



Beyond theory: how Spain is implementing just transition policies for coal regions.

1. Name of proposing Party or organization.

Government of Spain

2. Brief description of the proposed study:

Spain has effectively phased out coal electricity generation in just 7 years, cutting emissions from the electricity sector in more than half, while reducing energy prices and increasing economic competitiveness through massive deployment of renewable energies. A world-leading just transition framework was implemented across this process to provide measures for affected workers and coal regions, ensuring no one is left behind. Coal plummeted to a bottom 0.6% share of national electricity production in 2025 and is expected to disappear altogether soon, as the last coal power plants are shut down. Associated coal mines that remained operational were closed down already in 2018. This process affected more than 4,300 workers concentrated in a number of coal regions, such as El Bierzo or the mining valleys of Asturias. Socioeconomic impacts at the local level were significant and accumulated over decades of economic and demographic decline in these areas. As a response, the government of Spain launched comprehensive just transition policies and governance frameworks, starting by a national Just Transition Strategy with an Urgent Action Plan for coal regions. Social dialogue-based tripartite agreements were signed with trade unions and companies, ensuring solutions for direct workers. Just Transition Agreements were adopted between national, regional and local administrations, seeking coordination across all levels of government. Public participation processes were launched to receive feedback and ideas. The Just Transition Institute was created, a dedicated body of government with the rank of direction general within the Ministry of Ecological Transition and Demographic Challenge, tasked to deploy just transition policies to support job creation and economic diversification in coal regions. Measures include social aid, re-skilling programs, job banks, economic support programs for private investments, as well as municipal and infrastructure initiatives; environmental restoration projects employed coal miners; just transition tenders are implemented to promote renewable energy projects that maximize job



creation were coal power plants close down; public policies towards clean industrialization integrate prioritization criteria for affected areas, to promote that new industries and value chains take root in coal regions; among other policies. As a result, it is estimated that supported projects and programs will create more jobs than employed under coal power plants and remaining mines. However, work continues to reinforce and monitor implementation, and new support instruments are launched every year. Spain's just transition framework offers a world-class case study on governance and policy structure for just transition policies. Social dialogue, tripartite agreements, actual policy design, public participation, economic costs, investment opportunities and operational challenges can be studied to extract useful lessons learned for other Parties, observers, intergovernmental organizations and non-governmental organizations.

3. United Nations region to be covered by the case study:

Western Europe and other States;

4. Country or countries to be covered by the case study

SPAIN

5. Area of the case study:

Policy planning to implementation pathways ;The design and implementation of economic diversification strategies ;Managing workforce transitions ;

6. Expected duration for completion of the case study (in months):

3-4

7. Contribution of the submitting organization

Technical inputs;Data;Authorship;

8. Can the study be developed without financial support from the UNFCCC?

Yes

9. If no, please provide the estimated range of required financial support in USD (Please note that the UNFCCC is not a donor organization and has limited funding):



10. Please provide the status of any preliminary work undertaken that could serve as a basis for the study, including a link to any available reports, if available.

The Just Transition Institute has published multiple reports already, which can be accessed in its webpage: <https://www.transicionjusta.gob.es/es/publicaciones-del-itj.html>



Framework Convention on
Climate Change