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COVER NOTE

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To:	Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union
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Delegations will find attached document COM(2025) 290 annex 27.

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ANNEX 27

ANNEX

to the

**Communication from the Commission to the European Parliament, the Council and the
European Economic and Social Committee and the Committee of the Regions**

State of the Digital Decade 2025: Keep building the EU's sovereignty and digital future

{SWD(2025) 290 final} - {SWD(2025) 291 final} - {SWD(2025) 292 final} -
{SWD(2025) 293 final} - {SWD(2025) 294 final} - {SWD(2025) 295 final}

SHORT COUNTRY REPORTS 2025

Spain

Executive summary

Spain benefits from a robust digital infrastructure, which allows it to develop its digital transformation. The country is making moderate progress in the adoption of key digital technologies by enterprises. Regarding AI, the Spanish government shows ambition with the last developments, but still continues to face challenges in AI adoption by SMEs. Although Spain lags behind in digital public services for business, the country has improved its performance in digital public services for citizens and in access to e-Health records. Spain is leading in initiatives to strengthen the cybersecurity of its public services and enterprises.

Spain's contribution to the Digital Decade is very ambitious, with 13 national targets, 92% of which are aligned with the EU 2030 targets. The country is following its trajectories well with 75% of them being on track (based on the 2024 trajectories established for 8 KPIs out of 8 analysed). Spain addressed 100% of the 7 recommendations issued by the Commission in 2024 by making some changes through new measures.

Digital Decade KPI ⁽¹⁾	Spain				EU		Digital Decade target by 2030	
	DESI 2024 (year 2023)	DESI 2025 (year 2024)	Annual progress	National trajectory 2024 ⁽³⁾	DESI 2025	Annual progress	ES	EU
Fixed Very High Capacity Network (VHCN) coverage	96.3%	95.0%	-1.4%	97.0%	82.5%	4.9%	100.0%	100%
Fibre to the Premises (FTTP) coverage	95.2%	94.9%	-0.4%	96.0%	69.2%	8.4%	100.0%	-
Overall 5G coverage	92.3%	95.7%	3.7%	98.9%	94.3%	5.9%	100.0%	100%
Edge Nodes (estimate)	167	301	80.2%	-	2257	90.5%	-	10000
SMEs with at least a basic level of digital intensity ⁽²⁾	-	74.2%	4.8%	-	72.9%	2.8%	90.0%	90%
Cloud	27.3%	33.1%	21.5%	-	-	-	75.0%	75%
Artificial Intelligence	9.2%	11.3%	23.2%	10.6%	13.5%	67.2%	75.0%	75%
Data analytics	38.0%	40.9%	7.7%	-	-	-	75.0%	75%
AI or Cloud or Data analytics	49.9%	55.7%	11.6%	-	-	-	-	75%
Unicorns	13	13	0.0%	16	286	4.4%	24	500
At least basic digital skills	66.2%	-	-	-	-	-	85.0%	80%
ICT specialists	4.4%	4.7%	6.8%	5.0%	5.0%	4.2%	8.6%	~10%
eID scheme notification		Yes						
Digital public services for citizens	84.2	88.8	5.4%	88.7	82.3	3.6%	100.0	100
Digital public services for businesses	91.0	85.1	-6.5%	95.0	86.2	0.9%	100.0	100
Access to e-Health records	84.6	88.3	4.4%	87.3	82.7	4.5%	100.0	100

(1) See the methodological note for the description of the indicators and other metrics
(2) DESI 2025 reports the version 4 of the Digital Intensity Index, that is comparable with the DII value from DESI 2023 (referring to year 2022) for the calculation of the annual progress. It is not comparable to the national trajectory that is based on version 3 of the index.
(3) National trajectory value if present in the national roadmap and if the indicator was measured in DESI2025 (year 2024)

According to the special Eurobarometer on 'the Digital Decade' 2025, 72% of Spanish citizens consider that the digitalisation of daily public and private services is making their lives easier. Concerning the action of the public authorities, 92% consider it important to counter and mitigate the issue of fake news and disinformation online. Regarding competitiveness, 85% consider it important

to ensure that European companies can grow and become “European Champions” able to compete globally.

A competitive, sovereign, and resilient EU based on technological leadership

Spain's digital infrastructure is generally more advanced than the EU average, with higher coverage rates in most categories. Spain's 5G spectrum assignment in pioneer bands is particularly strong too (98.33%). The country prioritises semiconductor production through PERTE Chip (The Strategic Project for Microelectronics and Semiconductors), which aims to strengthen design and production capabilities in the microelectronics and semiconductor industries. It is backed by a budget of EUR 12.25 billion until 2027 and the country has created the SETT (Spanish Society for Technological Transformation) to accelerate the allocation of funds. Spain is actively participating in the IPCEI-ME and Chips JU initiatives and is leading the Integrated Photonics Pilot Line. Notably, the Spanish government approved the updated 2024 National Artificial Intelligence Strategy and published an open-source GenAI models trained with a high percentage of data in Spanish and co-official languages as part of its effort to strengthen digital sovereignty. Moreover, Spain is actively participating in the IPCEI-CIS to accelerate the edge nodes deployment. Spain also launched a regulatory sandbox for high-risk AI systems, a pioneering step in implementing the European AI Act and supporting companies in meeting upcoming obligations.

The country's commitment to quantum technologies is reflected in the launch of the Quantum Technologies Strategy in April 2025 and in the deployment of initiatives, projects such as Quantum Spain, the Rydberg Atoms Computer and the EuroHPC Quantum Annealer. Concerning the digitalisation of business, the country shows strength in the basic digital intensity of SMEs (74.2%), and in the adoption of Cloud and data analytics by enterprises, although faces challenges in AI adoption by SMEs. Nonetheless, Spain is making efforts to improve its performance in these areas. The country is focusing on bolstering the innovative scale-up ecosystem with strategic investments to nurture and support innovative enterprises.

Protecting and empowering EU people and society

Spain continues to take positive steps toward empowering people and promoting opportunities for all individuals in the digital economy. The country is aiming to bridge gaps concerning the accessibility of digital technologies through all the activities related to its National Digital Skills Plan, which includes initiatives like a EUR 200 million program to train over 80 000 professionals in digital skills and AI. Spain is also making strides in the development of specialists in ICT, with initiatives like the ICT Talent Attraction and Retention Programme providing scholarships and contracts. Regarding Digital Public Services, Spain makes a significant contribution to the EU's Digital Decade targets, with its performance in public services for citizens (88.8), however the country lags behind concerning the public services for business (85.1). The Spanish government has taken significant policy actions against online misinformation and in favour of the minors' protection in the digital environment. It also pays particular attention to the promotion of digital rights and principles, with the recent launch of the Digital Rights observatory.

Leveraging digital transformation for a smart greening

Spain continues its efforts to support the synergies between the digital and green transitions. The country is implementing innovative programmes to reduce the environmental impact of energy-

intensive digital technologies. The National Green Algorithms Plan has four axes and aims to make AI more sustainable and to find AI solutions for the green transition.

National Digital Decade strategic roadmap

Spain did not submit a revised adjustment to its national Digital Decade roadmap. The Spanish authorities indicated that they plan at a later stage to formally revise the national roadmap, submitted in January 2024, in accordance with article 8 (3) of the Decision establishing the Digital Decade Policy Programme. The initial roadmap contains 67 measures with a budget of EUR 33.8 billion, of which EUR 26.7 billion come from public budgets (equivalent to 1.68 % of GDP). However, Spain has worked on addressing the recommendations made in 2024, by changing existing measures and implementing new ones that will be included in a future revised roadmap. The Spanish authorities published the initial national roadmap in March 2025.

Funding & projects for digital

Spain allocates 26% of its total recovery and resilience plan to digital (EUR 40.4 billion)¹. In addition, under cohesion policy, EUR 5.0 billion, representing 14% of the country's total cohesion policy funding, is dedicated to advancing Spain's digital transformation².

Spain is a member of the three established EDICs; the Alliance for Language Technologies EDIC, the Local Digital Twins towards the CitiVERSE EDIC and of the EUROPEUM EDIC. Spain is directly participating in the IPCEI on Microelectronics and Communication Technologies (IPCEI-ME/CT) and in the IPCEI on Next Generation Cloud Infrastructure and Services (IPCEI-CIS). Spain is also a participating state of the EuroHPC Joint Undertaking (JU) and of the Chips JU.

Spain has contributed to the **Best Practice Accelerator**³ by sharing one best practice in the frame of the Digital Skills cluster (The Generation D Pact launched in November 2022).

Digital rights and principles

According to a support study, Spain has been one of the most active Member States in implementing the [European Declaration on Digital Rights and Principles](#), with over 100 initiatives overall and 30 new initiatives launched in 2024. Spain is most active in the area of digital education, training and skills. Less activity has been identified with regards to sustainability. Measures in the area of solidarity and inclusion appear to have most impact on the ground, in contrast to those addressing participation in the digital public space.

¹ The share of financial allocations that contribute to digital objectives has been calculated using Annex VII to the Recovery and Resilience Facility Regulation. Last data update: 16 May 2025.

² This amount includes all investment specifically aimed at or substantially contributing to digital transformation in the 2021-2027 Cohesion policy programming period. The source funds are the European Regional Development Fund, the Cohesion Fund, the European Social Fund Plus, and the Just Transition Fund.

³ The Best Practice Accelerator (BPA) is a platform that enables Member States to share successful measures and challenges encountered in their efforts to meet their Digital Decade targets and objectives. Best practices are made available to Member States via the BPA Repository and showcased in regular workshops, currently focused on three thematic clusters: Digital Skills, Green IT, and the Uptake of Digital Technologies.

Recommendations

- **AI, cloud and data analytics:** continue the efforts to support the digitalisation of enterprises, in particular, to foster the adoption of AI, and paying attention to SMEs.
- **ICT specialists:** continue the efforts to increase the number of ICT specialists and their percentage over the total employment in the country.
- **Green:** Develop a system for monitoring and quantifying the emission reductions of the deployed digital solutions.
- **Unicorns:** Continue efforts to improve the business environment and access to finance for digital start-ups.
- **Semiconductors and digital innovation:** Accelerate the efforts to allocate public funds in strategic projects.
- **Cybersecurity:** Continue efforts in cybersecurity to address evolving threats, particularly for enterprises and administration.