universities must provide accommodation for at least 10% of the student body.

An accountability system created to ensure compliance with these requirements obliges universities to submit annual information on their degree of compliance. Lastly, quality reports from the National Agency for Quality Assurance and Accreditation (ANECA) or from the quality assurance agencies of Spain's Autonomous Communities, prepared independently by teachers selected by drawing lots and applying objective criteria, shall become mandatory for the creation of new universities.

### **Improve the range of services offered by the National Health System**

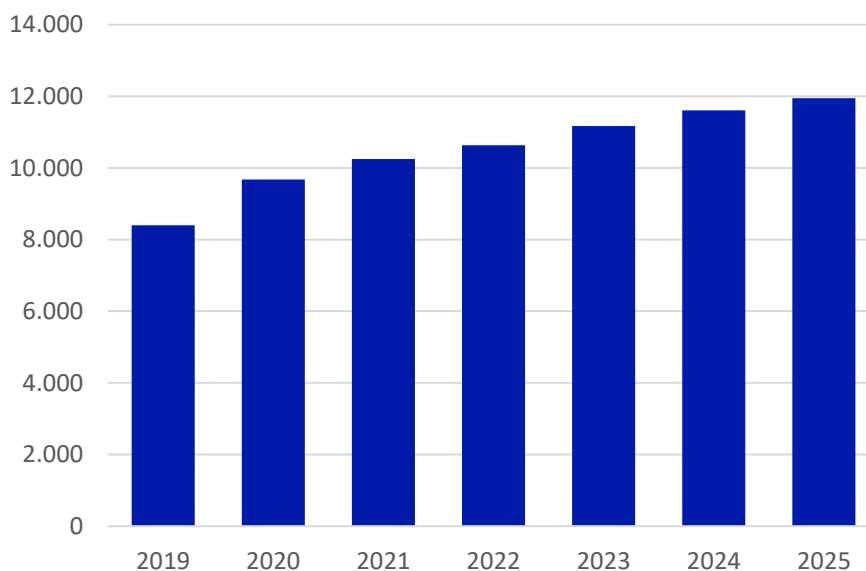
In the second half of 2025, the Government continued to increase the scope of the National Health System, extending the range of the common portfolio of services, in line with World Health

Organization recommendations. In November 2025, a number of new services were made available to all eligible patients free of charge thanks to a 68 million-euro investment. These included ten new neonatal screening services and increased oral health coverage for the over 65s.

Five out of the 14 updates to the common portfolio of services were introduced between 2018 and 2025. In addition, the VEO Plan, with funding of 47.8 million euros, will address visual impairment in school-age children, a problem affecting between 10% and 30% of this population group. Thanks to the plan, direct grants of up to 100 euros for the purchase of contact lenses and glasses will be given to under-16s.

Lastly, a record number of places (12,366, up 54% on 2018) for specialized healthcare training were offered in July, as a means of strengthening National Health System capacities. In addition, in October 26.7 million euros was allocated to funding 1,783 places on undergraduate courses in medicine at public universities for the 2025-2026 academic year.

Chart 6: Places on specialized healthcare training courses. 2019-2025



Source: Ministry of Health

## Reorganize the justice system

The Government is currently conducting the largest transformation of the justice system in decades. This modernization process will result in a faster, more effective and more accessible system, and will also strengthen the justice system's independence, guaranteeing the quality of democracy. Over the past eight years, expenditure on the justice system has increased twelvefold; the Government is pursuing an ambitious legislative agenda and has already met 50% of its goals.

In January 2025, Organic Law 1/2025 on efficiency measures for the Public Justice Service was passed, transforming and modernizing a judiciary that retains organizational aspects dating back to the 19th century. Its implementation will be completed on 31 December 2025. On 1 July 2025, a total of 315



new first-tier courts began operations as part of Phase I of the implementation of the Law, alongside 4,818 Local Offices of Justice. On 1 October, Phase II was launched, with the implementation of 16 additional first-tier courts, and another 100 courts will start operating on 31 December 2025, resulting in a national total of 431 first-tier courts.

In order to modernize the criminal justice system and ensure that it offers greater guarantees, the Government has put forward a bill for an organic law on criminal prosecutions, which would replace the current law, which has been in force since 1882. This is the first bill for an organic law on criminal prosecutions put to Parliament and it will give new investigative powers to prosecutors, in line with most EU countries. Moreover, it proposes a modernization of the criminal justice system, by mainstreaming processes, regulating new instruments for investigation and evidence gathering, and strengthening procedural safeguards for victims and defendants.

### **Approve and implement a plan to combat corruption**

On 9 July, the national plan to combat corruption was presented to the public. This plan consists of fifteen measures which follow the recommendations of GRECO, the OECD, the European Commission and the United Nations Convention against Corruption. It also includes proposals made by civil society organizations and the OECD Anti-corruption and Integrity in Government Division. The plan was adopted by the Council of Ministers on 26 August at a meeting where a decision was also taken to establish an interministerial committee to implement the plan.

On 6 October, during the Forum on Open Government, the Fifth Plan for Open Government was launched. It includes a new transparency portal and a reform of the public procurement platform.

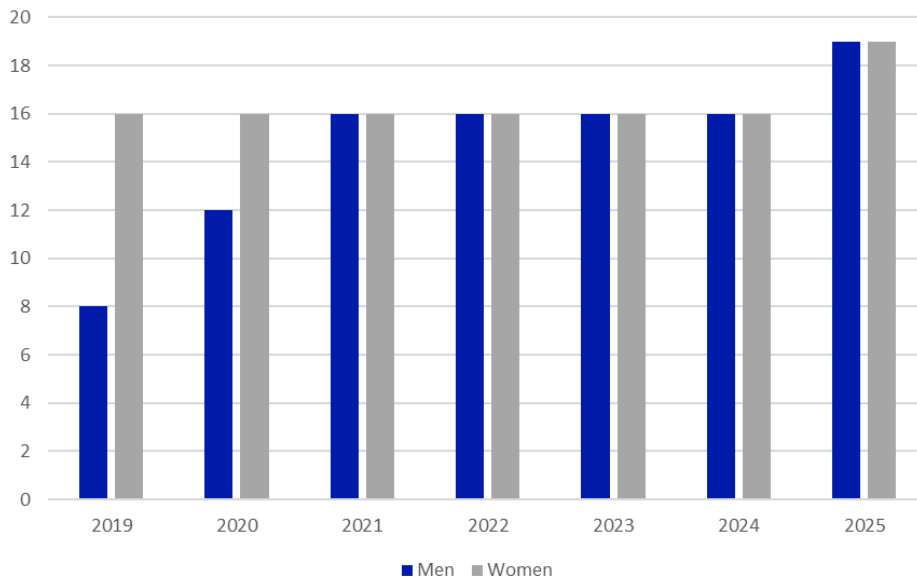
On 7 October, the Council of Ministers approved a draft bill on open administration, which includes measures to strengthen transparency by introducing new requirements regarding publication of information about the activities of public authorities and expanding rights of access thereto, to reinforce a culture of public integrity culture, to increase public participation and to implement effective governance.

The measures listed in the plan supplement thirty initiatives already in place to defend democracy and combat corruption, such as the Whistleblower Protection Act and the Plan of Action for Democracy, 21 of whose 31 measures (i.e. almost 70%) have already been launched. The latest GRECO report, published on 1 August, acknowledges that 16 out of the 19 recommendations to prevent corruption have been implemented.

### **Improve and implement paid leave to guarantee work-life balance**

With the aim of furthering progress towards a fairer distribution of responsibilities between men and women, the Government has increased paternity and maternity leave to 19 weeks, or 32 weeks in the case of single-parent families. Two of those weeks (four in the case of single-parent families) may be enjoyed at any time before the child's eighth birthday.

Chart 7: Weeks of paid leave for the birth of a child



Source: Office of the Spanish President

Over the past 7 years, paternity and maternity leave have both increased, and the difference between them has been gradually eliminated. Until the end of 2018, fathers only enjoyed 5 weeks paid leave when their child was born. This was gradually increased to 8 weeks in 2019, 12 weeks in 2020 and 16 weeks in 2021, the same length of paid leave enjoyed by mothers. Since 2017, paid leave for the care of minors has increased fourfold.

These measures reaffirm the Government's commitment to the right to work-life balance and to shared responsibility for the care of children between men and women, in order to advance towards a fairer and more egalitarian society.

### **Propose a broad-based agreement to defend the rights of LGBTI people, as well as measures to combat discrimination against this group**

Over the past seven years, the Government has remained steadfast in its belief that safeguarding and protecting the rights of LGBTI people allows us to advance towards a better society. As a result, in the second half of 2025 the Government approved its first LGBTI Strategy and its first national Strategy for the Social Inclusion of Trans People.

Both were drafted pursuant to the provisions of Act 4/2023, on real and effective equality for trans people and the safeguarding of LGBTI rights, and became the main tools for promoting and implementing public policies and policies for collaboration between administrations.



The LGBTI Strategy includes measures and initiatives aimed at preventing and ending discrimination against LGBTI people and at the launch of information, awareness-raising and training campaigns highlighting violence against LGBTI people.

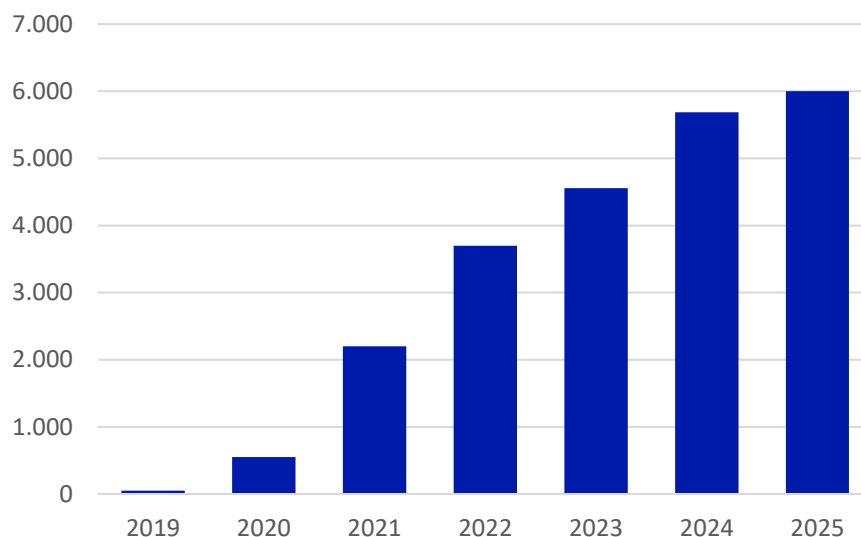
The national Strategy for the Social Inclusion of Trans People will be the first national instrument for the protection of trans people: its goal is to ensure the effective equality of trans people, eliminating obstacles and discrimination of all kinds. To achieve this, the Strategy will implement labour, health and housing measures.

### Implement the Democratic Memory Act

During the past six months, the Government has made significant progress in implementing the Democratic Memory Act and in making historical reparations to victims of the Civil War and of the Francoist dictatorship. As regards public symbols, a Royal Decree has been passed that establishes the procedure for drawing up a catalogue of symbols contrary to democratic memory, and an expert committee has been created to complete this procedure. The Government has thereby strengthened its commitment to eliminating symbols harmful to democratic memory.

Progress has also been made in searching for victims and the disappeared. Since 2019, over 9,000 exhumations have been carried out, 6,000 of which were directly financed under the Government's two four-year plans. The first interactive map of mass graves from the Civil War and the dictatorship was presented during the past six months, and grants totalling 2.4 million euros have been awarded to local authorities and to the Spanish Federation of Municipalities and Provinces to support the search, location, exhumation and identification of victims.

Chart 8: Number of exhumed victims



Source: Ministry of Territorial Policy and Democratic Memory

In parallel, the Government has promoted the resignification of the Valley of Cuelgamuros, working to identify 21 victims in crypts and opening a global call for ideas, which resulted in the selection of the project "The Base and the Cross". Thus, the transformation of this historical space into a place of memory and reflection has been initiated.



Moreover, following the reform of the right of association in June 2025, the Government is finalizing procedures to secure the legal dissolution of the National Francisco Franco Foundation. The Government has also announced it will start procedures to dissolve another four Francoist associations.

Lastly, since the approval of the Democratic Memory Act in 2022, a total of 876,321 applications for Spanish citizenship from descendants of Spanish republican exiles have been received by consular posts. A total of 237,145 applications had been granted by 31 July 2025. The highest number of applications submitted came from Argentina, followed by Cuba, Brazil, Mexico, Chile and Venezuela. In addition, in November the Government awarded Spanish nationality to 171 descendants of members of the International Brigades.

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

- ✓ The Government is working to create a 175 million euro grant programme to guarantee that education for children aged 0-3 is completely free for families under the poverty line as of the coming school year.
- ✓ A schedule has been approved for the implementation of the Higher Arts Education Act and the Royal Decree regulating the composition and mandate of the High Council on Arts Education has been passed.
- ✓ The award of a 7.4 million-euro grant to support the Network of National Reference Centres for Vocational Training has been approved.
- ✓ The Government has published its decision to award nine new schools grants to join the National Network of Centres of Excellence in Vocational Training. As a result, the Network, founded in 2022, will have a total of 75 members.
- ✓ The Government has approved the first plan to protect the rights of women and girls with disabilities, which will be allocated 65 million euros.
- ✓ A total of 20 million euros has been mobilized to guarantee the right to inclusive education and early care for students.
- ✓ The Government has allocated 2 million euros to consolidate the European network of Comprehensive Cancer Centres and to strengthen Spain's national Cancer Surveillance System.
- ✓ The Royal Decree to implement Act 3/2024 of 30 October, on improving the quality of life of people with motor neurone disease and other highly complex and irreversible diseases has led to improved social and health care for these patients. Moreover, 10 million euros has been allocated to guarantee 24-hour care for persons suffering from motor neurone disease.



- ✓ The Government has promoted initiatives to improve the quality of care and of the coordination of health services between regions. These include the new Patient Safety Strategy 2025-2035, the Artificial Intelligence Strategy for the National Health System, the new strategies for multiple sclerosis and Huntington's disease, the Advanced Therapies Plan 2025-2028, and the Royal Decree that regulates the medicinal use of cannabis.
- ✓ An Act creating a national public health agency has been passed.
- ✓ Implementation of the new model of the civil registry, started in 2021, was completed in July 2025. A total of 431 general registry offices, 7,700 collaborating offices, one central office in Madrid and 177 consular posts in over 120 countries are now operating digitally.



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

The Government's third strategic line of action aims to improve access to housing, especially for young people and families with fewer resources, making the right to decent housing (Article 47 of the Spanish Constitution) the fifth pillar of the Spanish welfare state. Implement a housing policy that helps tenants and owners of smaller property portfolios, that expands the portfolio of public housing, and that ensures homes are not used to speculate and are instead a right for the population.

### **Advance in the planning of housing policy, incorporating transparency and participation**

In the past six months, Spain has continued its efforts to modernize housing policies and the urban agenda, implementing measures that strengthen planning, transparency and participation. The main milestone is the progress made towards adoption of the State Housing Plan for 2026-2030, with an allocation of 7 billion euros.

The Plan has five strategic goals: more affordable housing, more renovated housing, greater efforts to enable young people to live independently, rent to represent a smaller percentage of earnings and no more high-pressure areas. In addition, the resources allocated to Autonomous Communities have been tripled, increasing their capacity to act. The Plan also includes 362 proposals from Autonomous Communities and stakeholders.

The Government has also presented its new State Housing Entity, CASA47, which will replace SEPES. CASA47 will manage every phase involved in housing (from the purchase and development of land to construction, handover and property management) and guarantee affordable and permanent state housing, with contracts for up to 75 years and rents capped at 30% of average earnings for the region. CASA47 has already put out tenders for projects for over 1,600 homes, and will invest 100 million euros to increase the availability of public housing.

In parallel, the strategic project for economic recovery and transformation for the industrialization of housing has made further progress. Its institutional architecture has been consolidated with the creation of an Interministerial Committee and a technical office for this specific project, launching nation-wide instruments such as the Collaborative Platform for Construction Systems and the future Hub for the Industrialization of Construction in Valencia. The Government has also opened a new citizen advice helpline, 047, specifically for problems related to housing.

These actions have also served to consolidate the transformation of housing policy in Spain: State investment has increased eightfold; the Government has embarked on a cycle of renovating housing to make it more energy efficient and of building affordable housing; the State Housing Act has been passed; collaboration with Autonomous Communities has been revived through strengthened sectoral conferences; and modern governance instruments such as the Spanish Urban Agenda have been launched.



## Support young people's access to housing through incentives to buy or rent

During the past six months, a number of steps have been taken to support young people's access to housing. The Government has approved common criteria to identify appropriate assets for affordable housing and has authorized the transfer of buildings, free of any cost or charge, from the State Asset Management Company SAREB to the State Housing Entity SEPES (soon to be CASA47). Thanks to this work, a preliminary inventory has been created of over 40,000 homes and 2,400 plots with capacity for 55,000 homes, as part of the Affordable Rental Housing Plan. This has also led to an increase in protected housing. At the date of this report, the year-on-year increase in completed protected housing for 2025 stands at 23% and 2025 saw the highest number of housing units classified as protected housing in a decade.

The Government has also worked to increase student housing. After meetings with over 40 universities, a transfer of municipal land was agreed in Lleida. In addition, the State Housing Plan for 2026-2030 will include a specific line of assistance for temporary protected housing.

Since 2018, the Government has implemented a set of measures to facilitate young people's access to housing: the State Plan for Access to Housing 2022-2025 was allocated increased resources for affordable rent and for renovations; a guarantee facility, totalling 2.5 billion euros and run by the Official Credit Institute, was created and has already funded over 8,500 operations, over 72% of which benefited young people under the age of 35; and in 2022 the Government launched a rental subsidy for young people which has benefited over 120,000 people through subsidies worth 600 million euros distributed across the Autonomous Communities. A new territorial distribution of funds, amounting to 200 million euros, was agreed for the rental subsidy for young people and is expected to increase said subsidy to 300 euros per month.

During the past six months, the Government has consolidated a policy based on expanding the supply of affordable housing and on increasing its support for young people, who face the most difficulties in accessing housing. Owing to the greater number of measures adopted, the greater volume of available land and the National Housing Plan for 2026-2030, which focuses especially on affordable rental housing and housing for young people, Spain is advancing towards a larger public housing portfolio, which will be more stable and adapted to the real need of young people to become independent.



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

- ✓ High-pressure areas, which are home to over 8.3 million people, have been declared in 304 municipalities across four Autonomous Communities.
- ✓ The State Housing Entity has acquired eight plots of land that had belonged to former prisons in Carabanchel, Seville, Cordoba, Denia, Huesca, Zaragoza, Segovia and Brivesca to build 1,332 affordable and protected housing units. In addition, 260 million euros has been transferred to the State Housing Entity to implement the Affordable Rental Housing Plan.
- ✓ Spain has become the first EU country to implement the new EU regulation on data collection and sharing relating to short-term accommodation rental services, making it compulsory to enter buildings on a register prior to listing them on online short-term rental platforms.
- ✓ The Government has reached an agreement with AirBnB to identify and withdraw listings which do not have a registration number: every month, the company will provide the Ministry of Housing and Urban Agenda with the information required under the aforementioned Regulation and listings which do not meet requirements will be withdrawn after the hosts have been informed. Listings whose registration has been revoked must be withdrawn within 48 hours.
- ✓ The Ministry of Housing and Urban Agenda has required digital platforms to remove 54,000 listings of illegal tourist apartments whose registration had been revoked because they failed to meet requirements. Since August, register officials, the Ministry and short-term rental platforms have shared data through the digital single point of contact in order to combat fraud in short-term rentals.
- ✓ At the date of this report, the Social Impact Fund, a financial instrument created in 2024, is expected to close 2025 having mobilized 255 million euros, with a significant portion of this amount having been allocated to protected housing and to supporting vulnerable groups.



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

The objective of this strategic line of action is to foster an ecological transition that mitigates the climate emergency and helps us adapt to climate change, that protects our biodiversity and that generates wealth and opportunities throughout the entire country. By doing so, we aim to turn this challenge into an opportunity to create new jobs and industries and improve city and rural environments. The ecological transition not only represents a commitment to the well-being of the planet and that of our population, but also to fostering industry and attracting businesses to Spain.

### **Foster the adaptation and digitalization of energy infrastructure, as well as energy storage**

In November 2025, the Council of Ministers approved a Royal Decree to strengthen the resilience, robustness and stability of the electricity system as a whole. The Royal Decree establishes supervisory measures regarding the voltage control obligations of electricity sector stakeholders and gives greater powers to the National Commission on Markets and Competition.

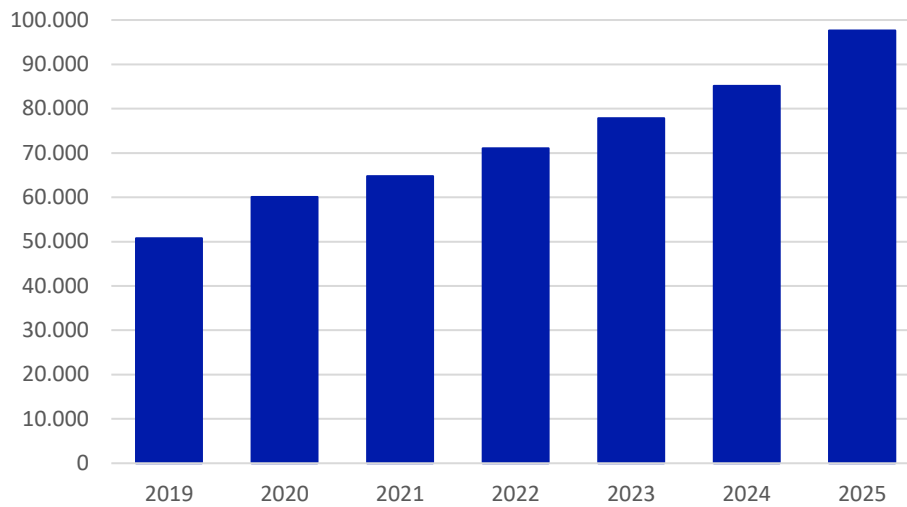
In addition, the Royal Decree introduces changes making it easier to connect energy storage facilities to the grid, with the aim of reaching a total storage capacity of 22.5 GW by 2030. It also prioritizes the hybridization of storage modules and generation plants. Moreover, it further develops the authorization system for RDI systems to test generation and storage prototypes, and amends a previous Royal Decree to explain the authorization system for operating these installations more clearly.

As a means to boost electrification, the Royal Decree fosters connections to the grid by new economic activities, mainly industrial activities, and caps response times for the installation of grid extensions, which may serve such purposes as the recharging of electric vehicles.

In October, the Government opened the public consultation process for the affected Autonomous Communities and other interested parties regarding the proposed plan for the electrical energy transportation network from here to 2030 and its strategic environmental assessment. An investment of approximately 13.6 billion euros is associated with this plan, which prioritizes Spain's industrial and development needs.

Since 2018, installed renewable energy capacity has doubled. As a result, approximately 60% of electricity is currently generated from renewable energy sources. Greenhouse gas emissions are 32% lower than in 2008. Energy in Spain is cheaper than in most of the EU and electricity prices for the next few years are projected to be 20% cheaper than elsewhere in Europe. This support for renewable energy has resulted in total savings for the public of 14 billion euros since 2018.

Chart 9: Installed renewable energy capacity. Annual average. MW



Source: Red Eléctrica (sole Transmission System Operator for the Spanish electricity system)

## Defend sustainable fishing and aquaculture

The Government continues to support fishing and aquaculture through decisive measures. Spain has one of the biggest fishing fleets in the EU, with a catch of over 313,882 gross tonnes, representing 25% of the EU total. In terms of aquaculture, Spain is the top producer in the EU by volume (over 243,098 tonnes), accounting for 23% of the EU total and worth 805.9 million euros.

In the past six months, the Council of Ministers has approved a bill to control and inspect maritime fishing and establish a penalty system therefor, in order to adapt Spanish regulations to the latest changes in EU law and strengthen the fight against illegal, unreported and unregulated fishing. This bill seeks to establish a solid framework to support the sustainability of fishing activity and protect marine ecosystems and the legal market for fishery products. Among the measures included in this bill is a new national plan for control and inspection.

In addition, the Government is working hand in hand with the fishing industry to achieve greater sustainability and efficiency. In the past six months, the Council of Ministers has approved a Royal Decree cutting red tape and simplifying procedures for the fishing fleet. The process to obtain professional qualifications in the sector has also been simplified to facilitate generational replacement.

Lastly, the Government is leading a reform and simplification of the Common Fisheries Policy (CFP) alongside another five Member States (Belgium, France, Italy, the Netherlands and Portugal). The latest reform of the CFP was adopted over twelve years ago. Spain's proposal seeks to improve this legislation and adapt it, to ensure sustainability but also profitability for fishing communities. In this context, the Spanish Government drafted the "CFP simplification report", which has been sent to the European Commissioner for Fisheries and Oceans, to other Member States and to industry stakeholders. The document analyses a total of ten European regulations and studies possible amendments thereto to improve the response to the fisheries sector's needs.



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

- ✓ A broad-based agreement to address the climate emergency has been signed, in order to provide a long-term response to the challenges and threats of climate change.
- ✓ Parliament has passed the Sustainable Mobility Act, which recognizes mobility as a public right, and enables access to 10 billion euros from the Recovery, Transformation and Resilience Plan.
- ✓ The Government has presented the España Auto 2030 Plan, which will continue to support the adoption of electric cars in Spain. The Plan allocates 400 million euros in direct grants for the purchase of electric cars; 300 million euros for the MOVES Corredores programme, to expand the network of charging points; and 580 million euros for the strategic project for economic recovery and transformation for electric and connected vehicles.
- ✓ The Government has approved the National Plan to Decarbonize Shipping, with grants totally 250 million euros to encourage the use of renewable fuel and to renovate fleets.
- ✓ The Government is preparing a call, allocated funding of 100 million euros, for applications for grants for pumped-storage hydroelectricity plants, which are essential to increase energy storage.
- ✓ Further calls totalling 2 billion euros are being prepared to support electric mobility; the grants awarded will fund the installation of charging points on main roads and encourage the use of electric delivery vehicles.
- ✓ Procedures have been initiated to launch a new line of grants totalling 200 million euros to adapt port infrastructure to innovations in renewable energy, such as offshore wind power.
- ✓ A total of 7,339 fishing days were secured in 2025 for the trawling fleet in the Mediterranean. This meant 13 days more on average per vessel, allowing 557 vessels from this area to fish during the Christmas season.
- ✓ Regulation of the marine and fishing reserve of Alboran Island has been adapted to consolidate a strategic space for the conservation of ecosystems.
- ✓ The minimum catch size for octopus has been made the same for all Spanish fishing grounds.
- ✓ Grants totalling 237,600 euros have been approved to compensate fishers on the crew lists of Basque, Cantabrian and Galician vessels affected by the temporary shutdown of fishing activity in French waters in 2024.
- ✓ Over 40 million euros has been allocated to the strategic project for economic recovery and transformation for the maritime industry, benefiting 19 companies, in order to transform fishing and aquaculture products.



- ✓ The Government is finalizing allocation of European funds amounting to 2.4 billion euros for the sustainable transformation of towns and cities.



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

The aim of this strategic line of action is to advance towards real and effective equality between women and men, ensuring that Spain continues to be seen as a leader in equality policy by Europe and the rest of the world. The objective is to end the unequal and discriminatory treatment suffered by women and commit to redressing an injustice that contravenes the principles of equal representation and democracy that govern our society. Combating sexual and gender violence remains a priority for this Government.

### **Ensure the effective exercise of women's sexual and reproductive rights**

Women have the right to voluntary abortion pursuant to Organic Law 2/2010, on sexual and reproductive health and the voluntary interruption of pregnancy. This Law was reformed in 2023 to guarantee that all women can effectively exercise this right through the public health service. According to the Ministry of Health report "Situation of abortion in the public health service: progress and accessibility measures", 79% of voluntary abortions were carried out at private centres in 2024. In accordance with the protocol adopted in December 2024, in October 2025 the Government instructed those Autonomous Communities which still do not have a register of conscientious objectors to establish one, as required by law.

All public administrations are responsible for the implementation of comprehensive measures to protect and consolidate women's sexual and reproductive rights. This is why the Government has initiated procedures to enshrine the right to voluntary abortion in the Spanish Constitution.

In the second half of 2025, the Council of Ministers adopted a decision acknowledging that it had received and read the draft bill for the reform of Article 43 of the Spanish Constitution. The reform will introduce a new section in said Article recognizing the right of women to voluntary abortions, specifically stating that this right must be guaranteed by public authorities in conditions of effective equality.

With this reform, the Government is reaffirming its commitment to defending the sexual and reproductive rights of women, guaranteeing they exercise their rights with freedom and dignity.

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

Using violence against a woman's loved ones as a way to harm her is one of the most brutal manifestations of gender violence. As part of the Government's commitment to ending this scourge and pursuant to the broad-based agreement against gender violence, the Council of Ministers has approved a draft bill for an organic law on domestic violence by proxy.

The new regulation identifies and defines domestic violence by proxy as violence that is intended to cause harm or suffering to women but that is physically enacted against their children or



grandchildren, children under their guardianship, their parents, grandparents or siblings, or their new partner, whether or not they live together. It has been defined as a specific criminal offence in a new article of the Criminal Code.

Spain is leading the way in Europe by making abuse by proxy a distinct criminal offence, with recidivism and the victim's being a woman constituting aggravating factors. The draft bill also seeks to add a new punishment to the Criminal Code consisting in a ban on publishing or sending messages, texts, images or other content directly related to the criminal offence.

The initiative aims to amend several laws, such as the Civil Code, to establish the obligation of listening to minors prior to ruling on custody and guardianship, and the Organic Law on the legal protection of children and the Civil Proceedings Act, to include exposure to domestic violence by proxy among the indicators for determining whether a child is at risk.

In order to strengthen the resources available for combating gender violence, the Ministry of Equality has created a Plan to increase services and enhance interinstitutional coordination during the Christmas season. Specifically, this will affect the helpline for victims of gender violence (016), the monitoring of electronic tags, and the support service ATENPRO. Lastly, a request has been made to the Network of Units to Combat Gender Violence to intensify their activities, and to Autonomous Communities and local authorities to take similar measures regarding their own resources.

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

- ✓ Pursuant to Organic Law 1/2025, on efficiency measures for the Public Justice Service, the courts and court units specializing in cases of violence against women are now responsible for all proceedings relating to criminal offences against sexual freedom and trafficking when the victim is a woman. To this end, the Government has created 50 new posts for judges and 42 new posts for prosecutors, which became operative in the second half of 2025.
- ✓ An agreement has been reached on a common procedure for accrediting situations of sexual violence to improve victims' access to their rights and benefits.
- ✓ The large survey on Violence against Women 2024, the seventh such survey, presented.
- ✓ The Fourth Plan for Gender Equality in the Central Administration and attached bodies has been approved.
- ✓ The body responsible for monitoring electronic tags has been charged with updating their device coverage to optimize use.



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

The sixth strategic line of action seeks to strengthen the territorial cohesion of our country, reducing differences between different areas. Government action that addresses the demographic challenge, ensures countrywide equitable distribution of opportunities, and guarantees access to high-quality public services, irrespective of place of residence. A State Executive that engages in more dialogue with all other levels of government throughout the country, including on issues of joint governance, and pursues and fosters reforms that improve the system of governance for Spain's Autonomous Communities and Cities.

### **Create and improve rail infrastructure and links and bolster the Mediterranean corridor, the Cantabrian-Mediterranean corridor and the Atlantic corridor**

The Government is making an unprecedented bid to develop rail infrastructure and links. Since 2019, the rail network has expanded by over 1,000 km, 750 km of which are high-speed lines connecting Galicia, Asturias, Murcia and Burgos with Madrid. The first milestone for the high-speed line to Extremadura has also been reached.

Few rail infrastructures have advanced as much as the Mediterranean Corridor has since 2018. The Government has allocated 5.39 billion euros to these efforts, 966 million between January and September 2025 alone. The number is expected to rise to 1.3 billion by the end of the year. Currently, 36% of the Corridor is operational, compared with 21% in 2018; and 83% is in the construction phase, compared with 45% in 2018. During the past six months, considerable progress has been made on the link between Murcia and Almeria, with the completion of the Viaducto de los Feos, and on the implementation of standard-gauge tracks between La Encina and Alicante.

The Government has also continued its support for the Atlantic Corridor. During 2025, the Government has put out rail tenders totalling over 3 billion euros, more than double the 1.05 billion euros put out to tender in 2024. This is the highest rate of tenders since 2018. The amount allocated to this activity exceeds 1.7 billion euros, including important activity such as the electrification of the second section of the high-speed rail line between Madrid and Extremadura, and the work to install the overhead line in the Basque triangle.

As for the Cantabrian-Mediterranean corridor, progress has been made in the past six months towards the award of the contract for drafting construction and renovation projects for the line between Castejón and Logroño as it crosses La Rioja, and in the tender for the contract to draft a project for the section between Campanas and the new station in Pamplona.

Lastly, one of this Government's goals is to improve rail services and reliability. The Government is working on a plan for the regular acquisition of rolling stock and is going to invest 1 billion euros to modernize Renfe maintenance workshops. The Government will also work to increase maximum speed on high-speed lines to 350 km/hour, starting with the line between Madrid and Barcelona.



## **Advance in the development of port and airport infrastructure and services**

The Government continues to work to improve the competitiveness and boost the growth of strategic state infrastructure such as ports and airports. This is reflected in the commitment to invest over 20 billion euros in ports and airports between 2025 and 2029, the largest such investment in Spain in the last two decades.

With regards to state-owned ports, the Government has planned a total investment of 7 billion euros for this sector, which is essential for territorial cohesion and economic growth. The maritime sector creates over 250,000 jobs and represents economic activity amounting to over 25 billion euros per year. In 2026, the investment plan will be expedited and allow the funding of major projects, many of which are already under way and have seen substantial progress. This includes work at the port of Barcelona, rail access work at Punta Langosteira port in A Coruña and work at the Bahía de Algeciras port in Cadiz.

As for airport system, the investment plan for the next Airport Regulation Document (DORA III) for the 2027-2031 period, totalling 13 billion euros, will allow this infrastructure to be adapted to expected growth in air traffic. The full year forecast for 2025 is for a record 320 million passengers. This investment will also improve passenger experience and make a positive contribution to Spain's economic and social development and territorial cohesion.

## **Continue to implement regional solidarity policies on migration, mainly in the Canary Islands, and provide more resources to the Autonomous Communities which are more vulnerable in relation to migration**

The Government backs a comprehensive migratory policy, in line with the EU Pact on Migration and Asylum, which Spain has championed. Adhering to the principles of solidarity between regions and of respect for and protection of the human rights of migrants, the Spanish Government supports safe, orderly and regular migration. On the Canary Islands, the international protection reception system has been strengthened consistently since 2023.

During the second half of 2025, the Council of Ministers approved a Royal Decree that provides for a procedure for the reception of unaccompanied minor migrants and a Royal Decree that establishes the ordinary capacity of the protection and guardianship system for unaccompanied foreign minors in the Autonomous Communities and Autonomous Cities. Both Royal Decrees develop the reformed Article 35 bis of Organic Law 4/2000 of 11 January, on rights and freedoms of foreign nationals in Spain and their social integration. These legislative developments enabled the Government to declare a migration emergency in the Canary Islands, Ceuta and Melilla, and to relocate minor migrants.

Two extraordinary transfers of funds were approved to provide care to child migrants in the Canary Islands, the Balearic Islands, Ceuta and Melilla. During September and October a total of 13.5 million euros (almost 40% of the total 35 million transferred to these regions) was transferred to the Canary Islands.



## Improve public safety

Government policy on public safety follows the roadmap established in June 2018, adopting a 360-degree approach. Consistency in implementing public policy and a systematic increase in the number of law enforcement officers (which reached a record 159,987 National Police and Civil Guard officers in September 2025) allowed Spain to cut the traditional crime rate (excluding cybercrime) to 40.8 crimes per 1,000 inhabitants in the third term of the year, one of the lowest rates in history.

In the second half of 2025, the Council of Ministers approved a Royal Decree amending the judicial information system (SIRAJ) to grant access thereto to local police in major cities. Collaboration between law enforcement agencies and the justice system has thus been strengthened, which will increase effectiveness in combating reoffending. Spain is leading the way by launching a new version of the European Criminal Records Information System to share criminal records of non-EU nationals.

In addition, the Government will continue to fight against drug trafficking and hate crimes. According to national drug statistics for 2024, published in July, police pressure on drug trafficking networks has led to a significant drop in the amount of hashish, marijuana and heroin being smuggled into Spain. The report on hate crimes, also published in July, shows a 14% drop in hate crime and a 4-point increase in the number of incidents handled to 72%.

Lastly, the Government is strengthening self-protection capacities for the public against extreme climate events. In September, the Emergency Training Plan for Schools was launched to raise awareness of and communicate information about risks and emergencies, and to teach children about self-protection. This Training Plan, which is one of the 10 priorities of the broad-based agreement to address the climate emergency, strengthens government action implemented in response to the wildfires of the summer of 2025 and for the recovery of the 279 districts affected.



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

- ✓ The Council of Ministers has approved a bill to enable the Central Administration to take over the 83.25 billion-euro debt of the Autonomous Communities.
- ✓ The Autonomous Communities were notified that in 2026 they will again receive record transfers of advance instalments, this time totalling 157.73 billion euros.
- ✓ The Council of Ministers have approved a Royal Decree-Law enabling local authorities and Autonomous Communities to use the surplus obtained in 2024 in financially sustainable investments in 2025, 2026 and 2027.
- ✓ The Council of Ministers have approved a Royal Decree-Law containing measures for the economic and social recovery of La Palma after the volcanic eruption. The measures adopted include the allocation of 100 million euros to the island and a 60% income tax rebate for residents.
- ✓ In the second half of 2025, public transport was made free for the under-15 and discounts of between 40% and 70% were extended to other users.
- ✓ The Council of Ministers have approved the new General Regulations for Roads, which develop the provisions of the current Roads Act.
- ✓ Parliament has passed an Act amending both the Air Navigation Act and the Air Safety Act. This new Act includes measures for the creation of a Professional Association of Air Traffic Controllers and strengthened cybersecurity for the sector.
- ✓ The Council of Ministers have approved a Royal Decree establishing and regulating the Council of Official Languages and the Office for Official Languages.



## STRATEGIC LINE OF ACTION 7. IMPROVE PEACEFULNESS AND HARMONY IN SOCIETY

The purpose is to advance in the agenda for reconciliation with Catalonia to guarantee improved peacefulness, progress and harmony among the Spanish people, recognizing pluralism, autonomy and solidarity between the nationalities and regions which make up Spain. A more prosperous and stronger country, integrative and respectful of realities and identities within Spain, committed to dialogue and generosity.

### Champion dialogue as a tool to address disputes at the territorial level

The Government champions dialogue and co-governance, understanding their fundamental role in supporting social and territorial cohesion. Concord achieved through an outstretched hand to other administrations has marked the Government's relations with the authorities of the Autonomous Communities.

Between the beginning of this term of Parliament and 31 October 2025, procedures were initiated to reach over 60 agreements with Autonomous Communities regarding regulations on areas in which competence is disputed. Thanks to the work by experts at bilateral committees, 37 total agreements and 3 partial agreements were reached. Moreover, 83 sectoral meetings between the Executive and the Autonomous Communities were held in the first ten months of the year.

The Government is firmly committed to the State's organization into self-governed Autonomous Communities and to multilateral cooperation. Hence, during this term of Parliament, decision-making powers have been devolved to the Autonomous Communities in 17 different areas. Specifically, in the past six months, the Basque Country has been given powers to manage unemployment benefits and the Government has authorized the establishment of a new company to operate commuter trains in Catalonia, fulfilling the agreement reached between the Central Government of Spain and the regional government of Catalonia. This represents a milestone which will allow for the improved efficiency of this essential public service.

Moreover, progress has been made in improving the regional funding system by taking into account the needs of each Autonomous Community. The resultant agreement lays the foundations for a new financing system for Catalonia which will take into account its particular characteristics and circumstances whilst upholding the principle of solidarity towards other Autonomous Communities.



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

The aim of this last strategic line of action is to continue building on Spain's leadership at the European and global levels, making progress toward the Sustainable Development Goals of the United Nations 2030 Agenda and the priorities of the EU Strategic Agenda 2024-2029. Spain aspires to play a higher-profile role at the international level and to continue to lead the way on policies in areas such as the green transition, gender equality, immigration and the defence of international law. The Spanish Government defends the multilateralism enshrined in the Preamble of the Spanish Constitution, as well as human rights, democracy and global peace. Lastly, the Government remains committed to promoting dialogue and diplomacy to resolve conflicts, and to fostering the values and principles of the Charter of the United Nations.

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

The Government remains committed to supporting Palestine in the midst of an unprecedented humanitarian crisis in the Gaza Strip. In the second half of 2025, the Council of Ministers approved a Royal Decree-Law adopting urgent measures against the genocide in Gaza and in support of the population of Palestine. The measures adopted include the consolidation of the weapons embargo in place since October 2023, a ban on ships transporting fuel for possible use by the Israeli military and a ban on imports of products from illegal Israeli settlements in the Occupied Territories, as well as on advertising campaigns for said products.

The Government has also provided humanitarian assistance to meet the needs of the population of Gaza. On 1 August, the Humanitarian Action Office (HAO) of the Spanish Agency for International Development Cooperation (AECID), in collaboration with the Ministry of Defence, sent more than 12 tonnes of food (the equivalent of 5,500 rations) to alleviate the conditions of the population affected. Since 7 October of 2023, AECID has mobilized more than 50 million euros in humanitarian assistance for Palestine.

Over this period, the Government has continued to take part in all multilateral initiatives aiming to achieve peace and stability in the Middle East. The Spanish Government supported the Arab-Islamic Working Group on Gaza and stepped up diplomatic engagement to generate synergies with other European countries in order to coordinate efforts, consolidate a core Euro-Arab-Muslim group (the Madrid Group), bolster recognition and advance towards the "two-State solution" within the United Nations framework.

Moreover, the Government was present at the signing of the Comprehensive Plan to End the Gaza Conflict and the ceasefire between the State of Israel and Hamas. The Spanish President attended at the invitation of the governments of Egypt and the United States. The Spanish Government stated three priorities for peacebuilding in the Middle East: the provision of urgent humanitarian aid; the consolidation of peace and security measures; and progress in concrete steps towards the creation of a viable State of Palestine alongside full recognition and security for the State of Israel.



## Defend European values and foster dialogue and respect for pluralism on the continent

The Government took a crucial step towards establishing Basque, Catalan and Galician as official languages of the EU by launching bilateral discussions with the German government. Diplomatic efforts by the Spanish Government have consolidated the decisive progress made towards recognition of Spain's multilingualism by the EU, a situation that affects close to 20 million Spaniards. Spain's official languages deserve to be officially recognized by the EU, not only to strengthen their cultural identity but also to advance in the social cohesion of Europe as a whole.

Spain also champions and supports dialogue at European forums as an essential tool for strengthening consensus and security throughout the EU. At the last European Council meeting and at the seventh meeting of the European Political Community, the Spanish Government once again stated its foremost concerns: the invasion of Ukraine, the situation in the Middle East, and housing, which, for the first time, was discussed in the conclusions of a European Council.

This Government remains committed to Spain's co-official languages and to obtaining recognition for them at a European level. Today, Basque, Catalan and Galician can be used at the Council of the EU, the Economic and Social Committee and at the Committee of the Regions. The Board of Governors of the European Schools has adopted Catalan as a teaching language. Moreover, work continues to make the co-official languages of Spain co-official in Europe too. The Spanish Government has presented a proposal on this matter to the General Affairs Council on seven occasions.

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

- ✓ The Sevilla Commitment was signed at the International Conference on Financing for Development hosted by Spain, marking a milestone on the international agenda for financing for development. The Sevilla Platform for Action was also launched and has already brought together over 100 specific initiatives.
- ✓ Spain has remained steadfast in its commitment to Ukraine, mobilizing over 817 million euros in a new aid package which combines resources for military support as well as financial and humanitarian assistance.
- ✓ Spain has upheld its international image, thanks to key events such as the UN General Assembly, the EU-CELAC summit, the African Union-EU summit, and participation in the G20 leaders' summit.
- ✓ At COP30 in Brazil, Spain consolidated its presence and diplomatic influence in the main international forums on climate change, reaffirming its commitment to the summit's goals and to climate multilateralism, with a contribution of 45 million euros to different



international funds for adaptation and mitigation. The Government also announced Spain would join the Global Initiative for Information Integrity on Climate Change, which seeks to combat climate change disinformation.

- ✓ Spain continues to strengthen bilateral relations with its key allies. An official visit was made to the United Kingdom and Spain hosted the German Chancellor and President. Furthermore, Spain also hosted the President of Ukraine and the Sultan of Oman.
- ✓ A high-level meeting was held with Morocco, consolidating a more modern, global and comprehensive relationship, and a total of fourteen cooperation agreements were signed.
- ✓ The President of Palestine, Mahmoud Abbas, was received for the second time.



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