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COMMISSION STAFF WORKING DOCUMENT

2025 Full Progress review on the implementation of the Council Recommendation on ensuring a fair transition towards climate neutrality

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Background and key messages

The document presents the conclusions drawn from a full progress review on the implementation of the provisions set out in the Council Recommendation on ensuring a fair transition towards climate neutrality,[1] carried out between May and June 2025.

Three years after its adoption, progress on the implementation of the Council Recommendation has become more clearly visible compared to a first progress review conducted in 2023. During the 2025 progress review exercise, Member States have reported over 500 measures in total, additional to those reported during the previous progress review exercise, addressing notably employment, education and skills intelligence, fair taxation and social protection, and access to essential services. In particular, a broader range of measures is planned or implemented, particularly in the areas of labour market activation, job-to-job transitions, and skills development. These steps are promising in light of the EU's commitment to ensuring a green transition that is fair and inclusive, securing employment in the transition and embracing opportunities of quality job creation in sectors such as renewable energy, ICT, construction, and the circular economy.

Nevertheless, overall ensuring a fair transition remains a challenge, as also shown by the progress review. While all Member States have demonstrated commitment to the principles of fairness and inclusiveness, progress is uneven, with many measures still at an early stage, and important gaps remaining in monitoring, governance, and stakeholder engagement. Additionally, vulnerable groups, including low-skilled workers, migrants, and low-income households, remain disproportionately exposed to the risks of climate change.

Regarding the methodology used for the 2025 progress review, it takes into consideration all provisions in the Council Recommendation and provides an assessment of their implementation by all EU Member States based on both quantitative and qualitative inputs. Quantitatively, it considers the number of measures reported as planned or implemented since the 2023 progress review and reported through consultations with Member States, as well as with a wide range of stakeholders. Qualitatively, it draws on examples and practices highlighted during the review exercise. This approach provides an indicative overview of developments across Member States. It goes beyond the scope of this report to systematically assess the scale or impact of the reported measures in terms of funding, coverage or beneficiaries. While a majority of measures are specifically designed for the green transition, broader labour and social policies may also indirectly contribute to advancing the green transition at employment and social level, and/or mitigate its impacts. These methodological limitations should be taken into account when interpreting the findings.

The document is structured in two main parts. The first part summarises key messages from the consultation with social partners and civil society organisations, including insights on their involvement in the design, implementation, and monitoring of relevant policy actions. The second

[1] Council Recommendation of 16 June 2022 on ensuring a fair transition towards climate neutrality (2022/C 243/04).

part assesses how Member States have implemented the Council Recommendation regarding both the specific and horizontal provisions it contains.

The document also draws on **key messages** adopted by the Employment Committee and the Social Protection Committee and endorsed by the Council (EPSCO) on 1 December 2025.[2] Below, some key, general findings are presented, which were formulated on the basis of the progress review outcomes detailed further below in this document.

Key findings from the progress review:

- An overview of the measures reported shows that **nearly all Member States have implemented active labour market policies (ALMPs) to support workers most affected by the green transition, notably through training, reskilling, and job-to-job transition measures.** The consultations revealed that public employment services (PES) play a central role, with some countries also using subsidies to stimulate green job creation.
- While progress is visible on measures to **ensure quality job opportunities**, there are disparities between Member States. For instance, some Member States have reported measures to strengthen the inclusion of workers' involvement in the anticipation and management of change, including restructuring processes. Amongst others, occupational health and safety measures to analyse and counter the impacts of climate change, such as extreme weather events, were reported by over half of Member States.
- **Skills development continues to advance, with more Member States integrating green competences into training and education.** However, the absence of common categorisation or definitions of "jobs and skills for the green transition" complicates monitoring, skills anticipation, and comparability across countries. Efforts to modernise VET systems and equip teachers to deliver sustainability content are increasing, yet the uneven technical capacity of some Member States still constrains progress.
- **Regarding tax-and-benefit systems, some Member States are shifting the tax burden away from labour and using revenues to advance environmental objectives and support vulnerable groups**. Still, reforms remain partial and complex, requiring stronger incentives to foster sustainable business models, particularly among SMEs. The social economy is gaining recognition for its role in promoting circular practices and creating jobs for disadvantaged groups, but support frameworks remain underdeveloped.
- **Social partners are on average highly involved in shaping fair transition policies, while civil society is consulted broadly.** Social dialogue contributes to better skills anticipation and alignment of ALMPs. Yet more consistent involvement is needed, especially as regards anticipation and management of change, in implementation and monitoring, education and training as well as in measures targeted at vulnerable groups. As regards labour market measures such as hiring and transition incentives, trade unions

[2] Key messages from EMCO and SPC on the implementation of the Council Recommendation on ensuring a fair transition towards climate neutrality (endorsed)

and employer organisations were reported to have been involved in at least 70% of all measures. Civil society organisations and NGOs were reported to be more involved in energy and transport poverty measures but less active in employment and skills measures.

- **Member States' efforts towards an evidence-based approach are uneven in the EU, according to the information received.** More than one third of the Member States did not report new intelligence and foresight tools nor new research projects since 2023. These findings also align with the EU-wide assessment of National Energy and Climate Plans published earlier this year, which concluded that the depth of the analysis of the social and employment impacts of the climate and energy transition varies significantly.[3] To improve the evidence-base of social and labour market policies, more efforts need to be made in some cases in establishing and/or updating adequate institutional arrangements and capacities.
- **Financing the green transition remains a key enabler but also a challenge**. While some Member States have effectively mobilised private and public finance, including EU funds, and set up specific national support schemes, others have struggled to make full use of available instruments such as cohesion policy funds including the Just Transition Fund, or the Recovery and Resilience Facility. Coordination, simplified access, and improved communication are needed to ensure all citizens, SMEs, and communities benefit from these resources.

Looking ahead, a more strategic and coordinated approach is essential to embed fairness across all levels of governance. This includes investing in green skills, enabling effective anticipation and management of change, strengthening evidence-based policymaking, and ensuring robust social protection systems. The launch of the European Fair Transition Observatory will support monitoring progress, and enhancing transparency in the transition context.

Overall, Member States have made efforts since the first progress review (2023) in developing and implementing policies to ensure a fair transition towards climate neutrality. While there is room for further implementation of the Council Recommendation, it has become evident that with the right policies in place, the green transition can be a **driver of shared prosperity, resilience, and competitiveness**.

[3] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – *An EU-wide assessment of the final updated national energy and climate plans: Delivering the Union's 2030 energy and climate objectives*, COM(2025)274, 27 May 2025.

1. Introduction

Context

Climate change shows adverse effects on various aspects of people's lives, including on health, livelihoods, and well-being. For instance, through the increase in the average global temperature, it can lead to more frequent high-temperature extremes that can cause a variety of negative consequences, including surplus mortality, reduced productivity, and damage to infrastructure, affecting mostly vulnerable members of the population. As suggested, in this context, climate change further has a significant impact on our jobs.[4] In particular, increased frequencies of extreme weather events, rising temperatures, and increased air pollution are affecting working conditions, decreasing people's health and safety at the workplace. This can lead to impacts on job quality and overall productivity, with heterogeneous effects on regions, industries, and workers. Furthermore, these effects can be aggravated on certain population groups, as employment in the sectors most affected by climate change is disproportionately concentrated among vulnerable groups, in particular migrants, seasonal workers and self-employed.

Climate policies aim to address these challenges and make use of the opportunities that arise in the context of the green transition. In that context, ensuring that no person and no place are left behind is essential to ensure a transition that is fair and inclusive. Regarding job opportunities, according to the European Commission's estimates, the green transition could in aggregate create around 1 million additional quality jobs in the EU by 2030 and 2,5 million by 2050 if implemented properly, in sectors such as construction, renewable energy and the circular economy.[5] Recent estimates show that additional new installations of wind turbines and solar panels show potential for job creation as reaching our renewable energy targets would require between 130 000 to 145 000 additional skilled workers by 2030.[6]

On the other hand, evidence shows that climate mitigation policies may also have different distributional outcomes among workers, sectors, and regions. A recent OECD report suggests that transitioning from GHG-intensive to innovative, green-driven occupations may be significantly more challenging for low-skilled workers than for workers in high-skilled positions due to higher skill requirements in jobs in the green economy.[7] The report's empirical analysis also illustrates that low-skilled occupations in the green economy tend to be associated with lower wages and job security compared to other low skilled jobs while the reverse is true for higher skilled jobs,

4 For a detailed overview and discussion of the opportunities and risks related to the transition, including its potential employment, social and distributional impacts, see: European Commission, Staff Working Document accompanying the Proposal for a Council Recommendation on ensuring ga fair transition towards climate neutrality, SWD(2021) 452 final, 14 December 2021.

5 Employment and Social Developments in Europe Review 2023

6 European Commission: Directorate-General for Employment, Social Affairs and Inclusion, Fulvimari, A., Garaffa, R., Kunertova, L., Van Der Vorst, C. et al., *Estimating labour market transitions and skills investment needs of the green transition – A new approach*, Publications Office of the European Union, 2025, https://data.europa.eu/doi/10.2767/4332366

7 OECD, Employment Outlook 2024

suggesting that the job quality advantage of green driven occupations compared to other occupations will be likely concentrated in high skilled occupations. As a result, low-skilled occupations in the green economy might be less attractive for low skilled workers than low-skilled occupations in other sectors.[8] However, in this context it is worth noting well-functioning labour markets tend to reduce the costs of job displacement overall.

Similarly, the effects of climate policies differ across various groups, as some may be regressive. An empirical assessment by the OECD on carbon footprints of individual households shows that low-income and middle-income groups are particularly affected by carbon pricing, while emissions attributed to their consumption are only a fraction of those linked to high-income households. A similar result is found in the European Commission's ongoing assessment of Social Climate Plans submitted by Member States, a work based on a collaboration between the Directorate-General for Employment, Social Affairs and Inclusion and the Joint Research Centre. This assessment is based on the analysis of the differentiated impact of green policies on various income groups in the scenario of the ETS2's implementation across the EU.[9] Results of this analysis also suggest that the method of design of carbon pricing measures can influence their distributional impacts: for instance, carbon pricing revenues can be used to tackle underinvestment in energy efficiency and, in turn, support disadvantaged households by helping reduce their reliance on fossil fuels for heating. [10]

Regarding the perceptions of the green transition, a recent EU-level analysis highlights that fairness perceptions are a crucial element in the general support for climate action and policy,[11] in particular showing that equitably distributed benefits of such policies between all population groups can help strengthen public support for further implementation of climate policies. Putting fairness at the centre of the green transition is thus essential to the EU's objective of achieving its decarbonisation and competitiveness targets, and at the same time ensuring that everyone can benefit from opportunities arising from the green transition, and that associated challenges are addressed effectively and in a fair manner.

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[8] Martin Borowiecki, Joaquín Calvo Giménez, Federico Giovannelli and Francesco Vann, Accelerating the EU's Green Transition, OECD Economics Department Working Papers No.1777.

[9] European Commission, 2026. Assessing distributional and environmental impacts of ETS2 and potential mitigation under the Social Climate Fund (forthcoming)

[10] Vandyck, T., Della Valle, N., Temursho, U, Weitzel, M. EU climate action through an energy poverty lens | Scientific Reports – Scientific Reports 13, 6040 (2023). Weitzel, M., Vandyck, T., Los Santos, L.R., Tamba, M., Temursho, U. and Wojtowicz, K., 2023. A comprehensive socio-economic assessment of EU climate policy pathways. Ecological Economics, 204, 107660.

[11] European Commission: Directorate-General for Employment, Social Affairs and Inclusion, Sandor, A., Della Valle, N., Le Blanc, J., Vaitkeviciute, A., Fulvimari, A., *Perceptions of fairness and climate action in the EU – What drives citizens' support for the green transition?*, Publications Office of the European Union, 2025, https://data.europa.eu/doi/10.2767/1292775.

Also see the underlying Eurobarometer survey on fairness perceptions of the green transition.

Objectives of the Council Recommendation

This section introduces **elements of context to the Recommendation's establishment, related to its core objectives**. At the origin of the EU's ambition for climate neutrality, the issue of ensuring just and fair transition was central to the first initiatives launched by the Commission. In that spirit, dedicated financial instruments were launched – the **Just Transition Mechanism (JTM)**, including the **Just Transition Fund (JTF)** – which represent a core pillar of the European Green Deal's implementation. These instruments mobilise targeted financial support for the territories and their workers that are most affected by the shift away from carbon-intensive activities through strategies set out in Territorial Just Transition Plans[12] (TJTPs) and help mitigate social and economic impacts while actively fostering new opportunities in these territories.[13]

To deliver on the objectives of the European Green Deal, the **'Fit for 55' package**[14] was presented by the Commission on 14 July 2021, containing a set of measures setting the EU on the path to reducing EU greenhouse gas emissions by at least 55% by 2030and achieving climate neutrality by 2050. An intermediary target of a 90% emission reduction by 2040 was agreed by EU Member States in November 2025.

A core objective of this package is to guarantee **a just and socially fair transition**, including by establishing a new Social Climate Fund, and by proposing a Council Recommendation on fair transition towards climate neutrality. The Council Recommendation now constitutes an integral element of the 'Fit for 55' package, embedding the principles of **social fairness** and justice and solidarity within the EU climate policies and ensuring that just transition challenges are being assessed and addressed at all levels, including national, regional, sectoral and local levels, and integrated into policymaking upfront.

The Recommendation provides **concrete guidance to Member States** on how to address the employment and social aspects of the transition and invites them, for that purpose, to adopt and implement, in close cooperation with social partners as relevant, **comprehensive and coherent policy packages** to support people and households most affected by the green transition, notably those in vulnerable situations; mainstream fair transition aspects across all policies, notably climate, energy and environmental policies; and make optimal use of public and private funding.

Specifically, the Council Recommendation focuses on the following **policy areas**:

- Active support to quality employment and job-to-job transitions
- Equal access to quality and inclusive education, training, and lifelong learning

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[12] See: Commission Staff Working Document on the territorial just transition plans, WD(2021) 275 final swd_territ_just_trans_plan_en.pdf

[13] A key objective of the Mechanism is job creation, through investments in sustainable industries, clean energy, circular economy solutions, and skills development. By supporting reskilling and upskilling of workers, encouraging SMEs and innovation, and attracting private investment, the JTM contributes to the creation of quality, future-proof jobs, while strengthening regional economic diversification and social cohesion across the EU. Moreover, the Commission has established a Just Transition Platform to support all stakeholders in transition regions implementing the funding available, also for creation of their regional Just Transition Observatories.

[14] European Council, Fit for 55 package

- Fair tax-benefit and social protection systems
- Access to affordable essential services and housing

Supporting **quality job creation** is one of the cornerstones of the Council Recommendation This includes attracting skilled talent in sectors that are key to the green transition, such as clean energy and clean technology, in line with objectives of the **Green Deal Industrial Plan** and its **Net-Zero Industry Act**[15] and the **Critical Raw Materials Act**[16] to scale up the manufacturing of clean technologies.

The Council Recommendation also supports the implementation of the **Clean Industrial Deal**[17] (CID) presented in February 2025, which aims to accelerate the demand for green products and services, thereby affecting and transforming labour markets and employment structures. The Clean Industrial Deal also underlines the importance of a just transition that supports companies, delivers quality jobs and empowers people. In this context:

- The **Quality Jobs Roadmap** will contribute to ensuring a just transition for all by supporting fair wages and working conditions, ensuring high health and safety standards, and providing training and fair job transitions.
- The **Union of Skills** will also contribute to strengthening the Just Transition by equipping workers in different sectors, including those relevant for the transition. It will promote reskilling and training to address labour shortages while helping workers adapt to change. Evidence on just transition will be also reinforced thanks to the launch of the EU Skills Observatory.
- The recently-launched **European Fair Transition Observatory** will strengthen the evidence base on fairness aspects of the transition by developing, among others, standardised indicators, facilitating data sharing and presenting up-to-date information on policies, impacts, and best practices.

Finally, the Council Recommendation calls on Member States to adopt an **evidence-based and whole-of-society approach to fair transition** and ensure an effective and impactful involvement of social partners, civil society organisations, regional and local actors, and other stakeholders, including organisations representing people in vulnerable situations. Such engagement is essential for ensuring that the European Green Deal principles of fairness and solidarity are integrated in the policy design, implementation, and monitoring from the outset, providing the basis for broad and long-term support for effective and inclusive policies advancing the green transition.

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15 The Net-Zero Industry Act
16 The Critical Raw Material Act
17 The Clean Industrial Deal

2. 2025 progress review

Background

The Council Recommendation stipulates that the Commission reviews the progress made in its implementation. This shall be done in the context of multilateral surveillance in the European Semester, including in the framework of relevant committees, notably the Employment and Social Protection Committees, based on adequate assessments, policy impact evaluations and reporting. The review should consider relevant parts of other surveillance processes, including the assessment of the just transition in the updated Territorial Just Transition Plans and National Energy and Climate Plans (NECPs). Monitoring should not add unnecessary administrative burdens for Member States. The Commission is working to enhance data availability and methodological guidance, use existing frameworks, facilitate collection of data and evidence on fair transition policies and measures and the evaluation of their effectiveness and actual impact.

As previously mentioned, a first, partial progress review of the implementation of the Council Recommendation was conducted in 2023, and resulted in key messages adopted by the EPSCO Council in November 2023.[18] These highlighted that overall, Member States started navigating the complex challenges stemming from the green transition, with significant differences across countries regarding the policies implemented, most Member States were still at an early stage of implementation of the Recommendation, and most of the time relied on existing mechanisms and policy frameworks. Based on the progress review, Ministers concluded on remaining scope for a more systematic, coordinated, and coherent approach in tackling challenges to a fair transition, including efficient targeting.[19]

Scope and timeline

The 2025 progress review represents the Recommendation's first full progress review, covering the implementation of all thematic aspects it includes. Its focus is on monitoring the Member States' implementation measures since 2023 in line with both the specific and horizontal provisions included in the Recommendation. As a more general objective, the review also aimed to foster the exchange of best practices between Member States and identify policy gaps and areas in need of further analysis, guidance, and support, including at country-level.

The progress review includes data and results obtained through other monitoring reviews to which Member States have contributed since 2023; This includes amongst others Country Specific Reviews (CSRs) on education and skills, active labour market policies, labour taxation or social policies, input to the joint report of the Commission and the Social Protection Committee (SPC) on the implementation of the *Council Recommendation on adequate minimum income ensuring*

[18] Key messages from EMCO and SPC on the implementation of the Council Recommendation on ensuring a fair transition towards climate neutrality, 15439/23, 27 November 2023

[19] To complement the first, partial review, a thematic review was conducted in 2024, with a focus on skills and competences needed for the green transition, as well as skills intelligence and foresight related to labour market needs. For further detail on the outcomes of the first progress review, see annex 7.

active inclusion, the monitoring framework for the Recommendation on access to social protection for workers and the self-employed, and the National Energy and Climate Plans (NECPs).[20]

The Member States' progress in implementing the Recommendation was discussed in June 2025, in the context of the Employment Committee Policy Analysis Group (EMCO PAG) and SPC. To prepare this exchange, and with a view to facilitating the reporting process for the authorities concerned, the Commission provided Member States with a self-assessment questionnaire, in which they were requested to provide information on measures planned or implemented since 2023, for different policy provisions covered in the following four policy packages: (1) Active support to quality employment, (2) Education training and lifelong learning, (3) Fair tax-benefit systems and social protection, and (4) Access to essential services, housing.[21] Chapters 4 and 5 in this document provide details on the measures reported by the Member States. In addition to the self-assessment questionnaire, Member States were also provided with individual country fiches including country-specific results from the 2023 progress review of the Recommendation and from the initial NECP assessment reviews ahead of the exchanges.

In the consultation process, dedicated hearings were also organised with relevant parties, including social partner organisations and civil society organisations. Dedicated meetings were held, during which they were invited to share their views on the state of implementation of the Recommendation, including gaps and best practices. The following sections summarise, in chronological order of the meetings, the key insights from the discussions. The following subsection provide insights of these discussions' outcomes.

Views and inputs of civil society organisations[22]

A strategic dialogue with Civil Society Organisations (CSOs) was held online, on 7 May 2025. It included participants from various organisations, including the European Committee of the Regions, and participants from 27 Civil Society Organisations. The main objective of the strategic

[20] The assessment was published on 28 May 2025 for all but four Member States.

[21] To further simplify the overall review process, the Commission is working, in collaboration with a contracting entity, to develop an AI-based tool ('*AI for Fair Transition Policies*') able to compile and process qualitative information and quantitative data from relevant sources and provide up-to-date overviews of policies and measures (and their state of implementation) with relevance to provisions in the Council Recommendation.

[22] The following organisations were represented at the strategic dialogue (in alphabetical order): CEE Bankwatch, COFACE Families Europe, E3G, Eurocities, Eurodiaconia, EuroHealthNet, European Association for the Education of Adults (EAEA), European Disability Forum (EDF), European Federation of National Organisations Working with the Homeless (FEANTSA), European Foundation for European Progressive Studies (FEPS), European Microfinance Network (EMN), European Network against Racism (ENAR), European Network of Equality Bodies (Equinet), European Network for Social Economy, European Network for Social Enterprises and Impact-Driven Leaders (Euclid), European Network of Social Integration Enterprises (ENSIE), European Roma Grassroots Organisations (ERGO) Network, Lifelong Learning Platform (LLLP), Local Governments for Sustainability (ICLEI), Microfinance Centre (MFC), Reuse and Recycling European Union Social Entreprises (RREUSE), Safe Food Advocacy Europe (SAFE), Save the Children, Social Platform, SOLIDAR, Solidaris, WWF EU.

dialogue was to gather the views from civil society organisations on the state of implementation of the Council Recommendation at national, regional and local levels. In addition, the effective, meaningful involvement of stakeholders in the design, implementation and monitoring of fair transition policies in the Member States was inquired. The meeting also aimed at collecting their views and possible suggestions regarding calls for further development of the EU's just transition policy framework going forward.

In total, 27 representatives of civil society organisations participated in the strategic dialogue, representing 27 EU-level civil society organisations.

After presenting an overview of the policy context, previous conclusions and the process launched, the Commission posed three sets of questions to the CSOs:

Questions addressed to civil society organisations

Policies and best practices

- Can you share examples of best practices or innovative approaches that you have observed or implemented in promoting fair transition policies at different levels?
- Have you observed best practices to enhance access to fair, inclusive and sustainable access to essential services, and/or best practices of successful and inclusive training and/or job-to-job transition programs supporting employment in the green economy?
- What implementation gaps, if any, do you see in the context of fair transition analysis and policies that need to be filled moving forward?

Perspectives on CSO/stakeholder involvement

- To what extent have you been involved in the design and implementation of fair transition policies at the national, regional, and local levels since 2023? What were the main challenges you encountered?
- What strategies or initiatives do you employ, or suggest, to increase your involvement in decision-making processes related to the green transition, from local to EU-level?

Way forward

- Looking ahead, what recommendations do you have for the possible further development of the EU just transition policy framework?
- DG EMPL will launch a European Fair Transition Observatory in 2026. Which key elements and indicators would you like to see included in this Observatory and how could it support your engagement in fair transition policies? What measures do you suggest for its inclusive design?
- How can policymakers better support and collaborate with civil society to achieve a fair transition towards climate neutrality by 2050?

In response, concerning **best practices and policies,** CSOs shared the following examples, from both EU Member States and beyond:

- **Pre-financing in energy (HU)**: initiative for technical assistance for low-income households' renovations at the local level, targeting the most vulnerable citizens.
- **Social economy for job transitions (RO)**: initiative integrating vulnerable people through sustainable pathways (e.g., reconditioning electronic waste, upcycling, social farming) that build green skills and improve job market access.

- **Repair vouchers (AT)**: scheme stimulating demand for reuse and repair in social enterprises. Extending such schemes to more items can promote green skills and shift consumer mindset.
- **Circular economy strategy (IT):** strategic focus on circular skills development among youth.
- **Circular academy (CZ):** local initiative supporting sustainability through repair cafés and educational programs.
- **Social economy models**: support structures providing access to clothing, medical equipment, and technologies for vulnerable groups, including free access for those in need.
- **Energy-related bottom-up projects**: successful local energy projects in various Member States, especially in cities, which focus on increasing public engagement.
- **Clean energy partnerships**: partnerships of cities with clean energy initiatives, such as the "école des production des énergies du sud" in Marseille, supporting apprenticeships and vocational training.
- **Social, green innovation procurement**: procurement criteria to promote the integration of people into the labour market while considering the true environmental costs of products and essential servic~~es~~[3]~~,~~ as well as of social protection.

As regards feedback on **policies**, CSOs highlighted the following:

- **Lack of awareness of the Recommendation** is considered a barrier to an effective transition, as many Member States and organisations have little awareness of the Council Recommendation and of just transition policies overall, especially regarding fair taxation, social protection and structural measures. Creative approaches would be necessary to maintain the Recommendation's visibility, as would be more collaboration with climate and environmental groups.
- **Weak national-level analysis:** Member States are considered to struggle to conduct comprehensive socio-economic impact analyses and would benefit from technical support for enhancing their analytical capacity and assessments.
- **CSOs' role in discussions on the green transition**: Civil society organisations note that they are often not heard, despite their crucial role in public engagement and participation.
- **Implementation challenges** of 'Fit for 55' initiatives, particularly in relation to the energy efficiency renovations and uptake of renewable technologies, and misalignments in funding would impact vulnerable households, and financial incentives for these groups are considered as insufficient. CSOs further see untapped potential in the Clean Industrial Deal, notably with regard to strengthening its social/skills pillar.
- **Uncertain or insufficient funding sources**: Vulnerable households and people in energy poverty are seen to risk losing out on funding in case of delays in the Social Climate Fund and due to obligations under energy related legislation applied on buildings. Moreover, CSOs highlight the importance of other funding sources besides the ESF+.

- **Gaps in procurement guidance**: CSOs see a lack of specific guidance for social, green and innovation procurement, particularly in certain sectors, where decisions may not fully align with the climate and environmental objectives of the transition.
- **Translation of EU documents:** The availability and accessibility of EU-level toolkits in all EU languages, especially for rural and remote regions where people traditionally may show lower English language proficiency, is considered as crucial.

Concerning questions on **perspectives on CSO/stakeholder involvement**, the following issues and concerns were brought forward by CSOs:

- **Lack of CSO involvement in the Recommendation's implementation at national level**, especially on capacity building, with important variations across countries. Lack of national stakeholder engagement strategies, budget cuts and/or re-prioritisation, and political factors are seen to reduce CSO participation opportunities further. Instead, CSOs ask for an EU strategy/action plan to reaffirm CSO involvement, as well as for a new European Pillar of Social Rights Action Plan that is 'transition friendly'. Cascading grants and travel funds are considered essential for effective collaboration of local networks with EU and national levels, as well as for facilitating capacity-building and ensuring long-term engagement.
- **Lack of support to the social economy, including the circular economy and reuse sector**: Access to resources, stable political support frameworks and recognition of the role of social economy actors (including the reuse sector) are considered as crucial for a fair green transition. In addition, in these sectors, stakeholder see a need for guiding principles for EU/national decision-makers on reuse activities, given wide-spread lack of information regarding the sector (often mis-understood to cover recycling only).
- **Funding:** There is support among CSOs for the place-based approach of the Just Transition Fund, although capacity-building at local and regional levels remains a challenge for most CSOs. Trends pushing towards further simplification and to the use of national level data, rather than local or regional data, in the assessment of policies are considered as further weakening or undermining the role of CSOs.
- **Data gaps** exist at national, regional, and local levels, including on social investments, green skills, and other transition-related data, such as distributional aspects and qualitative information on the actual impacts and benefits of the transition. Better availability of more granular data, including on just transition funding at regional and local levels, would be important to ensure adequate targeting of funds to the most vulnerable. This is particularly relevant as simplified funding processes may lack the necessary evidence base for targeting and providing effective guidance on the transition.
- **Lack of shared understanding of vulnerabilities, notably at local level**: CSOs consider it difficult to connect with local levels on vulnerability, for which broader initiatives are considered necessary. They consider that there is often a lack of access to transition measures for vulnerable groups, as the topic of vulnerability would either be scattered between initiatives or limited to very specific groups only but not be considered horizontally as needed.

Furthermore, more research on low-income households' financial situation would help better define vulnerabilities and matching policy measures. CSOs further asked that the Union of Equality categories serve as a basis to ensure inclusion in civil dialogue.

Finally, concerning questions on the **way forward**, CSOs made the following points:

- **Participants supported the set-up of the European Fair Transition Observatory (EFTO)** and expressed interest in participating in the advisory board. The inclusive design of EFTO and its recognition by other Commission services are welcome. Moreover, CSOs agree that EFTO should cover all areas of the Council Recommendation, including employment, lifelong learning, social protection, and access to essential services.
- **Policy action** in the areas covered by the Council Recommendation should be strengthened according to CSOs, including in the Quality Jobs Roadmap, to support a just transition.
- **Health and climate change:** Heatwaves disproportionality affect people who experience summer energy poverty as and cannot sufficiently cool their houses. This has negative health impacts. Hospital placement in vulnerable areas also, need more consideration.
- On **funding**, CSOs consider it as important to ensure the transformative potential of the Just Transition Fund continues, particularly through its regional focus, as losing the regional focus could undermine trust and EU representation in regions. CSOs consider that the JTF, based on regional plans, helps accelerate regional goals, like fossil fuel phase-out, more effectively than national plans.
- **Strategic procurement**: CSOs highlight that public procurement can support social and environmental goals. Governments should make the most of public and private procurement within the just transition framework to drive social and circular benefits.
- **Inclusion of civil society**: CSOs ask for more systematic, timely and meaningful inclusion in governance processes, beyond just one-off consultations. Vulnerable groups' perspectives should be represented better in policy design and implementation, including social economy and skills initiatives.
- **Embedding just transition principle in policies**: Integrating just transition principles into national frameworks like NECPs is considered to remain a challenge, as well as guaranteeing a whole-of-government approach. A non-siloed, whole-of-government approach, as put in place e.g. in Spain, should be supported.
- **Disaggregated data (for marginalised groups):** Better availability of and access to disaggregated data is considered crucial to avoid omitting or overlooking marginalised groups, like migrant workers, in policymaking, to ensure they are not excluded from the transition.
- Finally, **mapping regional employment** and indicators of wellbeing and sustainability can help policymakers design inclusive policies.

Views and inputs of social partners

A **dedicated hearing with social partners** was held online on 13 June 2025. It gathered representatives of employers and workers both at cross-industry level and from various sectors.[23] The purpose of the hearing was to gather the views from social partners on the state of implementation of the Council Recommendation at national level, taking into consideration the EPSCO key messages of November 2023, including with regard to the effective and impactful involvement of stakeholders in the design, implementation and monitoring of fair transition policies in the Member States. Social partners also provided their views on the further development of the EU's just transition policy framework.

On the employers' side, in total, 20 representatives participated in the hearing representing 6 EU-level and 10 national, cross-industry and sectoral employer organisations, respectively.

On the trade union side, in total, 17 representatives participated in the hearing representing 6 EU-level and 8 national, cross-industry and sectoral trade union organisations, respectively.

After presenting an overview of the policy context, previous conclusions and the process launched, the Commission posed the following sets of questions to the social partners:

Questions addressed to social partner organisations

Effective implementation

- How do you assess the progress made in the implementation of the Council Recommendation on ensuring a fair transition towards climate neutrality since 2023?
- Can you share examples of best practices or innovative approaches that you have observed or implemented in promoting fair transition policies at different levels?
- What implementation and/or evidence gaps do you see in the context of fair transition analysis and policies that need to be filled? Are approached sufficiently comprehensive or rather limited in scope (sectoral or other)?

Perspective on social partners' involvement

- To what extent have you been involved in the design and implementation of fair transition strategies at the national, regional, and local level since 2023? Did you encounter barriers regarding your involvement?
- Have you observed any improvements regarding the involvement of social partners in designing and implementing (fair) transition policies since the start of the Recommendation's implementation (2023)?
- DG EMPL will launch a European Fair Transition Observatory in 2026. How could it support your involvement in developing and implementing fair transition policies?

In response, both employers and trade unions emphasised the importance of social dialogue and collective bargaining and the **need for the systematic and early involvement of social partners in the design, implementation, and monitoring of fair transition policies and strategies**. They welcomed the strengthening of industrial policy to support a just and competitive transition and to foster job creation in the EU. In this context several avenues were mentioned, including a stronger

[23] Employer organisations: BusinessEurope, BDA (DE), CEEMET, CEOE (ES), CER, DA (DK), ECEG, IV (AT), MEDEF (FR), NHO (NO), OEB (CY), SEV (EL), SGI Europe, SGI France EDF (FR), SMEUnited, Transdev (FR). Trade unions: CCOO (ES), CEC European Managers, CGT (FR), CSV-ACV (BE), DGB (DE), EFBWW, EPSU, ETUC, FZZ (PL), industriAll, LO-S (SE), ÖGB (AT), STTK (FIN), UNI-Europa.

anticipatory approach to manage restructuring linked to the green transition,a greater focus on anticipation and restructuring measures, such as the amendment of the European Globalisation Adjustment Fund (EGF) and possible further developments to the European Green Deal.

Both parties strongly supported the establishment of a **European Fair Transition Observatory**, and they expressed their expectation to be integrally involved in its set-up and operation. They offered to contribute through the sharing of best practices at company and sectoral levels, which are considered essential. They also supported the role of EFTO in sharing best practices, and asked for clarification as regards the links between EFTO and the Skills Intelligence Observatory, announced in the Union of Skills.

They underlined the importance of financial **support for upskilling and reskilling**, welcomed the Union of Skills, encouraged stronger EU investments in skills and modernised training systems, and highlighted the need to implement sector-specific initiatives and transition pathways, where available. Furthermore, the significance of **EU funding instruments** – such as ESF+, ERDF, EGF, JTF, and SCF – was stressed for their role in supporting anticipation and management of change, training, and infrastructure investment, with a call for improved alignment and accessibility, particularly for SMEs and vulnerable regions.

In addition, employers called for better **implementation of the existing acquis on just transition** policies and emphasized the need to support apprenticeships (including for adults), vocational education and training (VET), and locally tailored training systems. Trade unions, on the other hand, advocated for the inclusion of **social and environmental conditionalities** in state aid and funding instruments, and called for urgent action to establish a str**engthened legal framework for just transition**, including potential new initiatives such as a Just Transition Directive.

More specifically, concerning questions on both **effective implementation** and **social partners' involvement**, the following issues were highlighted by the employers:

- Employers in general consider the Council Recommendation as an appropriate instrument for addressing the social aspects of the green transition and do not tend to support calls for changes to the existing legislative framework for just transition or further legislative action in the area. Emphasis is placed instead on **implementation**, including through the adequate use of existing national funding mechanisms, complemented at EU-level where needed, including support to early interventions especially through ESF+ and EGF, and targeted skills investment, for which employers suggest using 15% of the proposed allocation under the Union of Skills.
- Employers further called for short- and long-term measures to reduce the energy price gap between the EU and third country competitors, including through greater deployment of renewables, tax reductions, and network tariff adjustments, highlighting high **energy costs** as a major threat to competitiveness, jobs, and welfare. In this context, public funding is considered as important to de-risk private investors, including through time-limited support for CAPEX and OPEX and better use of ETS revenues.

- Public employers pointed to the **risks of fragmentation** in the implementation of fair transition policies and raised concerns about the disconnect between local providers and policymaking, especially in workforce reskilling. They further highlighted the importance of resilient **public infrastructures** (energy, transport, telecoms, etc.) and the related importance for the next MFF to reflect the Commission's preparedness strategy.
- While admitting that SMEs are still at an early stage of implementing fair transition policies, hindered by skills gaps and limited funding, representatives of SMEs called for a fair, inclusive strategy, including accessible up- and reskilling opportunities, and **tailored support to SMEs**. They proposed the creation of local taskforces involving social partners and authorities to assist businesses during the transition. They further stressed the need for access to essential services, a skill-based compensation system, and early involvement of social partners in policymaking.
- Industry employers further presented the TRIREME project[24] as a good practice for upskilling and reskilling in the **automotive and mobility sectors**, using a skills intelligence approach. The project examines what has worked (and hasn't) at the local and regional levels and develops policy recommendations based on this analysis.
- Employers further highlighted that **climate action and competitiveness** need to go hand in hand, with less regulation, adequate minimum standards for environmental sustainability, reduced reporting burden, and support to sector-specific solutions enabling more investment. They considered climate-related costs to be covered in existing social protection mechanisms. Moreover, there are initiatives supported under the ESF+ that pilot new climate-focused apprenticeships and internships. They further emphasised productivity growth as an effective way to improve both working conditions and social dialogue and called for policies that attract more people into the labour market.
- Employers underlined the **importance of the Social Climate Fund (SCF) in supporting vulnerable households**, particularly in addressing transport poverty, and with due attention to public transport, and stressed the need for comprehensive consultation of social partners in the preparation of the Social Climate Plans and its implementation and for greater accountability of Member States.
- Social partners should also be included systematically in **key policy areas like housing and the circular economy**. Moreover, they advocated for collaborative approaches involving companies, social partners, and social workers to support vulnerable households and people in energy poverty, where needed, and help them benefit from the energy transition.
- Employers also presented good practice examples of anticipation and management of change, including in Denmark, where in cases of **company restructuring**, a "warning pool" mechanism provides early interventions, i.e. two weeks of job assistance and six to eight weeks of (paid) re-/upskilling. Employers also noted challenges with older workers re-entering the labour market.

[24] Trireme

- Another good practice of anticipating skill needs and equipping workers with the right skills for the green and digital transitions is the contribution by the social partners in the chemicals sector to the EU's Transition Pathway for the **chemical industry** in 2023 as well as the ChemSkills Blueprint initiative, which fosters cooperation for sectoral skill development.

Trade union representatives raised the following issues concerning the questions on **effective implementation** and **social partners' involvement**:

- While supporting climate and energy targets overall, trade union representatives emphasised that **workers and their jobs must not be opposed to climate targets**.
- They welcomed initiatives such as the European Fair Transition Observatory and the Quality Jobs Roadmap, but warned that **gaps are widening in the EU**, with only one Member State assessed as having put in place a functioning Just Transition framework. They called for the design and implementation of a Just Transition Directive in the world of work, shifting from non-binding guidance to legal obligations, including through national just transition frameworks, workers' participation at all levels, social conditionalities for funding, and collective bargaining guarantees. In addition, they advocated for legal rights to up-/reskilling, dedicated EU funding, and a permanent SURE mechanism. They stressed that restructuring needs to be planned, not improvised, and argued in favour of place-based industrial strategies and more assertive industrial policies and investment as well as full inclusion of social partners in transition governance.
- Trade unions further highlighted the need for an EU-level framework to **attract private investments** supporting the green transition, calling for an adapted EU fiscal system and financial support subject to social conditionalities tied to resilience and sustainability. One good practice presented was the German carbon contracts for difference scheme that provides financial support to industrial decarbonisation together with strong labour standards, and it was recommended considering extending this funding model across the EU.
- Trade unions also emphasised the **importance of regional funding,** particularly through the Just Transition Fund (JTF), and advocated for its continuation beyond the current MFF. They considered the 'Transformatorium' research project as a good practice on how EU funds can support local projects, recognising the need for language and cultural adaptation when working with communities.
- Trade unions further pointed out that sectors like steel remain under intense pressure, requiring **targeted support and coordination to maintain sectoral autonomy**. To that aim, they called for measurable social and environmental conditionalities, including within anti-coercion measures, and based on freedom to set rules inside the EU. CBAM was considered central to reshaping global trade with stronger social standards. In view of assessing competitiveness challenges in the EU, trade unions proposed that EFTO includes indicators to track production and assesses sectoral contributions to the green transition.
- **Austria**'s Just Transition plan on skills and training was considered a successful example despite a lack of coordination and awareness of just transition issues across government

departments. Such just transition plans would need to be linked to a broader EU vision on economic development, decarbonisation, and sustainable competitiveness, underpinned by evidence-based strategies. Guidance for long-term planning was considered essential.

- Trade unions further argued that the current **Just Transition framework needed strengthening.** In particular, through concrete measures to mitigate the impacts of the energy transition, as highlighted by the NECP assessment, as well as through a binding legislative framework for anticipation and management of change across all regions. The recent failed attempt to negotiate and adopt a just transition agreement in the gas sector was considered as a missed opportunity, which would have proven that voluntary social dialogue may be insufficient.
- Finally, trade unions highlighted that, in **most countries, there are no legal guarantees for the inclusion of social partners in consultation** and in anticipation and management of change processes, and that late or limited access to key documents would often impede their effective involvement. Therefore, they proposed reporting obligations to monitor whether and how social partners are involved.

3. Overview of planned or implemented actions reported by Member States

This section provides a **general overview of the measures planned or implemented**, as presented by Member States during exchanges in EMCO and SPC meetings. In the scope of the 2025 full progress review, the Commission requested Member States to provide information on measures for different policy provisions covered in the following four policy packages: (1) Active support to quality employment, (2) Education training and lifelong learning, (3) Fair tax-benefit systems and social protection, and (4) Access to essential services, housing.

Table 1 provides an overview of the specific recommendations and provisions included under each policy package that were assessed during the progress review.

In addition, Member States were asked to report on the implementation of the horizontal provisions of the Council Recommendation, focusing on the adoption of an effective whole-of-society and evidence-based approach, as well as the optimal use of funding.

Table 1: Thematic provisions of the Council Recommendation by policy package

(1) Active support to quality employment and fair job transitions	**(2) Education, training, and lifelong learning**	**(3) Fair tax-benefit systems and social protection systems**	**(4) Access to essential services**
Employment services and programmes	Horizontal integration of skills challenges in view of the green transition in national strategies and partnerships	Taxation and social protection assessment, tax burden on labour and tax wedge	Access to essential services, housing Prevention of energy poverty: regulation and support
Hiring and transition incentives	Labour Market and Skills intelligence and foresight	Social protection systems and social inclusion policies	Prevention of transport poverty
Promotion of entrepreneurship and enterprises of the social economy	Accessible, affordable, and inclusive education and training	Risk-awareness, reduction, and insurance solutions	
Health and safety at work, new risks or aggravation of existing risks and enforcement of existing rules on working conditions	Support schemes for apprenticeships, traineeships, and job shadowing schemes, notably in sectors facing particular skill shortages[25]		
Involvement of workers, including change management and restructuring processes	Adult participation in training[26]		

25 Measures pertaining to this policy provision were reported under “employment services and programmes

26 Measures pertaining to this policy provision were reported under “employment services and programmes

Figure 1 provides a general overview of the total number of measures reported by all EU Member States as part of the self-assessment, having either been implemented since 2023 or being planned for implementation. It is to be noted that the reporting of number of measures does not pre-empt an assessment of MS's efforts in providing quality and effective measures, while some Member States might have already implemented measures before 2023 and reported them in the previous progress review. Additionally, while the measures included in this count exclusively include measures reported by Member States in the 2025 progress review exercise, the relevance also of long-standing measures existing already before 2025 in Member States is also acknowledged. In total, more than 500 additional measures have been reported in comparison with previous progress reviews. Out of those, 216 new measures related to (1) Active support to quality employment; 122 new measures to (2) Education training and lifelong learning; 87 new measures to (3) Fair tax-benefit systems and social protection; and 100 new measures to (4) Access to essential services, housing.[27]

In the 2025 progress review, Member States reported 98 measures pertaining to "employment services and programmes",[28] which is the specific provision with the highest number of reported measures by Member States. 76 measures have been reported that pertain to the provision on "addressing energy poverty", and 73 measures relate to the provision on "developing and/or implementing education and training systems towards green skills development".

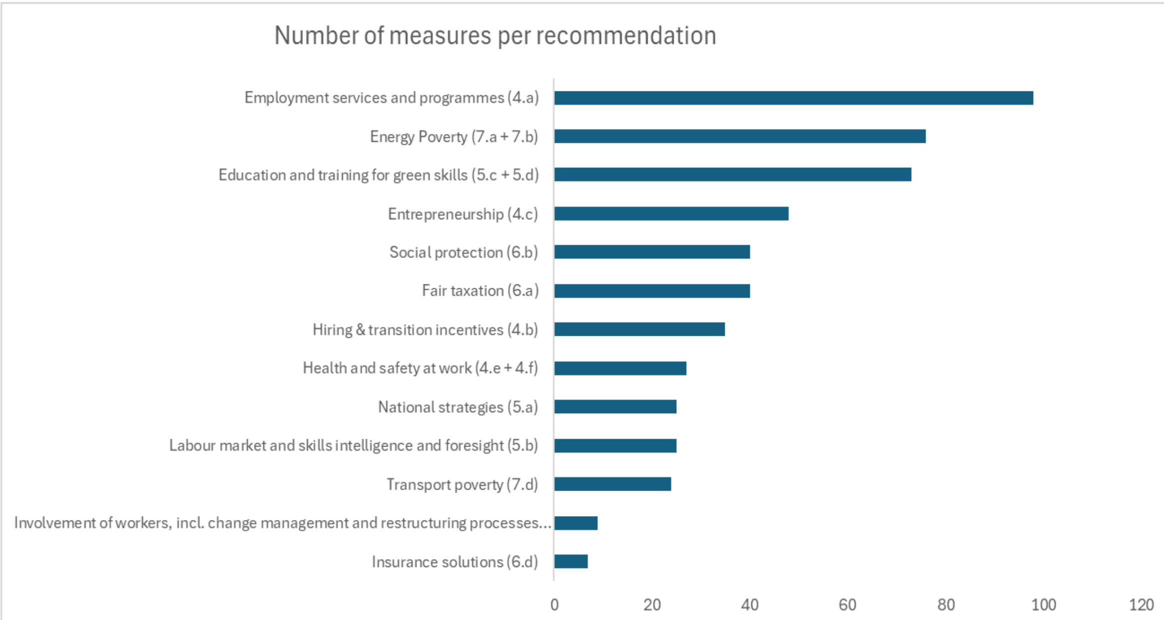
More than half of the policy recommendations (7) have a total number of reported measures that vary between 25 and 50.

The total number of reported measures was lowest for measures pertaining to the policy provision "insurance solutions" (9 measures) and the "involvement of workers as regards the anticipation of change and the management of restructuring processes" (7 measures).

[27] For a full overview of the measures reported by Member States, see annex 7.

[28] Measures pertaining to provisions "support schemes for apprenticeships, traineeships and job shadowing schemes, notably in sectors facing particular skill shortages" as well as measures pertaining to "adult participation in training" are also included in this policy provision (see table 1).

Figure 1: Number of measures reported per provision



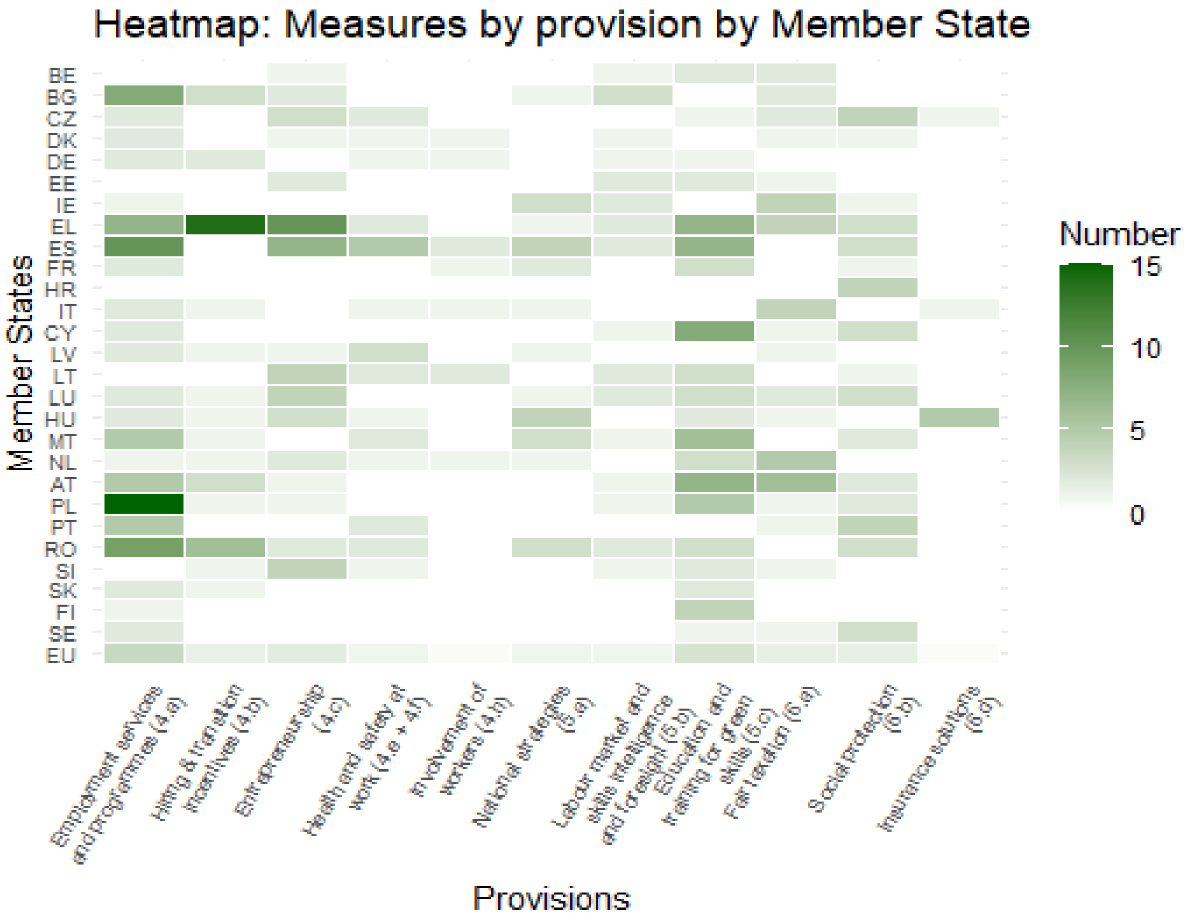
Note: The numbers in parentheses refer to the provision numbers as referenced in the Council Recommendation.

Table 2 presents, in the form of a heatmap, an **overview of the number of measures reported by each Member States in the self-assessment** for every policy recommendation. It is important to note that the heatmap and the figures it presents should be interpreted with caution, as the total number of reported measures may not fully reflect the actual number of measures implemented or planned by Member States. In particular, measures related to energy and transport poverty were often excluded from the self-assessment questionnaire to reduce reporting burden, since these measures had already been captured in the National Energy and Climate Plans (NECPs). It shall also be recalled that Member States were requested to report only on measures undertaken since the first progress review in 2023, therefore omitting measures that had been implemented before this date. Furthermore, the figure does not provide insights into the quality of just transition policies, such as their scope, the extent to which they target vulnerable groups and those most affected by the green transition nor their effectiveness, nor the extent to which social partners, civil society organisations and other relevant stakeholders were involved in their design, implementation and monitoring. The next chapter of this report will further consider some of these qualitative aspects.

Table 2 confirms a relatively **high number of measures reported by Member States in the areas of employment programmes and services, as well as in education and training systems aimed at facilitating green skills development**. Measures related to education and training for green skills and those related to health and safety at work are evenly distributed across Member States. In contrast, measures related to employment programmes and services and energy poverty show higher levels of variability across Member States. *Table 1* also highlights that, although the overall number of measures on fair taxation policies and labour market skills intelligence and foresight is comparatively low, these measures are nevertheless relatively widespread across Member States.

Table 2 further suggests a **stark heterogeneity across Member States in the total number of reported measures** covering all provisions in the Council Recommendation. As previously underlined, it shall be noted that the reporting of number of measures does not pre-empt an assessment of Member States' efforts in providing quality and effective measures, while some Member States might have already implemented measures before 2025 and reported them in the previous progress review. A high number of measures has been reported by Greece and Spain (60 measures each) who report a relatively high number of measures pertaining to active support towards employment, education, training, and lifelong learning and reducing energy poverty. Poland and Romania also reported a relatively high number of measures (36 each), with most measures reported by Poland pertaining to one policy area, i.e. active support towards quality employment (23). The relative light colouring across policy provisions for countries such as Denmark, Finland, Sweden, Estonia, Latvia, Croatia, and Slovakia reflects a relatively low number of reported measures by these Member States (less than 10 for each Member State). However, as mentioned above, a relatively small number of specific measures does not necessarily reflect a lack of just transition policies overall or of their effectiveness and impact, but in some cases may be the consequence of already existing effective measures already in place and implemented before 2023.

Table 2: Heatmap on measures reported in the self-assessment, by policy recommendation and Member State



4. Planned or implemented actions: specific provisions

This section provides a more detailed and structured overview of the **specific measures reported by the Member States in the self-assessment** in relation to the specific recommendations and provisions under each policy package in the Recommendation. The questionnaire shared with Member States for reporting of the measures undertaken since 2023 in the key areas described in the previous chapter of this report serves as a basis to the assessment presented in this section. It is important to note that the information provided does not include an analysis or details on the magnitude or funding levels of the reported measures.

For completeness purposes, other EU initiatives contributing to a fair transition are included where relevant synergies are observed. Additional information has also been included to enrich the analysis, reflecting the broader efforts by the Member States and the European Commission to ensure a fair green transition. In this context, the Mission on 'Climate-neutral and smart cities',[29] co-funded under the Horizon Europe programme (2021-2027), provides examples on good practices and concrete solutions in support of a fair green transition at local level from 112 European cities that have been supported since 2022 in their ambition to becoming climate-neutral by 2030. Many of the projects initiated under this Mission align closely with the objectives set out in the Council Recommendation and can help illustrate the concrete implementation of measures on the ground by municipal and local authorities, in cooperation with social partners and other stakeholders as relevant. To that aim, relevant examples from the Mission have been added throughout this and the following chapter in dedicated boxes.

Active support to quality employment and fair job transitions

Under this policy package (provision 4 of the Council Recommendation), Member States are asked to provide **active support to quality employment for a fair transition,** including access to and preservation of quality employment, through employment services and transition incentives where relevant, stimulate the creation of quality jobs and entrepreneurship, promote job-to-job transitions, including from emission- and energy-intensive jobs to more 'green-driven' occupations and new activities contributing to climate and environmental objectives, ensure the meaningful involvement of workers and their representatives in the anticipation of change and management of restructuring, and address occupational health and safety aspects related to the transition.

The policy package is aligned with several policy initiatives, including the **Clean Industrial Deal and one of its flagship initiatives, the Quality Jobs Roadmap**, which seeks to promote quality jobs with fair wages, working conditions and collective bargaining, as well as fair job transitions. Measures and incentives developed in relation to this policy package further respond to **Employment Guidelines** and emerging labour market developments related to the green transition and identified in key monitoring reports in the context of the **European Semester**, including the **Joint Employment Report 2025** and the **Country Specific Recommendations** which, in view of the heterogenous labour market effects of the green transition on job creation and destruction, skills requirements and job quality across different sectors and regions, called for the strengthening of active labour market policies and an increased capacity and effectiveness of public employment services to support fair transitions.

Progress in the implementation of this policy package is assessed through an analysis of the measures reported and implemented regarding the following specific thematic provisions: employment services and programmes (4.a), hiring and transition initiatives (4.b), the promotion of entrepreneurship and enterprises of the social economy (4.c), health and safety at work, news risks or aggravation of existing risks and enforcement of existing rules on working condition (4.e & f) and involvement of workers, including a restructuring process.

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[29] This Mission aims to deliver 100 climate-neutral and smart cities by 2030 and ensure they act as experimentation and innovation hubs, allowing all European cities follow suit by 2050.

Employment services

Employment services are key actors in the greening of the labour market and need to continue exchanging with each other and cooperating with strategic partners to overcome its complex challenges. Among all new measures reported by the Member States, most relate to employment measures (216) and by extent, to provision 4. Indeed, **all Member States have reported implementing active labour market policies** (ALMPs). In particular, **22 Member States** (BG, CZ, DK, DE, IE, EL, ES, FR, IT, CY, LV, LU, HU, MT, NL, AT, PL, PT, RO, SK, FI, SE) **reported at least one new measure on employment services and programmes, and 98 measures in total, in consideration of the green transition contex**t.

This reflects an increased consideration of the impact of the green transition on employment, in the context of green skills development through active labour market policies. In addition, compared to 2023, a broader range of measures has now been reported by Member States. These include **training, upskilling and reskilling programmes** targeting individuals at risk of job displacement – particularly in regions covered by the Just Transition Fund – as well as the certification of micro-credentials to help vulnerable and unemployed individuals access green jobs. Moreover, **employment services (public or private) support the implementation of these active labour market policies** that help make the green transition a reality, notably when it comes to developing strategies or skills for the green economy.[30] Nonetheless, while progress is notable, the social, economic, and labour implications of the green transition call for continued actions and monitoring.

As regards the groups targeted by the measures reported, *Figure 2* shows that **most of the newly introduced measures (61 out of 98 measures) are targeted at registered unemployed people**. Nearly one-third of the measures reported are also targeted at groups typically excluded or at risk of being excluded from the labour market, notably young people, NEETs (i.e. young people neither in employment nor in education or training), and women.

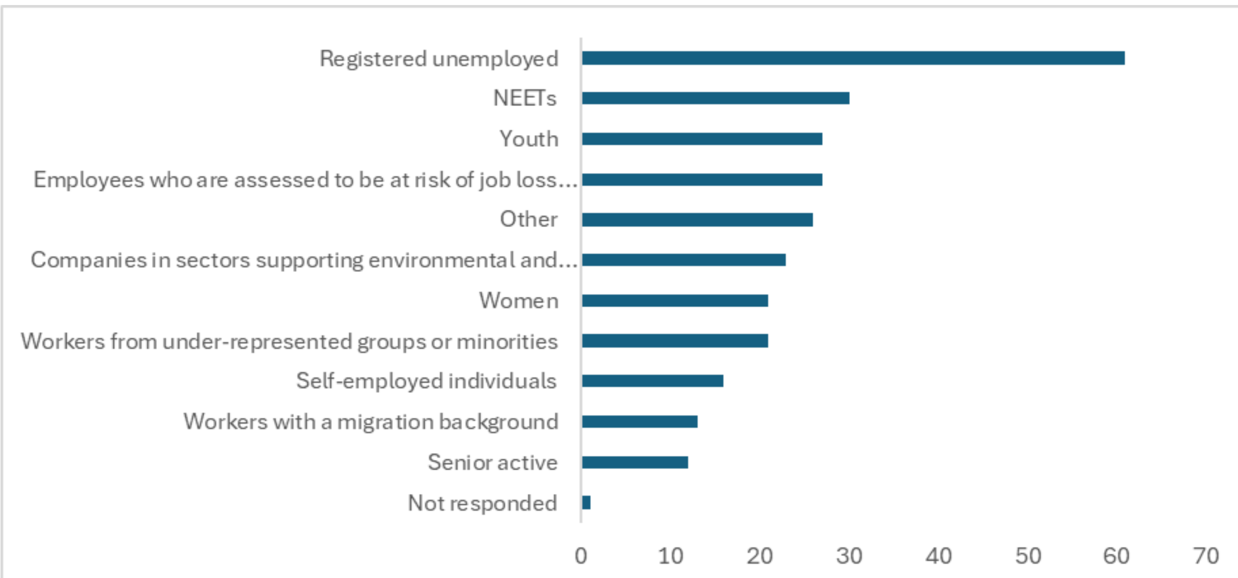
These figures suggest that Member States base their policy responses on **existing programmes, policies, and structures** rather than creating novel employment programmes and services that target those affected by the green transition, in particular. Nonetheless, in comparison with the first progress review in 2023, the present review confirms that **more Member States seem to have increasingly targeted their employment programmes towards the green transition**.

[30] PES have a role in supporting jobseekers and employers to make the green transition a reality. The ‘PES Toolkit on Green Skills and Jobs: From commitment to practical steps and strategies’ supports PES to provide practical guidance and promote skills development for the green transition. Considerations are included for PES to utilise when developing strategies, identifying green skills, developing and implementing PES services for their customers. Between 2023 and 2025, the PES Network Taxonomies Working Group worked with thematic experts to identify the most suitable approach to build a common definition of green jobs and piloted it with both national and taxonomies (using ESCO data).

According to *Figure 2*, **nearly one-third of measures reported (27 measures) particularly target workers who are assessed to be at risk of job loss due to the green transition**. 27 out of 98 measures are also targeted at companies in sectors supporting environmental and climate objectives.

Still, the review also showed that **more efforts are possible to further strengthen targeted support** towards workers most at risk of job displacement, people in vulnerable situations, and regions and sectors most affected by transition policies and adverse climate change events.

Figure 2: Number of provisions reported related to employment services and programmes



The need for **scaling up targeted support** was identified during the present progress review for at least 14 Member States (BE, CZ, DK, EL, FR, CY, HU, IT, LU, MT, NL, AT, PT, RO).

For instance, in **France**, the ‘Skills Investment Plan 2024-2027’, with a budget of EUR 3.9 billion over a four-year period, aims to respond to the need for targeted measures. Specifically, this programme intends to address local recruitment needs, including in the green sectors, by supporting access to training opportunities. It is expected to increase access to training for vulnerable and underrepresented groups, including women, youth, and people with a migration background. The plan further aims to increase the match between training needs and supply in sectors with a high degree of green and AI related tasks, monitor labour market trends and strengthen synergies between all the stakeholders concerned.

Some Member States focused on increasing labour mobility between regions to address adverse and heterogenous effects of the green transition while promoting the economic prospects of the regions concerned.

For instance, **Sweden** facilitates geographical and occupational mobility through increasing the level of reimbursement for jobseekers' travel and accommodation costs in connection to interviews and labour market trainings. Such measure applies to all jobseekers, including for engineers and green transition specialists that are in high demand in Northern Sweden. All persons who are 20 years or older and are unemployed or at risk of unemployment and are registered in Public Employment Services (PES) systems can apply for reimbursement. These types of policies can respond to the high degree of variation of labour shortages across regions and sectors in the EU, as identified in the Semester Spring Package Communication of 4 June 2025.[31]

In **Denmark**, a new initiative entitled "Youth Commitment" was introduced targeting young people who are not in employment or education. The initiative specifically targets young people with mental health diseases and social challenges and aims to help them by introducing targeted initiatives to support their employment. It also includes the establishment partnerships to help young unemployed people with application to job openings. Originally designed as a temporary measure, the Danish government has strengthened and made the initiative permanent with additional financial contributions with a labour market reform introduced in 2025.

Hiring and transition incentives

A key policy measure to accompany labour market transitions across sectors and foster labour mobility, the Recommendation also provides Member States with guidance for **setting up hiring and transition incentives**. For instance, these incentives can take the shape of wage subsidies to incentivise recruitment in new activities contributing to climate and environmental objectives. In total, 13 Member States (BG, EL, IT, LU, LV, MT, NL, AT, PL, RO, SI, SK) have implemented measures related to this provision.

Employment services play an important role in providing for these incentives. In this context, adopting a targeted approach towards provision of support may help better reach those people and regions most affected by the transition. As an example, in **Estonia**, workers who lost their job in the oil shale industry and found another job in another industry can apply for job placement support to acquire the necessary skills for their new job. This can take the form of financial support equivalent to a monthly grant of 30% of their income for a duration between 6 and 12 months. Workers can also receive funding for training that facilitates skills development. In addition, employees working in the oil shale industry are invited to speak with a career counsellor from the Estonian Unemployment Insurance Fund to explore potential occupations that might suit them.

In **Austria**, the Upper Austrian JTF region invites organisations to submit proposals for projects aimed at (1) targeted career counselling and orientation, (2) activation and support for job seekers and individuals entering the labour market, (3) information dissemination and sector introductions focusing on the "green sector" and related fields such as sustainable energy, construction, and

[31] Commission of the European Commission: 2025 European Semester - Spring package, 2025

STEM disciplines, and (4) conducting needs assessments within companies and educational institutions to identify demand for further training and development opportunities.

The 2025 progress review further highlighted the need for **improved institutional coordination in the implementation of fair transition policies**. This was echoed particularly in the implementation of both employment services and hiring and transition incentives, where institutional fragmentation was considered a barrier to achieve a just transition.

For instance, in **the Netherlands**, Sectoral Development Pathways have been designed in cooperation with the government, with the aim to inform people which jobs are available in certain sectors where shortages exist, including in the construction and energy sector. The cooperation between the Dutch Ministry of social affairs and employment and the sectors concerned allows for a coherent guidance of workers.

Other good practice examples supporting job-to-job transitions can be identified at the local level, including e.g. the Just Transition Listening Platform set up in Lada (Asturias) and Velilla (Palencia), Spain, with the support of the Horizon Europe Mission on 'Climate-neutral and smart cities' (see Box 1).[32]

Box 1: Horizon Europe Mission 'Climate-neutral and Smart Cities' – good practice examples supporting job-to-job transitions at local level:

- *In **Lada and Velilla (ES)**, the **Just Transition Listening Platform**[33] was created to support the region's transition after coal plant closures. It brought together key stakeholders, especially local communities, the energy company, and government, to co-design initiatives focused on creating new job opportunities and shift the region from a coal-based economy toward decarbonisation and long-term resilience, reflecting local needs and aspirations*.

Entrepreneurship in the social economy

The social economy – comprising social enterprises, cooperatives and similar organisations – have a key role to play in promoting equity during these transitions. The Recommendation provides guidance to Member States to support the implementation of **measures to support entrepreneurship in the social economy**. The progress review highlights that 16 Member States (BE, BG, CZ, DK, EE, EL, ES, HU, IT, LT, LU, LV, NL, AT, PL, RO, SI) have adopted at least one new measure in this regard. Most measures reported include grants, loans or equity provisions, counselling and guidance, as well as training programmes.

For instance, in **Lithuania**, the Social Entrepreneurship Accelerator programme (running from 2023 to 2030) aims to raise the entrepreneurial competences of social entrepreneurs, provide

32 This Mission, co- funded under the Horizon Europe programme, aims to deliver 100 climate-neutral and smart cities by 2030 and ensure they act as experimentation and innovation hubs, allowing all European cities follow suit by 2050.

33 Just Transition Listening Platform

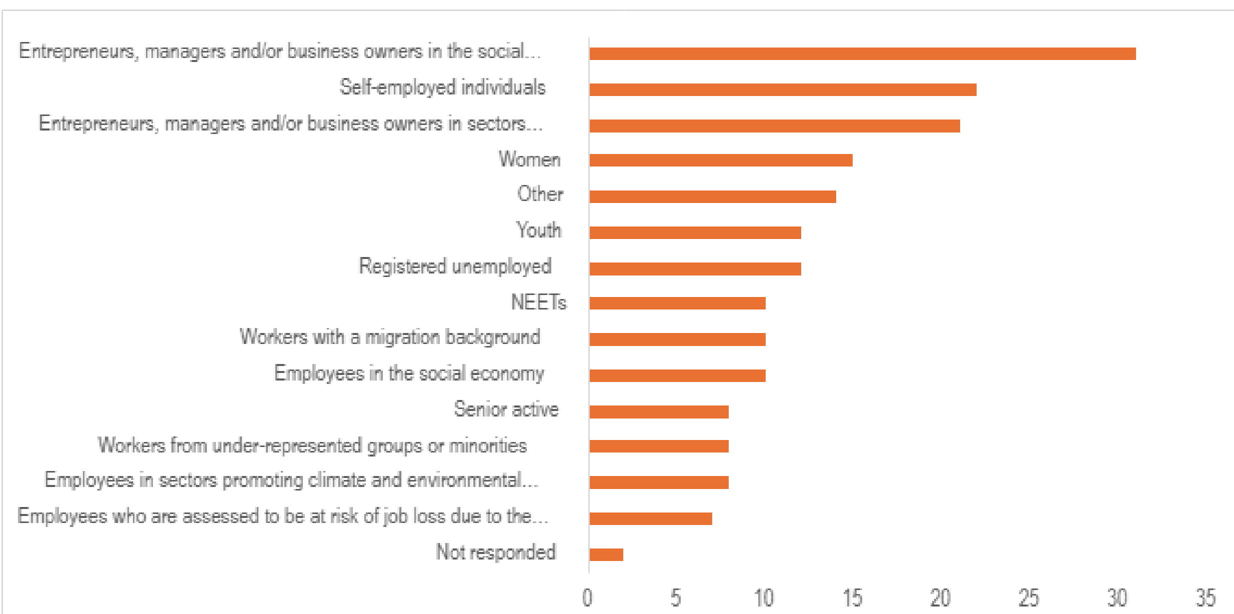
targeted advice, mentoring support and the opportunity to gain knowledge and international experience in internships abroad. A total of 120 companies and 48 municipalities are expected to participate between 2023 and 2030.

While efforts to promote entrepreneurship are widespread, more attention could be given to fostering entrepreneurship in the green transition and the social and solidarity economy. This is also reflected in Member States' responses to the self-assessment questionnaire, with the reported **new measures pertaining to entrepreneurship found to be poorly targeted at employees in sectors promoting climate and environmental objectives** (only 8 measures) or at employees who are assessed to be at risk of job loss due to the green transition are relatively low targeted (7).

An example was reported by **Hungary**, where two SME capacity building support programmes have been implemented to create green jobs in SMEs located in affected regions and particularly targeted at vulnerable groups.

Figure 3 further shows that **newly implemented measures related to fostering social entrepreneurship** are especially targeted at entrepreneurs, managers, and/or businesses owners in the social economy (32), followed by entrepreneurs, managers and/or businesses owners in sectors promoting climate and environmental objectives (23) and self-employed individuals (22). Women were targeted also by 15 measures, thereby showing increasing importance to the inclusion of the gender dimension in fostering social entrepreneurship.

Figure 3: Target group addressed in measures for (social) entrepreneurship



Other good practice examples supporting entrepreneurship in the social economy at local level were identified, for instance, in Turin, Italy, supported by the Horizon Europe Mission on ‘Climate-neutral and smart cities’ (see Box 2).

Box 2: Horizon Europe Mission ‘Climate-neutral and Smart Cities’ – good practice examples supporting entrepreneurship in the social economy at local level:

- *In **Turin (IT)**, under **Torino Social Innovation**, Initiatives like FaciliTo Giovani prioritize supporting young social entrepreneurs addressing various societal needs such as education, sustainability, employment, and inclusion. This focus on youth entrepreneurship and social impact contributes positively to the community.*[34]

Health and safety measures at the workplace

In a context of rising temperatures and increased advent of weather events, jobs are increasingly confronted with poor working conditions and low job quality. One of the most significant challenges is the impact they can have on occupational safety and health (OSH).[35] Member States are particularly encouraged to pursue a **more targeted and proactive approach to occupational health and safety in response to climate change**, especially in sectors exposed to these hazards, in line with the **2021-27 EU Strategic Framework on Health and Safety at Work**. Under provision 4, the Council Recommendation provides guidance to Member States regarding both the implementation and enforcement of existing rules on working conditions, in particular concerning **occupational health and safety**, the analysis of the impact of the green transition on health and safety at work and, accordingly, the promotion of measures to address new risks or the potential aggravation of existing risks.

In total, **14 Member States reported at least one new initiative to either analyse or implement health and safety measures at work** (CZ, DK, DE, EL, ES, HU, IT, CY, LT, LV, MT, NL, RO, SI). Measures reported by Member States notably include assessments of workers vulnerable to climate change-related hazards, new regulations concerning work during extreme weather events, and training programmes or learning courses to raise awareness of workers and/or employers.

Some Member States reported that **novel studies and assessments related to occupational health and safety measures** have been conducted. Other Some Member States also made progress in implementing climate-related occupational health and safety measures through **revisions in their existing health and safety revision frameworks**. Nonetheless, the review shows that the extent to which measures have been adopted to address occupational health and safety challenges in the context of the green transition vary to a large degree across Member States. Some have implemented dedicated action plans, while others are lacking measures related to this provision.

Spain’s 2023-2027 occupational safety strategy presents one of the most comprehensive strategies to address health and safety climate related challenges at work. Its strategy aims to prevent workplace related accidents and illnesses and is comprehensive in scope as it intends to address emerging risks, support SMEs and vulnerable workers, integrate gender perspectives, and

[34] Torino Social Innovation
[35] Health and safety of workers in green jobs - OSHwiki | European Agency for Safety and Health at Work

strengthen national systems for future resilience. Spain's National Institute for Occupational Safety and Health set up an 'National Observatory on Working Conditions'[36] that monitors job conditions and identifies new health and safety related risks in green and digital jobs. The strategy highlights, among others, that it will emphasize the prevention of occupational risks associated with new work environments, technologies, and activities linked to the green transition.

Related to rising temperatures and increased advent of weather events in particular, a ministerial decision adopted in **Greece** in 2023 aims to protect delivery workers from adverse weather events by obliging employers and digital platforms to provide appropriate protective gear, such as waterproof suits, gloves, footwear, and reflective vests, to ensure that workers remain safe in rain, cold, or low visibility. It also requires that the risk assessment explicitly considers weather conditions and sets out measures to avoid or minimize exposure, including adjusting or suspending work in cases of extreme heat, storms, or other hazardous weather.

<u>Meaningful involvement of workers in adaptation management and restructuring processes</u>

Promoting a culture of anticipation among stakeholders in corporate restructuring can help can factor in the risks inherent to restructuring, so any gain in competitiveness is accompanied by greater adaptability among the workers, while ensuring that their career paths are secured, the economic fabric of the regions and local labour markets. Provision 4 of the Recommendation highlights the importance for Member States to **provide for the full and meaningful involvement, including information and consultation, of workers at all levels** and their representatives as regards the **anticipation of change and the management of restructuring processes** including those linked to the green transition. In this context, it shall be emphasised that the extent of involvement of workers and their representatives crucially depends on the legal and institutional framework for social dialogue and collective bargaining.

During the progress review, **7 Member States** (DK, DE, FR, IT, LT, NL, ES) **have reported at least one new measure to strengthen the inclusion of workers' involvement in the anticipation and management of change, including restructuring processes.** The initiatives reported mainly relate to measures supporting social dialogue, and information and consultation of workers.

As an example, in **the Netherlands**, the Works Council Act establishes a dedicated framework that ensures a meaningful involvement of workers in decision making at the company level. Its 2023 review showed that works councils were involved in 32% of the decisions related to the energy transition and its consequences for location, and in 27% of the decisions related to environmental protection and impacts of climate change.

In line with the objective of ensuring a **whole-of-society approach**, the progress review and the resulting EPSCO key messages highlighted that further efforts are required to reinforce participation mechanisms and extend social partner involvement into the implementation phase of measures supporting the anticipation and management of change. This particularly concerns policies targeting vulnerable groups, including workers with difficulties to transition to quality jobs and with limited capacity to act, for instance, due to lack of representation, as well as low-income households. Stepping up efforts to ensure **an effective and meaningful involvement of**

[36] https://www.insst.es/el-observatorio

workers in anticipation and management of change as well as restructuring processes can help smoothen labour market transitions and address skills gaps, including through training and lifelong learning, in line with labour market needs, as well as temporary income support, where appropriate. Further efforts in this area would also align with calls, notably from the Economic and Social Committee, on companies in all sectors and of all sizes to provide for a meaningful involvement of workers in the anticipation of change and the management of restructuring processes, including those linked to the green transition, at all stages of policymaking and implementation.

Quality, affordable, and inclusive education, training, and life-long learning

To assess **measures pertaining to education training and lifelong learning** under provision 5 of the Council Recommendation, Member States were asked to report on the progress of provisions 5.a, b, c, and d. These inquiries were aimed to assess specifically the extent to which the horizontal integration of skills challenges, particularly in the context of the green transition, is embedded within national strategies and partnerships. The assessment further examined the advancement in labour market and skills intelligence or foresight, as well as in the efforts to ensure that education and training include adequate sustainability components and remain accessible, affordable, and inclusive for all.

This provision also aligns with the principles of the **European Pillar of Social Rights,** in particular Principle 1 on access to quality education, training and lifelong learning. To support its implementation, the European Pillar of Social Rights Action Plan[37] set a key target, ensuring that at least 60% of all adults participate in training annually by 2030. Achieving this goal requires that comprehensive measures are in place to support adult learning and improve initial education and training outcomes across EU Member States.

Moreover, the **Clean Industrial Deal (CID)**,[38] adopted in February 2025, places people at the centre of the green transition, aiming to create quality jobs, including in clean-tech manufacturing, and promoting upskilling, reskilling and talent development as key pillars of the transition to clean, sustainable and digital economies, to support the industries' need for a highly skilled workforce and foster the EU's industrial competitiveness.

The **Union of Skills** further supports these objectives, including through initiatives to strengthen skills intelligence and the attraction and retention of talent. The 2025 European Semester Spring Package[39] further underlined the need to raise skills levels across the EU and ensure that education systems are inclusive and aligned with evolving labour market demand. This includes improving skills intelligence and forecasts, as well as by enhancing the attractiveness and quality of the teaching profession. Importantly, STEM (science, technology, engineering, and mathematics)

[37] The European Pillar of Social Rights Action Plan
[38] The Clean Industrial Deal: A Joint Roadmap for competitiveness and decarbonisation
[39] 2025 European Semester: Spring Package Communication - European Commission

education remains a strategic priority across all levels, as more than half of all job openings until 2035 are expected to require elevated levels of skills in these domains.

In this context the Council Recommendation provides guidance for **embedding climate and sustainability education throughout alle stages of education**, from early childhood to adult education, including VET and higher education. Labour and skills shortages are already slowing down the adoption of new technologies, raising costs and weakening the competitiveness of the EU's clean tech industries. As highlighted in the Draghi report on the future of European competitiveness,[40] adapting education and training systems to the demands of the green and digital transition is urgent, and prioritising adult learning and VET essential to address demographic challenges and ensure Europe remains competitive and socially resilient in the years ahead.

Development and implementation of the relevant national strategies

Provision 5 provides guidance to Member States regarding the **development and implementation of relevant strategies for education**. This can be achieved by integrating the employment and social aspects of the green transition, including potential labour shortages, in the development and implementation of the relevant national strategies addressing skills challenges.

In this regard, **13 Member States reported new efforts to integrate employment and social aspects of the green transition, including potential labour shortages,** in the development and implementation of the relevant national strategies addressing skills challenges (BG, DE, IE, EL, ES, FR, IT, HU, LV, LU, MT, NL, RO). The review outcomes suggest that the inclusion of green skills in training programs is becoming more widespread. Some Member States appear to be leading the way by effectively addressing challenges related to the green transition in respective national strategies or plans. However, a number of Member States reported that progress is still hindered by the absence of a national strategy or framework or commonly agreed definition or categorisation of 'skills and jobs for the green transition'. The lack of strategic alignment not only undermines innovation but also risks leaving Member States less prepared for the labour demand of a rapidly evolving green economy. It further complicates efforts in anticipating and monitoring skill needs, delivering adequate training, and achieving statistical comparability across regions and sectors in the EU.

A number of best practices examples were presented during the progress review. For instance, in 2024, **Ireland** implemented its first 'National Further Education and Training Strategy' for the Green Transition ('Green Skills 2030'). It serves as a dedicated national strategy setting out the direction for the Irish FET (Further Education and Training) sector's response to emerging green skills needs and identifies the specific green skills needed for/by different sectors of the economy alongside key transversal skills that are vital for workers to have in transitioning to new green jobs.

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[40] The Draghi report on EU competitiveness

Greece has introduced the 'National Workforce Skills Strategy', a comprehensive framework aimed at strengthening labour market integration, including digital and green skills. This strategic framework helps identify labour market demands and skills needs, enabling the adaptation of training programs to support workers acquire new skills or upgrade existing ones. It effectively bridges the gap between workforce capabilities and labour market shortages. To date, this strategy has empowered over 400,000 individuals, equipping them with skills that are in high demand in the labour market, with a particular focus on green and digital skills.

France has made significant investments in upskilling and reskilling, offering work-based and lifelong learning options, and fostering job transitions through the development of strategies like the 'National Plan France', which is in its second season. The National Plan aims at supporting the emergence of talent and accelerating the adaptation of training programmes to the skills needs of new sectors and future jobs. The aim is to stimulate employment, strengthen productivity, and increase the competitiveness of French companies by promoting (long-term) investment and innovation in priority sectors.

Latvia has developed a 'Human Capital Development Action Plan' in 2025, for implementation by the national Ministry of Economy in 2025. The national action plan prioritises, among others, the implementation of STEM education and skills. This includes increasing employer participation in vocational education, developing new interdisciplinary education models, and improving study materials for STEM subjects. Additionally, financial support systems for students in these fields will be refined to ensure higher enrolment and graduation rates in STEM disciplines.

Romania has made efforts to tackle the challenges regarding education and training stemming from the green transition. The 'National Strategy for Environmental Education and Climate Change' aims at developing ecologic and social skills needed to understand and respond to climate change and environmental challenges. The Strategy establishes cross-curricular and interdisciplinary learning opportunities at all levels of education. It further provides the needed funds to invest in green school infrastructure and promotes a sustainable, climate-resilient education environment aligned with the principles of the circular economy. Measures target a broad group of both students and educators alike and are actively designed to be inclusive and applicable across all regions.

In relation to the **development and implementation of national strategies**, a number of Member States reported measures refer to newly developed national strategies (BG, IE, IT, HU, LV, MT, RO) and/or building upon, updating or revising established national strategies (EL, FR, RO).

<u>Up-to-date labour market and skills intelligence and foresight</u>

The green transition comes with changes in the labour market, including an increased risk of skills gaps and mismatches. Sectors which have already been struggling with skills and labour shortages might see these challenges being exacerbated by higher demand due to climate action and new technologies (e.g. in the construction sector). Hence, anticipating changes to understand better the impact on the different sectors, and therefore the need to support workers in up- and reskilling, become increasingly important. In this context, **targeted green skills intelligence and foresight**, through partnerships between different stakeholders, are crucial to jointly assess future skill needs, set up new sectoral and regional skills partnerships, and adapt curricula to meet labour market needs better.

16 Member States have reported at least one measure regarding the development and/or implementation of current labour market and skills intelligence, focusing on identifying and forecasting occupation-specific and transversal skills needs (BE, BG, DK, DE, EE, IE, EL, ES, CY, LT, LU, MT, AT, PL, RO, SI). However, the progress in advancing skills intelligence remains uneven and varies across the EU, also because of the lack of a national framework or commonly agreed definitions of 'green jobs' and 'green skills'. Some Member States struggle due to insufficient technological capabilities or institutional frameworks, impeding their ability to fully leverage the insights from forecasting and skills intelligence. A few Member States stand out with dedicated measures to overcome these challenges.

Most initiatives aimed at developing **labour market and skills intelligence and foresight** incorporate severable elements. These include conducting studies, publishing public reports and implementing monitoring systems (BE, BG, CY, DE, ES, FR, IE, LT, LU, MT) as well as dedicated government funding (DE) and the development or creation of (digital) tools or services to enhance these efforts (DK, EE, EL, IT, AT, PL, RO, SI).

For example, **Estonia** has reported new developments, particularly highlighting the 'Oskusste Kompass' tool, which offers a comprehensive guide to skills and professions, enabling individuals to discover their abilities, find job opportunities, and develop a personalised skills compass. Its primary aim is to assist individuals in identifying the most direct path to their career goals. The compass targets the entire population, providing opportunities for employees and people looking for a job, as well as for employers.

Ireland's *Report on the Analysis of Skills for Residential Construction & Retrofitting* has been updated in 2024 to forecast the skills required to deliver on the Irish Government's targets in new housing and the retrofitting over the period 2024-2030. The 'Skills for Zero Carbon*'* report, which outlined in 2021 the demand and nature of skills required to deliver on the climate plans until 2030, has been complemented by a new skills oversight group for electric vehicles and electro-mobility in 2024, to account for up-to-date targets and monitor emerging trends. In 2024, Ireland's report *Building our Potential: Ireland's Offshore Wind Skills and Talent Needs report* modelled in more granular detail the labour requirements for the development of 5GH of offshore wind.

Cyprus has published the study entitled *Identification of Green Occupations and Skill Needs in the Cyprus Economy 2024–2030*. This comprehensive study aims to thoroughly examine and analyse the green economy and related occupations, offering a detailed mapping of Cyprus' evolving green economic landscape. It identifies critical skill needs essential for the green transition over the period from 2024 to 2030, by providing forecasts on employment trends and labour demand across economic sectors integral to the green economy.

Belgium has released a comprehensive study focused on the labour market and skills intelligence development within the Brussels Capital Region. It examines sector-specific job trends in view to anticipate future challenges, particularly those linked to the green transition. It highlights how this transition affects specific jobs and pinpoints necessary training requirements. Furthermore, the study acts as a guide for key stakeholders like training provides and employees to prepare for these challenges. Belgium is also supporting cooperation with social partners and other relevant stakeholders while considering specific regional needs.

Accessible, affordable, and inclusive education and training

Ensuring that accessible, affordable and inclusive education and training is available can make a is essential to ensure a green transition that is fair and inclusive, and leaves no one behind. During the progress review, **three-fourth of Member States (21) have implemented new measures aimed at ensuring that education and training are accessible, affordable and inclusive** (BE, CZ, DE, EE, EL, ES, FR, HR, CY, LT, LU, HU, MT, NL, AT, PL, RO, SI, SK, FI, SE), and many Member States have effectively embraced and advanced these goals at both national and regional levels. Nevertheless, there remains room for some Member States to boost inclusivity by creating frameworks that specifically address the needs of vulnerable groups.

Frequently reported measures to support more accessible, affordable and inclusive education and training include the **integration of 'green skills' into curricula** (BG, CY, EL, ES, FR, LU, AT, RO, SI, FI), **comprehensive education reforms** (IT, HU, MT, PL, PL, SI, SK, SE), **awareness campaigns, and projects focused on sustainable education** (AT, LU, MT, RO). Furthermore, some Member States have put in place **specialised teacher training** in education for sustainable development (AT), dedicated **community projects and education field trips** (CY) and **government funding initiatives** (HU, NL) or introduced new or updated existing trainings (DE, EL, ES, LT, LU, MT, PL, FI).

As an example, **Slovakia** has crafted several strategies aimed at fostering inclusive education, emphasising education and vocational training, to prepare and guide pupils and students in alignment with labour market realities. Slovakia's inclusive education strategy introduces inclusive practices at all education levels and strengthens the consultation system within the educational sector. Additionally, Slovakia has launched a new system of support measures in schools, designed to enhance the quality and accessibility of inclusive education for all children and students. These support measures are customised to meet the unique needs of each child and student, streamlining and facilitating access to support services for both schools and families. Furthermore, Slovakia has incorporated the 'National Program for Education and Education Development Plan', which includes initiatives to support inclusive and accessible education for diverse student groups.

Finland is developing new labour market intelligence tools aimed at better identifying and matching job vacancies and detecting skills mismatches, with a focus on the green transition. New training modules are being introduced in education, VET, and career guidance, with greater emphasis on green skills and sustainability.

In response to the rising demand for qualified workers for the green transition, **Spain** has established an intelligence and foresight system to identify occupation-specific and transversal skills needs and to examine challenges related to the gender gap in green occupations. Spain offers training courses in green sectors that count as certified micro-credentials, especially for women, unemployed people, and individuals more affected by the green transition.

Malta's 'National Education Strategy' (2024-2030) focuses on equipping students with future-oriented skills through accredited programs in primary and secondary schools that emphasise wellbeing, citizenship, sustainable development, and green skills, as well as investments in STEM and green skills scholarships. A person-centred approach fosters school communities through diversity and collaboration with the ambition to transform Malta's education system into a more inclusive and equitable one. Additionally, Malta revised its 'National Inclusion Policy' to better meet learners' needs and social realities, promoting collaboration between mainstream schools and support centres, and providing professional development training to educators led by inclusion specialists.

Cyprus has undertaken initiatives in the realm of education to support the green and digital transitions. These include training programs that focus on skills for the green economy, digital competencies, STEM, and broader sustainability skills. Education plays a decisive role in promoting active engagement towards much more sustainable practices and lifestyles and represents the first step to building a more sustainable society, and schools are required to help students develop and acquire green skills also in view of broader skills needed in the future. Green skills are promoted through the curricula of diverse topics, e.g. Modern Greek Language, Biology, Chemistry, Health Education, Environmental Education, etc. Furthermore, numerous programmes and competitions related to green skills and sustainability are organised every year.

Figure 4: Target group addressed in measures on Education and Training

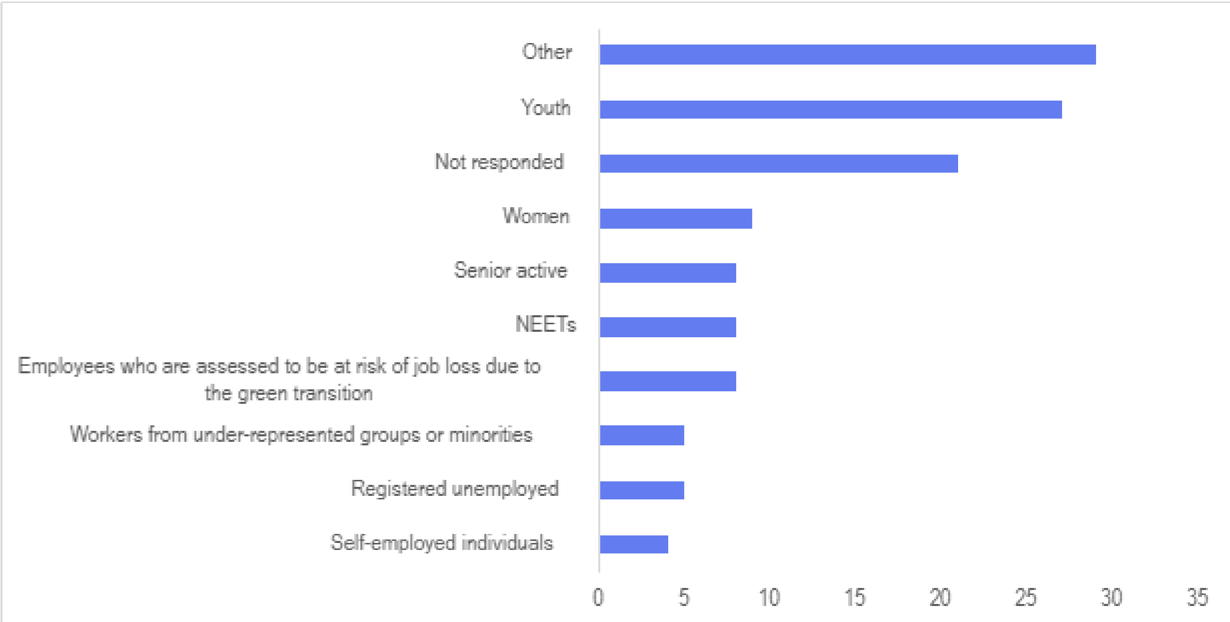

Figure 4 highlights that a considerable number of newly introduced measures aimed at providing **high-quality, accessible, affordable, and inclusive initial education and training are directed towards youth**, who are identified as beneficiaries in 27 out of the 72 reported measures. The group "other", with the highest number of reported measures, includes regular employees, VET students, and students in basic or secondary schools.

While most of the measures reported are focused on students, as expected, *Figure 4* also indicates that there are **fewer measures targeting other vulnerable groups**, including women (9 measures), people at risk of job loss due to the green transition, senior actives and NEETs (8 measures each), workers from under-represented groups or minorities (5 measures), registered unemployed (5 measures), and self-employed individuals (4 measures).

It is important to note that while Member States have previously introduced initiatives such as paid training leaves, career guidance, and individual learning accounts to boost adult training participation, these initiatives often did not specifically address the challenges posed by the green transition but have the potential to support the green transition by supporting workers' skills acquisition of development for the future world of work. A more targeted approach could however be is necessary, notably to support vulnerable and under-represented groups.

Fairness of tax-benefit systems and social protection systems

Under provision 6, the Council Recommendation provides Member States with guidance on how to ensure the continued **fairness of tax-benefit systems and social protection systems**, including social inclusion policies, in the context of the green transition. In this context, Member States were requested to provide information on their progress in assessing taxation and social protection systems in relation to challenges arising from the green transition (6.a). They were also asked to present an overview of their **social protection systems and social inclusion policies** (6.b), as well as to identify any current or planned measures aimed at enhancing **risk-awareness, risk reduction and risk-transfer solutions** (6.d).

This provision is in line notably with the principles of the **European Pillar of Social Rights on addressing poverty** (principles 11 to 20). Whereas levels of poverty in the EU have been decreasing in the past decade, inequalities have not followed the same trend, and the relative income situation of the most vulnerable has not improved.[41] The Covid-19 pandemic has laid open possible gaps in the adequacy and coverage of social protection systems, and there are concerns that the green and digital transitions may further exacerbate existing inequalities. Therefore, and to reach the target of reducing the number of people at risk of poverty or social exclusion by at least 15 million by 2030, an integrated approach is essential to address needs at all stages of life and target the root causes of poverty and social exclusion, including energy and transport poverty. To achieve this, attention has been pointed to minimum income schemes and other targeted measures to support the most vulnerable groups, which may be essential to ensure that no one is left behind.

Adaptation of taxation system

Fair-tax benefit systems support the people and households most affected by the green transition, notably those in vulnerable situations. The progress reviews has showed that **18 Member States have taken steps new to assess and, where necessary, adapt their taxation systems** in view of the challenges arising from the transition towards climate neutrality. Measures focus on **transferring the tax burden away from labour and reducing the tax wedge for low- and middle-income groups** (BE, BG, CZ, DK, EE, IE, EL, IT, CY, LV, LU, HU, NL, AT, PL, PT, SI, SE), thereby leveraging taxation as a tool to both set incentives for achieving environmental objectives and shield vulnerable groups. A wide variety of measures has been introduced across Member States, with measures ranging from **tax and/or social protection system assessments in view of the green transition** (BE, CZ, DK, IE, IT, CY, LU, PL) and the i**ntroduction of green taxation** (DK, EE, EL, AT) to reforms of the tax system by implementing **direct taxation** (BE, CZ, DK, IE, IT, LU, AT, NL, SI, SE) and/or **reforms regarding labour taxation** (BE, IE, IT, LV, SI, SE). Some Member States also introduced, or plan to do so, a **reform of the social protection system** (BG, IT, PT) to **incentivise job transitions** while reducing the financial burden overall.

Still, **overall reporting on these aspects remained limited**, as the assessment of the impacts of the green transition on and the adaptation of tax-benefit systems continues to be complex and requires further work. Shifting taxation away from labour towards environmental objectives, combined with measures such as abolishing fossil fuel subsidies, electrification, lowering taxes on clean energy and carbon revenue recycling can create incentives for employment and economic

[41] The European Pillar of Social Rights Action Plan

growth. In terms of employment, lowering taxes on labour can strengthen labour demand and improve work incentives, including for low-wage earners and other target groups such as young and elder workers.

Some examples of best practices were presented during the progress review. For example, in the **Netherlands**, recent fiscal reforms have been implemented to bolster the financial stability of low-income households and families with children and to encourage environmentally friendly practices, including a VAT reduction for the installation of solar panels and for energy-efficient renovation projects. Reforms further include an increase in the earned tax credit, effectively enhancing the supplementary income via a child-related budget. Additionally, measures have been taken to increase supplementary income for households with lower incomes and those paying rent through adjusted housing allowances. In the field of labour market infrastructure, the Netherlands implemented reforms to support jobseekers and employers through a comprehensive "one-stop shop" approach. This initiative facilitates job transitions, offers career guidance, and provides various forms of assistance to both job seekers and employers. While broadly applicable across sectors, industries such as healthcare stand to benefit.

In **Austria**, the 2023 Tax Amendment Act introduced reforms to align economic growth with environmental sustainability. The act grants tax exemptions to small enterprises and allows tax-neutral building transfers to enhance land use. It also supports renewable energy by exempting taxes on private electric vehicle owners who sell green electricity to fossil fuel businesses, and by expanding tax-free provisions for electricity from private photovoltaic units. Furthermore, to tackle labour shortages and incentivise labour supply and productivity, Austria is ensuring that tax brackets and credits adjust to inflation.

Czechia has introduced tax incentives to promote the adoption of zero-emission vehicles among private and business entities. Effective from January 2024, these benefits focus on reducing the tax valuation of in-kind benefits for company vehicles based on their CO_2 emissions. An emission-free vehicle, for income tax purposes, is defined as one that operates solely on electricity or hydrogen, or any vehicle with zero CO_2 emissions. This initiative aims at accelerating the transition to clean mobility by encouraging employees to choose and employers to invest in emission-free vehicles, despite their slightly higher costs compared to traditional vehicles.

Germany has implemented taxation policies to support the green transition, notably through the transposition of the Energy Tax Directive and the adoption of the Inflation Compensation Act to offset high prices. Furthermore, financial incentives have been introduced for education and training courses, leading to a vocational qualification for recipients of unemployment benefits or social allowances.

Italy has introduced several measures to reduce the tax burden on low-income households, including an 'Inclusion Allowance' and the elimination of environmentally harmful subsidies. Tax relief and discounts are provided for environmentally friendly projects, such as retrofitting initiatives aimed at improving energy efficiency.

Social protection systems and social inclusion policies

14 Member States have introduced at least one measures related to the adaptation of their social protection systems, including social inclusion policies, in view of the employment, social and health challenges posed by the green transition[42] (CZ, DK, IE, EL, ES, CY, LT, LU, MT, AT, PL, PT, RO, SE). These measures are designed notably to provide support to those most affected by the green transition, ensuring that **income security and access to quality essential services** are preserved. In addition, they can help ensure that the shift towards sustainability and a green economy benefit everyone.

Most reported measures concerned **reforms of unemployment benefits** (CZ, HR, IE, LT, MT, PT, SE) and of **minimum income support systems** (CZ, DK, LU, AT, PT, RO), as well as **assessments of social and health challenges from climate change and the green transition** (EL, ES, FR, PT) and **adaptations of care services** (PL, PT, RO). Already in the 2023 progress review, nearly all Member States had reported to have implemented or planned reforms to improve the access to and quality of long-term care, healthcare services, and childcare, which are essential for vulnerable households impacted by the green transition. In the 2025 progress review, several Member States have set out further measures to support this objective.

Portugal has established a dedicated working group to spearhead the reform of its social security system, focusing on ensuring its long-term sustainability and resilience. This group is tasked with delivering sustainable strategies and implementing concrete measures to secure the future of the social security system, including in the light of the green and digital transitions. Key initiatives include conducting an actuarial review of the overall contribution rate of the social security system and promoting an integrated analysis of the sustainability of the social security system. Additionally, the group aims to define and evaluate strategies that will bolster the long-term sustainability of the pension system and improve its adequacy and equity.

Malta has introduced financial support measures to assist low- and middle-income households, pensioners, and those involuntarily unemployed, including individuals impacted by the green transition. The Additional Cost of Living Benefit initiative specifically targets these groups, recognizing that they spend a larger share of their income on essentials such as energy, food, and medicine. The initiative aims to bolster economic resilience and combat poverty among vulnerable groups and is complemented by the 2024 reform of the unemployment benefit system, which offers temporary financial assistance to those who have lost jobs and are actively job-seeking, thereby maintaining financial stability as they reintegrate into the labour market.

With regard to working conditions, particularly health and safety at work, **Germany** is working to further develop an effective and modern implementation framework that takes climate-related hazards into account.

[42] Including job losses, housing and mobility challenges, and health impacts, among others.

In **Slovenia**, an action plan on occupational health and safety has been developed, with provisions specifically to protect workers from high heat loads and teleworking-related mental health risks.

In **Spain**, social protection reforms have been designed to safeguard workers from economic challenges and facilitate transitions to emerging sectors linked to the green transition.

In the health sector, **France** has designed a plan to adapt the healthcare system to climate change. This includes conducting studies to assess the impact of climate change on health and developing tailored plans for each establishment and region. The objective is to strengthen support for individuals suffering from climate-related illnesses.

Risk-awareness, reduction, and insurance solutions

In 2023, the progress review highlighted the importance of **improving risk awareness, reduction and insurance solutions for households and businesses,** as well as to change business models towards more sustainable models, in particular micro, small and medium-sized enterprises as well as social economy enterprises. During the 2025 progress review, **3 Member States (CZ, IT, HU) have reported having implemented such measures.** To effectively reduce the climate protection gap, including non-insured losses from events like floods or droughts, further efforts are needed.

Similarly, despite efforts, **changing business culture and mindset in SMEs remains difficult,** particularly when green targets are not backed by tailored encouragement mechanisms and incentives supporting environmentally sustainable business models.

Some measures have been put in place by Member States, although not targeting businesses specifically. For instance, in **Czechia**, a new measure was introduced to collect data to map the risk of floods in various areas. The flood maps divide the territory of Czechia into 4 risk zones and show the level of risk of flood in each locality and are used to calculate insurance premia.

In **Italy**, an obligation has been put into place for companies to take out insurance policies for damage resulting from catastrophic events to land, buildings, plants, machinery, and industrial and commercial equipment entered in the balance sheet.

In **Hungary**, the National Bank issued a recommendation to domestic insurers on the identification, management and disclosure of climate change and environmental risks, to integrate environmental sustainability considerations into their business activities and prepare for acute (e.g. storms, floods) and chronic (e.g. temperature rise, rainfall shortages) risks.

The reported measures include impactful campaigns aimed at enhancing risk-awareness and/or risk reduction and/or risk transfer solutions (CZ, HU), training on risk awareness and/or risk reduction and/or risk-transfer solutions (HU), support to develop and commercialisation of (innovative) insurance solutions (IT, HU), and R&I targeting insurance solutions for climate change mitigation and adaptation (IT, HU).

Access to affordable essential services and housing

Under provision 7, the Council Recommendation advises Member States to establish policy frameworks that guarantee **access to affordable essential services and housing** for those most affected by the green transition, with particular attention to vulnerable groups and regions facing transition challenges. This provision is aligned with **Principle 20 of the European Pillar of Social Rights**, which grants everyone the right to access essential services of decent quality, including water, sanitation, energy, transport, financial services, and digital communication. Housing affordability is a key challenge, which will be tackled by the new **European Affordable Housing Plan**. It aims to boost housing supply, mobilise investments and improve access to stable housing for vulnerable groups.

The 2025 progress review represents the first assessment of the implementation of provision 7 in the context of monitoring the Council Recommendation on ensuring a fair transition towards climate neutrality. Previous reviews and thematic discussions did not address this provision.

Energy poverty remains a pressing issue in the EU, with an estimated 42 million people (9.2 % of the EU population) unable to adequately heat their homes in 2024. Ongoing research in the Joint Research Centre of the European Commission also indicates that poverty related to overall housing costs would be even more prevalent than energy poverty alone.[43] To mitigate this challenge, the EU has introduced several legal measures, including the Energy Efficiency Directive[44], the Energy Performance of Buildings Directive[45] and the Renewable Energy Directive[46] and issued two sets of Commission recommendations to help Member States tackle this phenomenon[47]. EU funding programmes such as the Social Climate Fund, Recovery and Resilience Facility, and cohesion policy funds, notably the European Social Fund+, aim to alleviate energy poverty and related inequalities. The Social Climate Fund also addresses transport poverty in all its dimensions, including affordability, availability, and accessibility. When looking at affordability, currently 21% of households at risk of poverty cannot afford transport due to high costs.[48] The issue of availability and accessibility of transport is often particularly pronounced in rural and peri-urban areas. To support Member States in addressing transport poverty issues, the European Commission published a Recommendation on transport poverty in May 2025,[49] and it also launched the

[43] JRC Publications Repository - Addressing Housing Affordability and Energy Poverty: A Dual Challenge for the EU
[44] Directive - 2023/1791 - EN - EUR-Lex
[45] Directive - EU - 2024/1275 - EN - EUR-Lex
[46] Directive - EU - 2023/2413 - EN - Renewable Energy Directive - EUR-Lex
[47] Commission Recommendation (EU) 2020/1563 of 14 October 2020 on energy poverty and Commission Recommendation (EU) 2023/2407 of 20 October 2023 on energy poverty
[48] Transport poverty: definitions, indicators, determinants, and mitigation strategies, European Commission, 2024.
[49] Commission Recommendation (EU) 2025/1021 of 22 May 2025 on transport poverty: ensuring affordable, accessible and fair mobility.
https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32025H1021

Transport Poverty Hub[50] to support local authorities in identifying the areas hardest hit by transport poverty.

Broader initiatives reinforce these efforts. The Energy Union[51] pursues secure, sustainable, competitive, and affordable energy for all, prioritising electrification, the transition to clean and domestically produced energy, and the completion of the EU internal energy market through interconnections, and improved energy efficiency. The Clean Industrial Deal (CID) further supports this goal, with one of its central pillars focusing on reducing energy costs. As part of the CID, the Affordable Energy Action Plan,[52] adopted in 2025, sets out strategic measures and investments to lower energy costs and strengthen energy security in the EU. The Citizens Energy Package will contribute to providing affordable energy for all European citizens by further empowering and protection energy consumers With high energy costs, economic consumption drops, businesses slow down, and people lose jobs.

While most Member States have put in place national measures addressing energy and transport poverty in this context, this report focuses specifically on the measures reported in the context of the 2025 full progress review. The assessment also draws on information in the National Energy and Climate Plans (NECPs), which serve as strategic planning tools for achieving a fair, resilient, and climate-neutral Europe and guide investment in the energy and climate transition, mobilising both public and private spending. Member States submitted their initial NECPs in 2019/20 and updated them in 2024/25, reflecting the 2030 climate and energy targets and policies of the 'Fit for 55' package and the RePowerEU Plan.[53]

In line with provision 7 of the Council Recommendation, the 2025 progress review concentrates on the provisions relating specifically to energy and transport poverty. These include:

- mobilising public and private investment in renewable energy and energy efficiency (7.a);
- tackling energy poverty through building renovation, particularly in social housing (7.b);
- empowering vulnerable households through self-supply and energy communities (7.c);
- addressing transport challenges in remote and low-income regions (7.d);
- and improving access to sustainable consumption, including nutrition (7.e).

The following sections discuss and evaluate these aspects in more detail.

Prevention of energy poverty: Regulation and support & One Stop Shops

Under Provision 7, Member States are provided guidance on designing relevant measures to **prevent energy poverty, focusing on regulatory measures, financial support, and the establishment of one-stop-shops** (7.b), as well as on broader strategies and actions to prevent

[50] Transport Poverty Hub.
[51] A Framework Strategy for a Resilient Energy Union with a Forward-Looking Climate Change Policy
[52] Affordable Energy Action Plan
[53] RePowerEU Plan

poverty (7.d). It shall be noted that the assessment of this specific provision takes both the measures reported in the self- assessment questionnaire as well as the measures reported in the National Energy and Climate Plans (NECPs) into account. Also important to note is that the European Commission's standard indicator for indicating the level of energy poverty (i.e. the number/share of households unable to keep their homes adequately warm) was not applied systematically in this assessment, as Member States may define energy poverty differently in their national plans and assessments based on the definition of Art. 2(52) of the Energy Efficiency Directive[54] . Additional indicators are identified in the guidance document[55] to Commission Recommendation (EU) 2023/2407. Member States are further encouraged to adopt a structured approach to addressing energy poverty, combining regulatory, financial, and advisory measures.

Strategies and measures to alleviate energy poverty

The progress review has shown that, since 2023, **18 Member States (BE, BG, CZ, DK, EE, IE, EL, ES, CY, LT, LU, HU, NL, AT, PL, PT, RO, SI) have reported at least one initiative aimed at preventing or alleviating energy poverty on households.** For this purpose, some Member States put into place national strategies to combat energy poverty, as well as energy funds, or observatories to monitor strategies and improve policies to address energy poverty. Primarily, the measures include the promotion and implementation of energy efficiency improvements. These initiatives are crucial for reducing energy costs, particularly for vulnerable households, and for decreasing the environmental impact of energy systems, for instance by enhancing energy efficiency of buildings or supporting renewable energy installations. A large part of reported measures also related to financial support direct towards vulnerable households (for instance, via vouchers, compensations, or subsidies) to support energy efficient building renovations (BG, CZ, DK, EE, EL, HU, IE, LT, NL, PL, RO, SI) and financial support for the installation of sustainable heating and cooling systems (CZ, DK, EL, HU, IE, NL, PL, SI). Further measures include the launch of information campaigns and education programmes (BG, CZ, HU, PL, SI), free online price comparison tools, and public consultation involving vulnerable and underrepresented groups in tariff design (CZ), financial support for efficient and smart household devices (CZ, DK, HU), revision and fair distribution of grid tariffs and revision and fair distribution of administrative fees (BE, CZ), regulations supporting energy efficiency renovations (BE, BG, CZ, ES, HU), energy/income supports (financial aid to help with energy bills) (BE, LU, AT, RO).

15 Member States have introduced regulations and support measures to facilitate such improvements (BE, BG, CZ, DK, EE, IE, EL, ES, LT, LU, HU, AT, PL, RO, SI). Furthermore, 8 Member States have launched one-stop-shops initiatives to streamline access to energy efficiency resources and support, thereby making it easier for individuals and businesses, to access incentives, grands, and information (BG, DK, ES, LT, NL, PL, RO, SI). Approaches are different between

[54] Directive - 2023/1791 - EN - EUR-Lex
[55] Commission Staff Working Document EU guidance on energy poverty - Energy

member States, for instance with some developing district-information centres (BG, LT, NL, PL, RO, SI), and others focusing on developing digital tools to centralise access (NL).

Bulgaria, for instance, has established district information centres as one-stop shops to facilitate access to energy efficiency programs, providing guidance, information and advisory services to households and aiming to reduce administrative burdens. This notably concerns guidance to energy-poor and vulnerable household on renovation of multi-family residential buildings to reduce reliance on fossil fuels and promote renewable energy use. Additionally, Bulgaria supports the establishment of energy communities in producing, storing, and consuming renewable energy, or sharing it within the community.

Estonia has introduced a 'Reconstruction Grant 2022-2027' to support renovations of apartment buildings through replacement of traditional heating systems with renewable energy solutions or connecting them to the district heating network.

To address rising energy costs, **Luxembourg** has enhanced its energy allowance, by tripling the amounts received by beneficiaries, with focus on low-income households.[56] To avoid excluding households earning slightly above the eligibility threshold, a reduced energy allowance has been introduced with incomes 25% to 30% above the cost-of-living limit.[57] Furthermore, people receiving the Social Inclusion Income (REVIS), which supports low-income households by providing a basic livelihood, now automatically receive the energy allowance without needing to apply for it themselves. This makes it easier and faster for them to get support and helps prevent eligible people from missing out, and raising income eligibility thresholds and introduce a reduced allowance to support household with income slightly above the eligibility threshold under the REVIS scheme. The initiative includes an increased energy allowance, a reduced rate allowance, and financial assistance for those lacking resources to invest in sustainable heating solutions.

The **Netherlands** has implemented a range of subsidies and support schemes to combat energy poverty and facilitate the green transition. Key initiatives include a VAT reduction for solar panel installation and subsidies. In 2023, a temporary energy price cap was introduced alongside more enduring measures like the National Heating Fund under the 'Insulation Offensive'. Additionally, funding is provided for energy 'fix teams' and to support sustainable/green practices while reducing the financial burdens on vulnerable groups.

Spain continues to implement measures set in its national strategy in 2023 and 2024 to structurally combat energy poverty, raise consumer protection and energy efficiency awareness, and monitor

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[56] A one-person household (maximum gross income of €3,388) will receive €600 instead of €200; A two-person household (maximum gross income of €5,082) will receive €750 instead of €250; A four-person household (maximum gross income of €7,115) will receive €1,050 instead of €350.

[57] A one-person household with a maximum gross income of €3,523 will qualify for a reduced energy allowance of €300; A two-person household with a maximum gross income of €5,285 will receive €375; A four-person-household (with a maximum gross income of €7,399) will receive €525.

energy poverty along the 4 indicators[58] used by the European Observatory for Energy Poverty. Additionally, a public consultation has been launched this year to gather public input for its new strategy against energy poverty (2025-2030). Additional measures under the Royal Decree-law 8/2023[59] include temporary tax and VAT reductions on electricity and energy products and the extension of discounts on the social electricity bonus.

National Energy and Climate Plans

In their National Energy and Climate Plans, Member States reported a wide range of different measures to combat energy poverty focused on immediate financial relief and on long-term structural improvement. 4 important types of energy poverty reducing measures can be distinguished from these NECPs, including targeted income support and subsidies to help vulnerable households to pay their bills. This includes energy vouchers and social tariffs or direct cash transfers to low-income families to offset high energy prices. A good example of targeted income support is the introduction and extension of the social tariff for electricity, natural gas and district heating in Belgium. The social tariff is cheaper than the average market price as a capping mechanism enters into force in the event of a sudden and substantial price increase.

A second type of measure that relates to energy poverty relates to the provision and stimulation of energy efficiency renovations for vulnerable households. This involves dedicated grants or financial incentives to improve insulation, replace windows, and upgrade heating systems, primarily in the worst-performing building stock, often fully subsidized to overcome the barrier of upfront costs. The warmer homes scheme in Ireland is a good example of this measure type. The Sustainable Energy Authority of Ireland (SEAI) provides free home energy upgrades to homeowners who get certain social welfare payments. Oldest and the least energy efficient homes are prioritized under this scheme and access to this scheme is possible if certain criteria are met. Other schemes, including the national home energy upgrade scheme is another type of scheme that provides grants to households to help them with the costs of upgrading energy efficiency of their homes.

A third type of measure are regulatory protection and social policy measures. Regulatory safeguards, such as **bans on disconnection** during winter months or critical times for vulnerable consumers belong to this category. These measures are often integrated into broader social policies to ensure a basic safety net for those unable to pay their utility bills and follow the transposition of energy related EU legislation. For instance, in Greece there is a national ban on electricity disconnections for vulnerable groups during the winter (November to March) and the summer (July and August).

[58] Energy expenses by income quintile; Energy price; High share of energy expenditure in income (2M); Low absolute energy expenditure (M/2)

[59] Royal Decree-Law 8/2023, of 7 December, adopting measures to address the economic and social consequences arsing form the conflict in Ukraine and the Middle East, as well as to alleviate the effects of the droughts

Lastly, Member States also design and implement measures that focus on access to renewable energy sources and decarbonization and empowering them to actively participate on the energy market. This includes support for vulnerable households to install **solar panels**, join **energy communities**, or access renewable heating solutions (such as heat pumps) at reduced or zero cost, ensuring they are not left behind in the green transition. For instance, Lithuania announced this year a program co-financed through Interreg funds to support residents to acquire solar power plants from remote solar farms. The Ministry of energy announced 15 million euros for the measure and grants support of 323 euros per kilowatt of installed capacity purchased from solar power parks.

Other good practice examples supporting prevention and addressing energy poverty at local level, such as the Eco House one-stop-shop in Antwerp (Belgium), the Clean Heat Strategy in Espoo (Finland) and the Climate Innovation Laboratory in Križevci (Croatia), are being developed with support from the Horizon Europe Mission on 'Climate-neutral and smart cities' (see Box 3).

Box 3: Horizon Europe Mission 'Climate-neutral and Smart Cities' – good practice examples supporting prevention and addressing energy poverty at local level:

- *In **Antwerp (BE)**, the **Eco House** is a physical one-stop-shop offering public services related to building and living in Antwerp, with a focus on energy reduction and renewables. It notably offers workshops and advice on energy retrofitting, as well as both short- and long-term solutions for energy and financial savings.*[60]
- *In **Espoo (FI)**, the **'Clean Heat Strategy'**, established through a collaboration with the local district heating company, the initiative includes a project to collect and reuse waste heat from data centres for district heating. This approach is expected to supply around 40% of the local district heating needs and reduce CO_2 emissions by 400,000 tonnes annually compared to coal.*[61]
- *In **Križevci (HR)**, the **Križevci Climate Innovation Laboratory (KLIK)**[62] is a citizen-led energy cooperative focused on tackling energy poverty and strengthening the social dimension of the energy transition by empowering citizens to invest in local renewable energy and co-create an inclusive, fair and climate resilient community.*

Amongst the 76 reported measures related to addressing energy poverty, most measures are aimed to support homeowners, landlords or low-income individuals or households. Although micro, small and medium-sized enterprises are addressed, they receive comparatively less attention, benefiting from only 5 of the 76 reported measures. Individuals or households in marginalised communities are targeted in 17 of the reported measures. This suggests that a greater focus could be put on households in vulnerable situations, to help them avoid or overcome energy poverty.

Prevention of Transport Poverty

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60 EcoHouse Antwerp
61 Waste heat for district heating
62 Križevci Climate Innovation Laboratory

Regarding transport poverty, during the progress review, **13 Member States have reported at least one measure regarding the prevention and tackling of mobility and transport challenges and obstacles for households in vulnerable situations, especially in remote, rural and low-income regions** (BE, BG, DE, IE, EL, ES, FR, HR, HU, LT, RO, SI, SE).[63] The updated final National Energy and Climate Plans (NECPs) may include additional measures that are not covered systematically in this review.

The progress review has revealed that **a mix of infrastructure and accessibility measures** have been designed or implemented across the EU: while some Member States focus on affordability through free or subsidized transport passes, others prioritise investment in sustainable mobility options such as public transport, flexible transport measures and mobile service provisions, and electric vehicles. The progress review also suggests that, although efforts were made to tackle the issue of transport poverty, gaps remain, and Member States are encouraged to adapt a more structured approach, focusing on mitigating impacts from the green transition and prioritising accessibility and affordability.

Most measures reported concern **financial support for sustainable transport modes**, such as electric vehicles and bikes (BE, EL, ES, FR, LT, MT, RO, SI, SE). Other measures include **information campaigns and education programmes** (BE, DK, EL, ES, LT, SI); **support for company sustainable mobility plans and/or strategies** (ES, LT, SE); **revision and fair distribution of public transport social tariff**s (ES, LT, HU); **public consultations** involving vulnerable and underrepresented groups in public transport tariff design (BE, LT); **regulations** supporting accessible and affordable mobility (ES, LT, SI, SE); and the development of national strategies (BG).

France, for example, has implemented a social leasing scheme specifically designed to support low income-households that rely on a vehicle for their professional activities. This scheme aims to provide them with access to affordable long-term leasing offers for electric cars. In addition, France has launched an experimentation with a zero-interest mobility loan for acquiring low-emission vehicles in five low-emission zones. The programme aims to assist low-income individuals and micro-enterprises in purchasing or leasing an electric or plug-in hybrid vehicle.

Romania has developed a programme to promote low-emission transport, including enhancing electric and electric and hybrid public transport modes. Additionally, the programme includes updated profiling procedures to better identify individual needs and personal characteristics, allowing for more tailored and effective counselling services.

Bulgaria has implemented the 'Investments in Basic Services and Small-Scale Infrastructure in Rural Areas' initiative in 2025, with an emphasis on enhancing transport connectivity and accessibility, facilitating improved connections both within rural areas and in sub-urban areas.

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[63] In the context of this progress review, the indicator used by the European Commission to define transport poverty (i.e. a threshold of 6% of a household's total budget spent on private transport expenditure) was not used in this assessment, as Member States may use their own, alternative definitions in national reporting and assessment.

Other good practice examples supporting prevention and addressing transport poverty at local level are supported by the Horizon Europe Mission on 'Climate-neutral and smart cities' (see Box 4). Other good practice examples on measures to reduce transport poverty can be found in the support note for the implementation of the Social Climate fund[64].

Box 4: Horizon Europe Mission 'Climate-neutral and Smart Cities' – good practice examples supporting prevention or addressing transport poverty at local level:

- *The City of **Vitoria-Gasteiz (ES)** is piloting a **carpooling app** to encourage shared and sustainable mobility. During the 2-year pilot experience, the application had more than 2000 registered active users which initiated 72 000 carpools, which contributed to a reduction of more than 100 tonnes of CO_2 emissions.*[65]
- ***Trikala (EL)** is a pilot city of the Elaborator initiative. The Trikala Living Lab will promote sustainable mobility solutions like bicycles and efficient public transport, aligned with the Climate-neutral and Smart Cities Mission. The main objective is to integrate and create new services for safe commuting, especially for vulnerable groups such as the elderly and women. Solutions include park-and-ride stations with bicycle fleets, sensors for route monitoring, software for bicycle station oversight, smart crossings for traffic control, and data-driven bike lane redesigns.*[66]

5. Planned or implemented actions: horizontal provisions

In addition to the assessment of the specific thematic provisions of the Council Recommendation summarised in the previous chapter, the progress review further assessed the implementation by the Member States of the horizontal, cross-cutting provisions of the Council Recommendation. These include: (5) ensuring a whole of society approach; (6) evidence-based policymaking; and (7) ensuring an optimal use of public and private funding.

Whole-of-society approach

Provision 8 of the Council Recommendation provides guidance on how to **advance the green transition in an inclusive, participatory and democratic way**, integrating fair transition objectives from the outset into policymaking at all levels and ensuring an effective whole-of-society approach to fair transition policies.

The reviews conducted in EMCO and SPC in June 2025 highlighted the need of stronger policy coordination on the issues of fair and green transition, including to ensure an effective and active involvement of social partners and civil society organisations (CSOs) in the design and implementation of fair transition policies., aligning with the call from the social partners and CSOs

[64] Support for the implementation of the Social Climate Fund - Publications Office of the EU
[65] Vitoria-Gasteiz City Council website - Vitoria-Gasteiz promotes a stable carpooling model after two successful years of pilot experience - Carpooling Victoria-Gasteiz
[66] Elaborator | Pilot cities

to involve them in an appropriate and adequate manner in the design and implementation of just transition policies.

Table 3 illustrates, for all the specific thematic provisions of the Council Recommendation assessed in depth in the previous chapter, the proportion of measures in which employers, employees and trade unions, CSOs, NGOs, or other relevant parties have been involved in their design, as reported by Member States in the self-assessment. These categories are non-exclusive, meaning that measures may involve more than one actor in the design of a single measure.

Table 3 shows that measures pertaining to active support for quality employment (provision 4) are those with the highest level of social partner and stakeholder involvement in the design of the measures. Notably as regards the design of measures related to hiring and transition incentives, trade unions and employer organisations were reported to have been involved in at least 70% of all measures.

In line with the outcomes of the EMCO PAG discussions, which highlighted social dialogue as a key driver of improved skills anticipation and ALMP alignment with labour market skills needs, Member States also reported involving social partners and other stakeholders, including national education and skills experts, frequently in the design of national strategies and partnerships addressing employment and skills challenges arising in the context of the green transition.

An example can be found in **Spain**, where the government together with the trade unions and employer organisations signed a **framework agreement to ensure a just transition** after the closure of coal mines and coal fired power plants in several Spanish regions. Specifically, this agreement aims to reactivate the economies of mining regions to achieve their structural transformation, economic recovery, and social well-being, while mitigating the impact of job losses and the consequences of closing those coal production. To that end, projects focused on stimulating entrepreneurship that create employment and educational programmes that re-skill affected workers are funded with a budget of EUR 250 million. The agreement is closely monitored by a board, consisting of the social partners and other relevant stakeholders, thereby showing a clear commitment to a whole-of-society approach also in the implementation phase.

By contrast, the progress review showed that stakeholder groups, including the social partners, were reported to have been comparatively less involved in the design and implementation of measures pertaining to fair tax-benefit systems and measures addressing energy and transport poverty.

Table 3 illustrates a lower level of stakeholder involvement notably in the design of measures related to education and training more generally, particularly concerning measures to support the provision of high-quality accessible, affordable, and inclusive initial education and training relevant for the green transition. In a context of increased labour market volatility, an increased involvement of social partners, CSOs, and other stakeholders in adapting education curricula for teachers and students can help align education programmes to the needs of the green economy and ensure that the current and future workforce is equipped with the skills needed for quality jobs.

Table 3: Proportion of stakeholder involvement in fair transition policy design by provision (reported by Member States in the self-assessment)

Provisions	Business associations	Trade Unions	Civil Society	NGOs	Other	Not responded
Employment services	40%	44%	17%	21%	38%	28%
Hiring & transition	71%	77%	40%	34%	20%	23%
Entrepreneurship	52%	40%	42%	29%	23%	40%
health and safety at work	52%	48%	30%	11%	30%	33%
Worker involvement	67%	78%	11%	11%	11%	22%
Strategies and partnerships	68%	48%	44%	48%	64%	12%
Labour market skills	48%	40%	32%	16%	36%	56%
Education and training	34%	34%	38%	32%	34%	32%
Fair taxation	38%	20%	12%	8%	20%	48%
Social protection	45%	48%	45%	48%	48%	22%
Insurance solutions	43%	29%	29%	14%	14%	57%
Energy poverty	25%	22%	42%	45%	36%	42%
Transport poverty	38%	25%	42%	46%	50%	38%

Stakeholder Involvement

Proportion: 20 / 40 / 60

Note: *Percentages indicate the involvement of each stakeholder group per provision. Since multiple stakeholders may be engaged in a single provision, the percentages do not sum to 100% across rows or columns.*

As can be seen further in *Table 3*, civil society organisations were reported to have been involved in less than half of all measures across all policy areas. As emphasized by the CSOs during the dedicated hearing in May 2025, their lack of consultation on policy design and implementation can weaken the evidence base of fair transition policies. To improve the evidence base for policymaking and provide effective and concrete, place-based solutions, particularly for vulnerable groups, further attention and efforts seem warranted to ensure their adequate involvement in the design, implementation, and monitoring of fair transition policies.

In the discussions in EMCO PAG, the need for institutional coordination was also underlined by numerous Member States, making clear that the establishment of carefully designed national strategies and stakeholder initiatives could contribute to enhanced institutional coordination. The **Irish 'Green Skills 2030' strategy** (also see the related reference in the previous chapter) is a good example of how a national strategy can contribute to institutional coordination. This strategy was developed through close consultation with key stakeholders, including representatives of each economic sector, government departments, state agencies, local authorities, regional skills fora, and Education and Training Boards (ETBs). Other good practice examples of active and meaningful stakeholder involvement are available at local levels, some of which are supported through the Horizon Europe Mission on 'Climate-neutral and smart cities' (see Box 5).

The self-assessment provided clear evidence that national strategies always go hand in hand with stakeholder involvement and could potentially foster whole-of-society approaches. To shed light on the recent efforts made by Member States in mainstreaming whole-of-society approaches in just transition policy-making, Figure 5 provides an overview of the number of Member States that implemented at least one new national strategy (since 2023) related to addressing the employment and social impacts of the green transition and/or reported at least one new initiative focused on enhancing stakeholder involvement. 10 Member States have reported having established at least one national strategy aiming to target the social and employment aspects of green employment, and at least one measure that promotes stakeholder involvement. On the other hand, almost half of the Member States (13) lack both a new national strategy and stakeholder initiatives since 2023. While some of them may have introduced national strategies in the past, amid fast changing labour market developments, frequently updated strategies may be needed.

Box 5: Horizon Europe Mission 'Climate-neutral and Smart Cities' – good practice examples supporting a whole-of-society approach at local level:

- *In **Spain**, **El Dia Despues**[67] is a multi-stakeholder platform for networks to address the sustainable development goals, with four communities within this project: environment & health, cooperation & global governance, city transformation, and inequality & new economic model. Collaboration in this project aims to create tangible solutions towards city transformation related to sustainable urban recovery, sustainable mobility, and energy sustainability.*
- *In **Rzeszow (PL)**, the **Urban Innovation Lab**[68] serves both as a physical space and a city department, bringing together residents and stakeholders including local authorities, government officials, scientists, and business representatives to collaborate. The city has used it to facilitate dialogue, identify challenges, and develop solutions to improve the residents' quality of life.*
- *In **Mannheim (DE)**, a **city lab**[69], aimed at mobilising citizens for the development of a neighbourhood with many residents with migration background, to engage with citizens for energy transition efforts. It brought together 20–30 participants from a wide range of stakeholders, including various city departments, public utilities, housing and consumer agencies, city councillors, citizen associations, NGOs, and local small enterprises, through design thinking workshops to collaboratively shape the initiative.*

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67 El Dia Despues
68 Urban Innovation Lab
69 A City Lab on Social Innovation of Energy Transitions

Figure 5: Number of Member States reporting measures on the inclusion of national strategies and stakeholder involvement initiatives supporting a whole-of-society approach

Evidence-based approach

Provision 9 of the Council Recommendation provides guidance to Member States on how to ensure the **availability and quality of data and evidence** needed to put in place sound social and labour market policies for a fair transition to climate neutrality. These efforts include strengthening the evidence base through a gradual harmonisation and consistency of definitions, concepts and methodologies, developing and mainstreaming the use of robust and transparent employment, social and distributional impact assessments, ensuring effective and transparent monitoring and independent evaluation of employment, social and distributional effects of national reforms and measures, strengthening research and innovation actions and presenting the outcomes of evaluations, foresight and monitoring exercises to the public.

Following the first progress review in 2023, the EPSCO ministers agreed, among other points, that Member States should continue with further work to strengthen the evidence base and improve the monitoring process, including by promoting a common understanding of key concepts such as green jobs and skills, and involving social partners, civil society and citizens. To assess whether progress has been made regarding evidence-based policymaking on fair transition, Member States were asked to report for every measure whether and how monitoring and evaluation arrangements have been included.

Table 4: Proportion of past or future measures monitored and/or evaluated, by provision (reported by Member States in the self-assessment)

Provisions	Monitoring and evaluation has been conducted	Monitoring and/or evaluation are planned or have not begun yet with no public data available yet	Not responded
Employment services and programmes (4.a)	32%	45%	23%
Hiring & transition incentives (4.b)	14%	43%	43%
Entrepreneurship (4.c)	4%	58%	38%
Health and safety at work (4.d)	11%	33%	56%
Involvement of workers (4.e)	33%	11%	56%
National strategies (5.a)	19%	65%	15%
Labour market and skills intelligence and foresight (5.b)	12%	36%	52%
Education and training for green skills (5.c)	17%	44%	39%
Fair taxation (6.a)	12%	45%	42%
Social protection (6.b)	15%	40%	45%
Insurance solutions (6.c)	14%	86%	0%
Energy Poverty (7.a)	19%	27%	53%
Transport poverty (7.b)	12%	50%	38%

Monitoring and evaluation

Proportion: 0 – 20 – 40 – 60 – 80

Table 4 shows that only a small share of the measures reported pertaining to the provisions assessed in this progress review have been monitored or evaluated since 2023. Monitoring and/or evaluations have been conducted for 1 out of 3 measures regarding employment services and worker involvement in anticipation and management change, but to a much lesser extent for measures in all other policy areas. This finding may reflect that many of the measures reported in the 2025 progress review are relatively new as they have been designed and/or implemented since 2023, and monitoring or evaluation may be foreseen for later stages only. Actually, for 7 provisions, notably in relation to active support towards quality employment, national skill strategies, fair taxation and social protection systems, risk management and insurance solutions, as well as transport poverty, monitoring and/or evaluation is planned for approximately half of the measures. For most measures pertaining to other provisions, including energy poverty and health and safety at work, no sufficient information has been made available regarding evaluation and monitoring.

The progress review shows that there is room to step up efforts to setting up regular monitoring systems at both national and EU levels. This concerns particularly measures pertaining to anticipating skills for the labour market in the context of the green transition (5.b), health and safety at work, news risks or aggravation of existing risks and enforcement of existing rules on working conditions (4.e & 4.f), involvement of workers, incl. change management and restructuring processes (4.h) and prevention of energy poverty (7.b), where for more than half of the measures, no monitoring and evaluation mechanisms were in place, nor planned.

Additionally, to support evidence-based policy design and implementation, Member States have reported having launched several initiatives for data collection, statistical analysis and regional observatories dedicated to the green transition.

Aside from the indicator "evaluation and monitoring", the self-assessment also covered two other measures that provide further detail on the extent to which Member States commit to an evidence based approach regarding just transition policy-making: first, measures focused on research and innovation and, second, measures that enable the use of intelligence and foresight tools to anticipate labour market needs and inform policymaking.[70]

Figure 6 shows that only 2 Member States reported at least one measure on both research and innovation projects and the development of labour market foresight tools, mostly related to skills. 14 Member States reported having put into place, or planning to establish, and intelligence and foresight tool, confirming that many Member States are investing in labour market forecasting tools. However, progress in developing skills and intelligence tools remains uneven amongst Member States.

Figure 6 also shows that 10 Member States have reported that they have not established, and are not planning to establish, new intelligence and foresight tools nor new research projects since 2023. From the discussions in the EMCO PAG, it became clear that some Member States lack the analytical and technical capacity or institutional arrangements to fully capitalise on the outcomes of intelligence and foresight tools. In addition, some Member States underlined the need for a clearer definition on clean and green jobs to improve skills intelligence and foresight tools.

These findings imply that having a common definition on green jobs and having harmonised and common methodologies to measure green jobs would enable Member States to adhere to an evidence-based approach through improved intelligence and foresight tools. However, an in-depth analysis exploring the scope for harmonised definitions and alternative approaches has cast some doubt on the feasibility of EU-level harmonised indicators on jobs for the green economy.[71]

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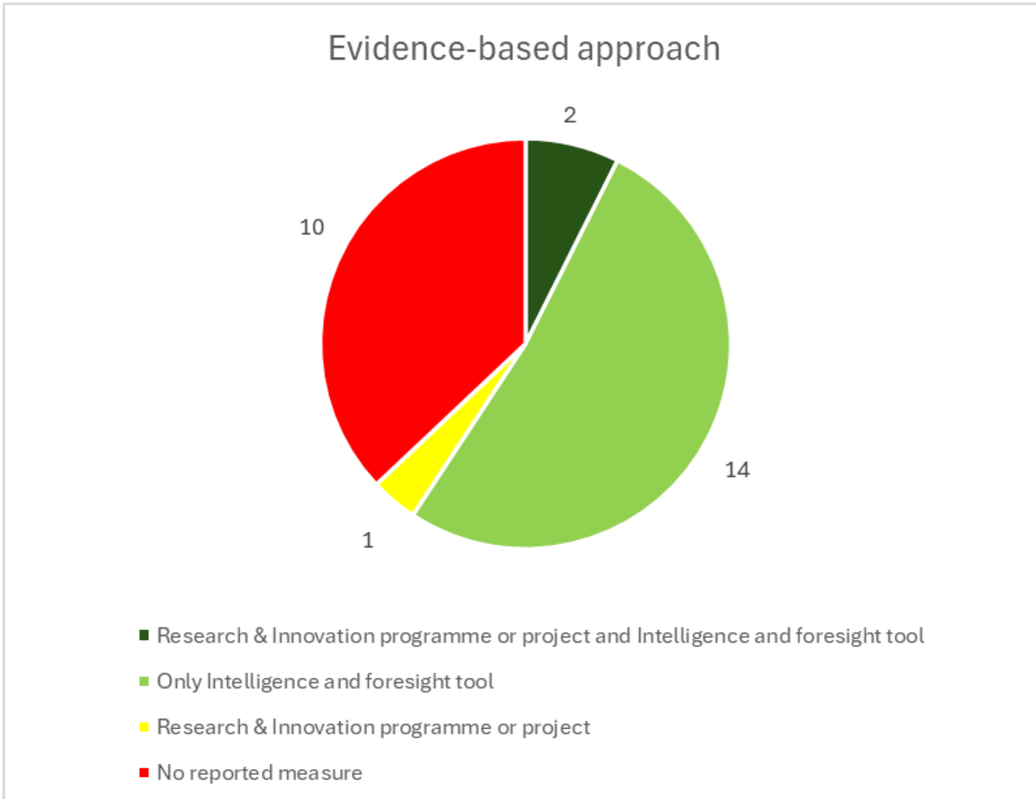
70 These measures relate to specific provisions of the Council Recommendation: the first to provision 9.d "strengthen research and innovation actions at regional, national and Union levels"; the second can support the development and mainstreaming of the use of robust and transparent employment, social and distributional (ex-ante) impact assessments, as outlined in provision 9.b.

71 See the outcomes of a recent project implemented by DG EMPL and the JRC on measuring and monitoring green jobs, in response to a request from EMCO to explore the scope for harmonised EU-level indicators. See e.g. Villani, D., Gonzalez Vazquez, I. and Fernandez Macias, E., *Green Jobs. A critique of the occupational approach to measure the employment implications of the green transition*, European Commission, Seville, 2025, JRC140967

Figure 6: Number of Member States reporting measures on strengthening of research and innovation actions and development of labour market skills intelligence and foresight tools



Optimal use of public and private funding

Provision 10 of the Council Recommendation provides guidance to Member States on **optimal use of public and private funding for cost-effective investment and financial support** to address the social and labour market aspects of a fair green transition.

Member States were not directly asked to report on the use of public and private funding as part of the self-assessment underlying the 2025 progress review. Nevertheless, both in their replies to the self-assessments and in the discussions in the EMCO Policy Analysis Group, some Member States provided details on the use of EU Funds, such as the European Social Fund Plus (ESF+) and the Just Transition Fund (JTF) as well as the Recovery and Resilience Facility, to co-fund projects and policy measures supporting a fair transition. In line with the objectives of the Funds, most of the projects supported related to active support for quality employment (provision 4 of the Council Recommendation), and inclusive education and training (provision 5).

Stakeholders further highlighted the importance of an improved access to and stronger coordination across funding streams which are considered essential to support long-term structural change. At the same time, the need to raise awareness of available tools, programmes and funding opportunities was stressed, ensuring that all potential beneficiaries, including SMEs, workers and households affected by the transition, and vulnerable groups, are informed adequately and able to benefit. A screening of the Member States's allocations under EU Funds under the current 2021-27 Multiannual Financial Framework[72] provides a more detailed overview of Member States' actual use of EU Funds for supporting a fair transition.

Support from the Just Transition Fund (JTF)

Under the JTF, a total budget of EUR 26.5 billion (with national co-financing) is planned for projects supporting territories and people expected to be the most negatively impacted by the transition towards climate-neutrality, notably via economic diversification and reconversion.

While the JTF aims to support investments in both infrastructure and people, all investments are classified under a single specific objective considered as 'green', i.e. supporting the green transition. Under this specific objective, a large part of the projects supported are relevant in the context of the Council Recommendation. Amongst these, a significant part of investments aims to support SME business development and internationalisation, with over EUR 2 billion planned across all Member States. A total of nearly EUR 1 billion is planned for projects supporting adaptation to change of workers, firms, and entrepreneurs. Nearly EUR 700 million are planned to support access to employment, and nearly EUR 500 million for infrastructure for vocational education and training. In addition, amongst other themes, the JTF also supports investments in infrastructure for renewable energy, with nearly EUR 1 billion allocated to solar energy projects. *Figure 7* provides a more detailed overview of budget allocations planned under the JTF.

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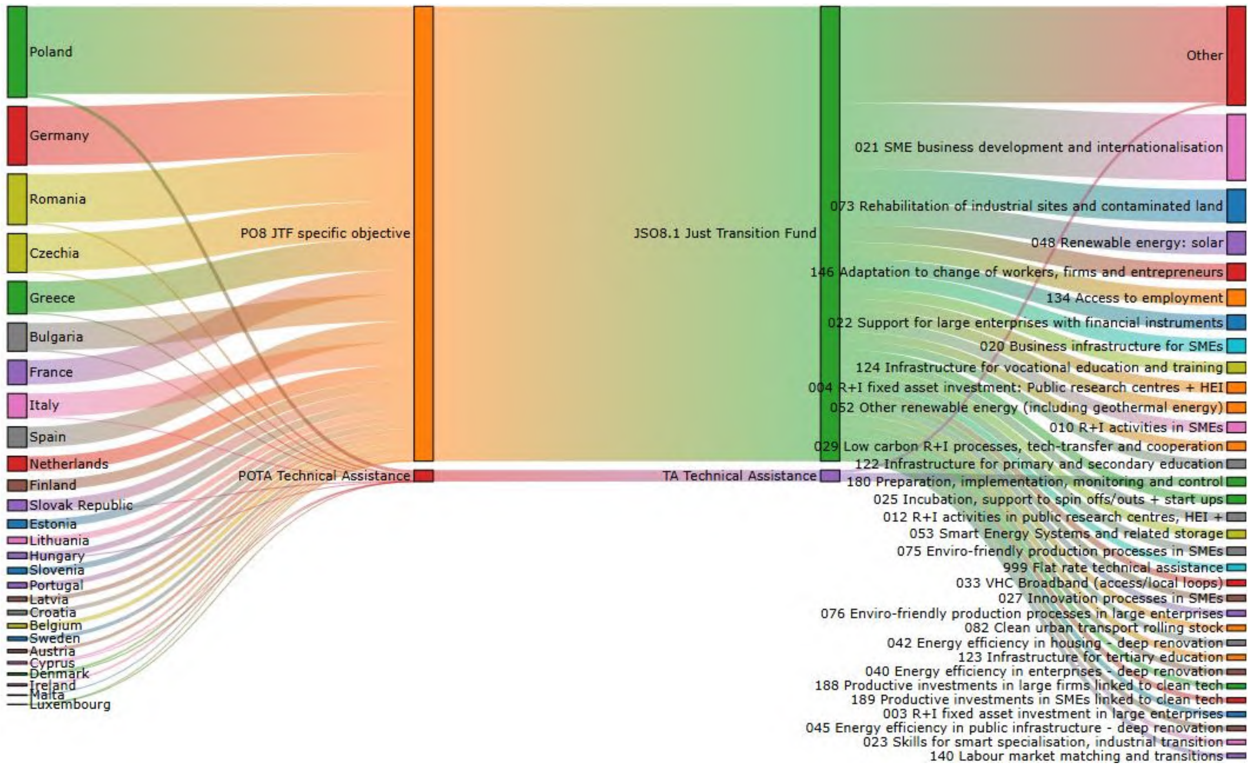
72 cohesiondata.ec.europa.eu

Figure 7: Currently planned EU financing by JTF themes (as of 23 September 2025)



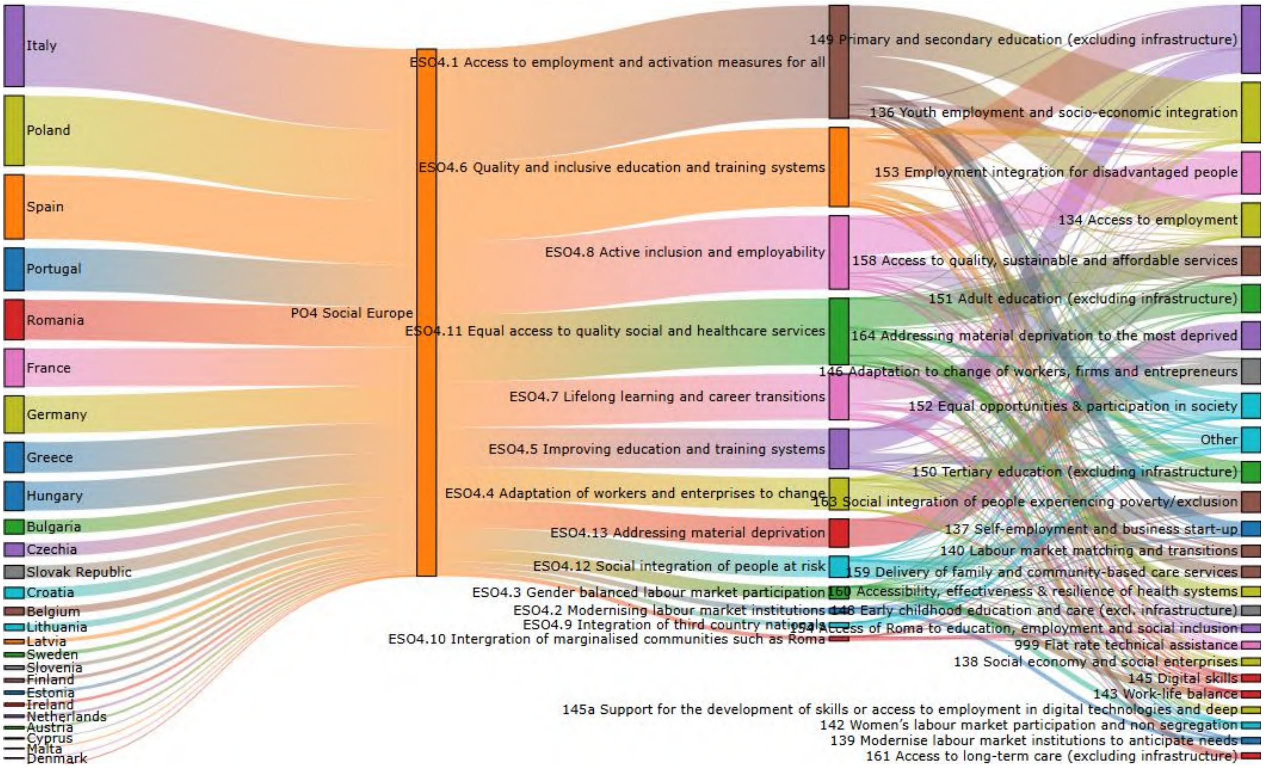
Support from the European Social Fund+ (ESF+)

Investments under the European Social Fund+ are classified under a specific objective supporting a social Europe and, contrary to the JTF, it is more difficult to identify and assess investments under the ESF+ that directly support objectives of the Council Recommendation due to lack of data aggregation specific to the ESF+.

However, a screening of relevant investments is possible to a certain extent. Amongst these, nearly EUR 4 billion are planned for adaptation of workers and enterprises to change. Although not all investments can safely be linked to adaptation to change linked to the green transition, some of the projects funded under this specific objective include upskilling and reskilling activities for workers employed in sectors most impacted, or most at risk of being impacted by climate change and green transition policies. In addition, other themes can be relevant to the progress review of the implementation of the Council Recommendation (without being safely linked to the green transition) can include modernising labour markets, support for education and training, for the social economy, and improving the accessibility of health systems including long-term care, amongst others.

Figure 8 provides a more detailed overview of allocations planned under the ESF+.

Figure 8: Currently planned EU financing by ESF+ themes (as of 23 September 2025)



<u>Support from other funding instruments</u>

Member States have made use of other private and public national funding to support a fair green transition. Regarding private finance mobilisation, frameworks are still below their full potential, whereas they are generally recognised that by far the greater part of transition investments will have to come from private funding.

One notable example is **Germany's** innovative carbon contracts for difference scheme ('Klimaschutzverträge'), which provides incentives and financial support for companies in energy-intensive industries that engage to move towards more sustainable production and business models, with the active involvement of social partners and potentially subject to social conditionalities such as, for instance, retraining guarantees.

Carbon Contracts for Difference are innovative investment mechanisms that support the development of lead markets in a simplified and financially sustainable manner by rewarding early-adopters of new, sustainable production technologies and reducing their investment risks. Based on contracts between public administrations and private actors awarded in a competitive process, they offer an investment guarantee for companies in energy-intensive industries that engage to move towards more climate-friendly production models, and with a clear business case and transition plan, by offsetting the (initially) higher, additional costs of innovative, carbonneutral processes during a transition phase, until the production process can be carried out competitively. Once operational costs of the transformative production are lower than that of conventional processes, the subsidized companies' additional earnings are returned to the state.

Another example is **Poland**, one of the Member States facing major challenges in ensuring a fair green transition, due to the large share of employment in energy-intensive sectors, notably mining. In this context, Poland is making effective use of EU funds particularly to support job transitions from energy-intensive sectors to others, and to promote green and STEM skills, including by adapting qualification frameworks to match the profiles required by the green economy.

6. Main findings and conclusions

Overall, Member States have demonstrated a continued commitment to ensuring a fair transition towards climate neutrality. Member States reported, as part of a self-assessment underlying the full progress review conducted in 2025, a total of 527 measures implemented or planned since 2023.

While steps forward are being made in almost all Member States, the progress review has shown that there is scope for further action. This concerns in particular strengthening the quality and inclusiveness of green jobs and improving national frameworks for green skills and jobs. Moreover, the use and the coordination of available funding should be enhanced, and social dialogue and workers' involvement in anticipation and management of change deepened. Overall, the focus on adaptation, and adopting a more structured, whole-of-society approach to ensure a fair green transition needs to be strengthened.

Active support for quality employment and fair job transitions

Out of all reported measures (planned or implemented), in total, 216 additional measures relate to increasing and ensuring active support to quality employment for those most affected by the green transition (provision 4 in the Recommendation). Almost half of the measures reported in relation to this provision focus on supporting the preservation of and access to quality employment. Policies are designed to support workers most affected by the transition, facilitating job-to-job transitions and emphasizing training, upskilling and reskilling programmes. In addition, the progress review revealed that nearly half of all the Member States have introduced or are planning to introduce hiring incentives to boost labour market mobility in the context of the transition.

In terms of general challenges in implementing the provision "active support for quality employment", the progress review identified a continued **pressing need for more targeted support to reach and support those groups most affected by the green transition**. In this context, improved institutional coordination across policy areas and departments is crucial, as fragmentation and lack of coordination are found to pose an obstacle to the effective design and implementation of policies supporting quality employment in the context of the green transition.

Further challenges identified include **insufficient support to the social economy for addressing transition related challenges, data and evidence gaps regarding granular employment trends and impacts in the green transition, and difficulties in coordinating multi-level governance** (local, regional and national), which are considered potential barriers to effective policy design, implementation and monitoring.

More specifically, 16 Member States implemented or are planning new measures **promoting entrepreneurship in the social economy**. However, the **integration and promotion of climate and environmental objectives, such as the circular economy, remains a challenge**.

14 Member States implemented or are planning additional measures to ensure **health and safety standards specifically in the context of the green transition**, addressing climate-related hazards such as increased heat, extreme weather events and other environmental risks such as biodiversity loss and pollution. Overall, however, the differences in ambition and implementation highlight the potential for more consistent and proactive strategies, especially in sectors exposed to climate hazards. While some Member States have taken regulatory action or stepped-up labour inspection in response to increased climate hazards and their potential impact on working conditions, a significant number of Member States (almost half) have yet to design or adopt comprehensive measures or action plans in this regard.

Moreover, 7 Member States reported new successful practices of **effective involvement of workers in anticipation and management of change processes**, including restructuring. An increased involvement could facilitate smoother transitions and address possible skills gaps, promote a collective understanding of transition pathways at sectoral, regional, and/or local levels, strengthen collaboration among social partners and with local and other stakeholders, and contribute to effective adaptation at regional and/or sectoral levels. Collective efforts in these areas will be essential for ensuring a fair, inclusive and effective transition, also aligning with stakeholder calls to strengthen just transition in the world of work through anticipation and management of change, with social dialogue and collective bargaining as leading principles.

As regards the optimal use of public and private funding, both employers' organisations and trade unions emphasized the important support of **EU funds, such as the European Social Fund Plus, the Just Transition Fund and the Social Climate Fund** for training, infrastructure, decarbonization, and alleviating energy and transport poverty. They called for better alignment and accessibility of funding, especially for small and medium sized enterprises and vulnerable groups.

A dedicated hearing with social partners confirmed that both trade unions and employers' organisation strongly support upskilling and reskilling efforts put in place or planned by Member States. In this context, social partners highlighted the important role of initiatives and instruments such as the Union of Skills, the Quality Jobs Roadmap and the European Fair Transition Observatory (EFTO) as well as sector-specific initiatives (e.g., in chemicals, mobility and energy sectors), including initiatives supporting vocational education and training, (adult) apprenticeships, and locally adapted training systems. Despite advancements since 2023, social partners highlighted remaining challenges in scaling up aid for workers most at risk and addressing regional inequalities.

In addition, **both trade unions and employers stressed the importance of their systematic involvement in shaping and implementing fair transition policies**, including already at the initial stages of the design process and in the anticipation and management of change. As underlined in a dedicated strategic dialogue, **strengthening the role of civil society organisations is important, too, particularly in planning and designing policies for a fair transition**. Currently, civil society organisations see their involvement as being limited due to lacking or incomplete consultation processes, declining budgetary support and other, political factors.

Furthermore, social partners and civil society organisations all welcomed and strongly supported the setting up of a **European Fair Transition Observatory**, which will support anticipation, impact assessment and exchange of best practices, and they confirmed looking forward to their active involvement in and future contributions to this initiative.

<u>Access to quality, affordable and inclusive education</u>

In total, 122 new measures were implemented or are being planned to ensure access to quality, affordable and inclusive education in the context of the green transition. The progress review showed that Member States are increasingly weaving labour and social dimensions of the green transition as well as sustainability competences into national education and skill strategies.

13 Member States introduced **new strategies to embed green skills within training and education programmes**. However, progress in some areas is still hindered by the absence of national strategies and of a unified definition of green jobs and green skills, which hampers foresight and preparedness in the context of evolving labour needs and skills requirements in the green economy. Although considerable progress has been made, the **absence of strategic alignment remains an obstacle** to an effective and inclusive transition which equips companies and workers with the skills needed.

16 Member States **enhanced labour market and skills intelligence** to identify and forecast the specific skills required in the green economy. Measures include studies, reports, monitoring systems, and digital tools and services to better prepare for the rising demand on the labour market. Nevertheless**, progress varies across the EU**, with some Member States **facing challenges, for instance, due to insufficient analytical or technological capabilities or inadequate institutional frameworks**, impeding their ability to advance and use skills intelligence effectively.

Nearly all Member States significantly invested in **education and training systems that are accessible, affordable, and inclusive**. Measures include incorporating green skills into curricula, running awareness campaigns, implementing specialized teacher training, and developing green community projects. Despite notable efforts, however, there is still an **urgent need to better**

target vulnerable groups to ensure their inclusion into the educational systems overall and facilitate their integration in sectors key to the green transition, in particular.

Fairness of tax-benefit systems and social protection systems

In total, 87 new measures to ensure the continued fairness of tax-benefit systems and social protection systems in the context of the green transition were reported. 18 Member States initiated or implemented **taxation system reforms to address green transition challenges**, aiming to shift the tax burden away from labour and reducing the tax pressure on low-and middle-income households. Initiatives include green taxation, tax system reforms and adjustments of social protection schemes to ease financial burdens linked to the transition. However, adapting these complex systems remains a significant challenge, compounded by limited reporting and information on these changes, necessitating further development.

16 Member States reported newly implemented or planned measures to **adapt social protection systems to address employment, social and health challenges related to the green transition**. These measures focus on supporting those most affected by the green transition, ensuring income security and access to essential services, with particular emphasis on vulnerable groups.

Further efforts were made to integrate climate and social objectives more systematically into tax and welfare systems, including initiatives to **support companies transitioning from energy-intensive production** methods to more sustainable business models, yet more tailored mechanisms are needed to support notably SMEs.

Only a few Member States (3) implemented initiatives to enhance **risk awareness, reduction, and insurance solutions for vulnerable households and small businesses**, crucial for financial protection against climate risks like floods and droughts. This area highlights another challenge, as further efforts are needed to **close the climate protection gap related to non-insured losses**. While a few Member States implemented measures to support this objective, further efforts are necessary to improve financial protection and risk management of climate-related challenges.

Access to affordable essential services and housing

This progress review marks the first review of provision 7 of the Council Recommendation. In total, Member States have reported having implemented or planning **100 new measures to support the access to and affordability of essential services and housing**.

18 Member States undertook new initiatives to **prevent and reduce energy poverty** by promoting and implementing energy efficiency improvements. These efforts are essential for lowering energy costs and reducing environmental impact, especially benefiting vulnerable households. Measures include regulations and support facilitating energy efficiency improvements, financial support for building renovations and sustainable heating and cooling appliances. Despite these efforts, challenges remain, and Member States are seen to benefit from adopting a more **systematic approach to address energy poverty**.

Furthermore, 11 Member States reported new measures **addressing mobility and transport challenges and mitigating transport poverty**. Nonetheless, gaps remain, and a more structured approach focussing on accessibility and affordability is considered necessary. Although **investments in alternative transport infrastructures** are ongoing, additional measures are needed to support those most effected by the transition. Some Member States provide financial support for sustainable transport modes and programmes to enhance transport connectivity.

It is important to note that, while many Members States reported new measures addressing energy and transport poverty, their updated **National Energy and Climate Plans (NECPs)** may include additional measures, including in response to the Commission's assessment, which highlighted that, on just transition, the plans lack detailed analysis of the social and employment impacts, particularly for vulnerable households, workers, and regions, as well as information on concrete measures to mitigate these impacts.

<u>Looking ahead: Ensuring an evidence-based, whole-of-society approach for an effective and inclusive just transition</u>

The outcomes of the 2025 full progress review show that **Member States made advances in implementing fair transition policies**, with a sizeable number of new measures implemented or planned since 2023. However, **considerable differences remain between Member States in terms of scale and ambition of these measures**. While efforts were made to engage social partners and integrate green skills into education and labour market policies, **a more strategic, systematic, and coordinated approach across all governance levels** is needed.

In particular, the progress review further emphasized the need for additional efforts to r**einforce participation mechanisms and extend social partner involvement in the implementation phase,** particularly for policies aimed at affected workers and vulnerable groups. Notably, only a minority of Member States have taken steps to enhance occupational health and safety in response to climate change or strengthen worker involvement in the anticipation and management of change. A more targeted and proactive approach to designing and implementing actions in these areas, in close cooperation with the social partners, especially in sectors where the companies and workers are subject to restructuring and exposed to extreme temperatures and weather events, seems important to ensure a fair transition.

The challenges identified in 2023, such as the need for **better, more systematic analysis of the socio-economic impacts of the green transition**, including on job quality, remain relevant. Furthermore, there is a continued need for an improved common understanding of fair transition policies and their impacts through the **exchange of best practices**, to which the new European Fair Transition Observatory – one of the flagship initiatives under the *Clean Industrial Deal* – will contribute, by gathering further evidence on employment, skills and social aspects of the fair green transition and monitoring the implementation progress of related policies. Member States acknowledge that **strengthening the evidence base and improving monitoring mechanisms** are crucial to effectively assess and address the socio-economic impacts of the transition.

Moreover, enhancing **social dialogue and engagement with civil society**, with broader involvement of relevant stakeholders at national, regional, and local levels, remains a priority in a number of Member States. As shown in the progress review, only a few new measures have been reported that aim to ensure the involvement of workers' representatives in designing, implementing, and monitoring transition policies. Furthermore, participation of civil society organisations is considered to remain limited due to uneven consultation processes, declining budget support and other factors. Addressing these gaps, **ensuring an inclusive approach to anticipation and management of change**, and improving governance structures will be instrumental for achieving a fair green transition across the EU.

Overall, **Member States have made efforts since the first progress review** (2023) in developing and implementing policies to ensure a fair transition towards climate neutrality. While further efforts could be needed, it has become clear that with the right policies in place, the green transition can be a **driver of shared prosperity, resilience, and competitiveness**.

As highlighted by the Employment Committee and the Social Protection Committee in their key messages on the 2025 progress review, ultimately, a **fundamental paradigm shift** remains needed and is not yet universally visible. This shift, outlined in the Council Recommendation, calls for the **mainstreaming of fair transition objectives and a whole-of-society approach across all policies areas and Member States**. Achieving this objective requires not only institutional commitment, including stronger institutional coordination, but also sustained social dialogue, greater awareness of challenges and opportunities leading to behaviour and cultural change, and reinforced engagement across all government levels and sectors.

7. Annexes

Key findings from previous thematic reviews

To this date, two progress reviews have been conducted, one partial and thematic one (in 2023, with complementary thematic reviews and discussions involving the Education Committee and Economic Policy Committee in 2024), and one full review covering all provisions and policy areas (in 2025). This annex provides an overview of the key insights and conclusions of the partial, thematic progress review conducted in 2023 and 2024.

2023 thematic progress review

A first monitoring review of the Council Recommendation took place in October 2023 in the Employment Committee (EMCO) and the Social Protection Committee (SPC). It focused on the policies providing active support to quality employment and on tax-benefit and social protection systems for a fair green transition. In addition, the review assessed horizontal issues, such as the pursuit of a whole-of-society approach and the provision of a robust evidence base for designing, implementing, and monitoring fair transition policies, as well as the adequate use of public and private funding.

As a follow-up, EPSCO ministers adopted key messages[73] in November 2023. These highlighted that while all Member States maintained a strong commitment towards ensuring a fair green transition, there were significant differences between countries in the scale and ambition of implemented policies and strategies, and the implementation was at an early stage in most Member States. In general, the review concluded that there is scope for a more systematic and coordinated policy approach, including between and within national, regional, and local levels as well as the cooperation with social partners and other relevant stakeholders and for a more comprehensive and systematic analysis of the socio-economic impacts of the green transition.

In this context, Member States agreed that further work is needed to:

- Strengthen the evidence-base to assess the impacts of the transition and improve the monitoring process.
- Provide a collective understanding of fair transition policies, especially via exchanges of best practices and establishing key concepts, such as green jobs and skills and transport poverty.
- Enhance social and civil dialogues and foster the involvement of relevant national, regional, and local stakeholders, including civil society.

[73] Key messages from EMCO and SPC on the implementation of the Council Recommendation on ensuring a fair transition towards climate neutrality

Furthermore, in this context, several stakeholders[74] have also called upon the Commission to advance and strengthen the EU's just transition policy framework, including through a Just Transition Observatory and stronger engagement with stakeholders.

2024 thematic progress review

To complement the first progress review of the implementation of the Council Recommendation, in April and May 2024, both the EMCO (Employment Committee) and the Education Committee (EDUC) carried out a thematic review on the provision and acquisition of skills and competences needed for the green transition; as well as skills intelligence and foresight related to the labour market needs, in line with both the Council Recommendation on ensuring a fair transition towards climate neutrality and the Council Recommendation on learning for the green transition and sustainable development (both adopted in June 2022).

Additionally, a thematic review and discussion was completed in April 2024 in the Economic Policy Committee (EPC) working group on Energy and Climate Change on the fair transition aspects of climate action, with a focus on taxation and social protection.

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[74] Various stakeholders have called upon the Commission to advance and strengthen the EU's just transition policy framework, and to adopt a just transition policy package for the world of work through anticipation and management of change, with social dialogue and collective bargaining as leading principles; and suggesting, among others, to put in place effective systems of participation and effective information and consultation of workers at company level in accordance with applicable rules, and integrate just transition initiatives in the implementation of the European Pillar of Social Rights and the European Semester. See notably:

1. European Parliament resolution TA(2023)0438 of 23 November 2023 on *Job creation – the just transition and impact investments* which "*emphasizes the importance of closely involving and associating local and regional authorities, the social partners and civil society in change, […] calls, in this context, for the creation of a European Just Transition Observatory, with the aim of providing sectoral social partners and local and regional authorities with a space for reflection and knowledge exchange in order to manage change, prevent potential conflicts and generate conclusions and recommendations for decision-making, as well as monitoring the implementation of all policies and measures related to the European Green Deal on employment, quality jobs, and working conditions*"
2. European Economic and Social Committee opinions of 14 December 2023 on *Advancing the EU's just transition framework: what measures are necessary?* (NAT/915-EESC-2023) and of 4 December 2024 on *Towards a just transition legislative proposal and EU policy tools that enable a more social European Green Deal* (NAT/933-EESC-2024), which emphasized that the Just Transition Policy Framework (JTPF) "*should be developed and implemented through meaningful social dialogue and collective bargaining, civil dialogue and the engagement of regional and local authorities*" and recognizes that "*just transition will have a particular impact on the world of work, affecting […] vulnerable groups)*", calling for "*a just transition policy package for the world of work through anticipation and management of change*".
3. ENVI Council conclusions of 17 June 2024 on the 8th Environment Action Programme mid-term review recalled the importance of social acceptance and just transition and its mainstreaming across policy areas, and invited the Commission to "*explore ways to mainstream the just transition into policies and existing frameworks, as part of the Green Deal, capable of tackling the triple planetary crisis, while promoting social justice and decent work creation, for a full implementation of the SDGs*."

Overview of measures reported by the Member States in 2025

Table 5: Measures reported by the Member States in the self-assessment, by specific provision

Employment Services and Programmes (4.a)	
Counselling, guidance and mentoring, incl. job search assistance	AT, CY, CZ, DE, DK, EL, ES, FR, HU, LU, LV, MT, NL, PL, PT, RO
Public training programme and learning courses	AT, BG, CZ, DK, EL, ES, FR, HU, IT, LU, LV, MT, NL, PL, PT, RO
Subsidised on-the-job training programme and learning courses	BG, CZ, DE, EL, ES, FR, HU, IT, LU, LV, MT, NL, PL, PT, SK
Job-to-job transition programmes and/or incentives	AT, CZ, DE, EL, ES, FR, LU, NL, PL, PT
Apprenticeship programmes and/or incentives	AT, DE, DK, ES, LU, NL, PL, PT, RO
Traineeship programmes and/or incentives	BG, DK, EL, ES, LU, LV, MT, NL, PL, PT, SK
Job shadowing programmes and/or incentives	EL, ES, LU, MT, PL
Regulation	EL, FR, MT, NL, PT, RO
Hiring and Transition Initiatives (4.b)	
Wage subsidy	BG, EL, LU, LV, MT, RO, SI
Recruitment subsidy	AT, BG, EL, IT, NL, PT, SK
Regulation	BG, EL, RO, SE
Promotion of entrepreneurship and enterprises of the social economy (4.c)	
Grants	AT, BG, CZ, DK, EE, EL, ES, HU, IT, LT, LV, PL, PT, RO, SI
Loans or equity	BG, CZ, EL, ES, IT, LT, NL, S
Counselling, guidance, and mentoring	CZ, DK, EE, EL, ES, HU, IT, LT, LU, LV, NL, PT, RO, SI
Training programme and learning course	BG, CZ, ES, LT, LU, LV, MT, PT, RO, SI
Health and safety at work, news risks or aggravation of existing risks and enforcement of existing rules on working conditions (4.e.f.)	
R&I enabling identification and prediction of new risks	CZ, DE, ES, NL, PT, SI
Assessment of workers vulnerable to climate change-related hazards	CZ, DE, ES, HU, NL, RO, SI
Adoption and/or revision of taxonomies and standards	CZ, DE, HU, LV, SI

Regulation concerning work during extreme weather events	CZ, DE, EL, ES, HU, IT, LT, RO, SI
Regulation concerning work in sectors contributing to environmental and climate objectives (e.g. production of batteries, recycling facilities, etc.)	CZ, DE, LT, LV, RO, SI
Training programme and learning course	ES, HU, RO, SI
Involvement of workers, incl. change management and restructuring processes (4.h)	
Adaptation of change management and restructuring mechanisms to the green transition	DE, ES, IT, LU
Information and consultation	DE, ES, LT, LU, NL, RO
Support to the organization of social dialogues	ES, LT, LU, NL, RO
Temporary job retention scheme	LU
Upskilling and reskilling scheme	LU, RO
Development and implementation of the relevant national strategies (5.a)	
New National Strategies	BG, HU, IE, IT, LV, M T, RO
Updated and/or Revised National Strategies	CY, EL, FR, RO
Up-to-date labour market and skills intelligence and foresight (5.b)	
Study/(public) Publication/monitoring	BE, BG, CY, DE, ES, FR, IE, LT, LU, MT
Funding	DE
Tool(s)/services linkage Skill and labour market	DK, AT, EE, EL, IT, PL, RO, SI
Accessible, affordable, and inclusive education and training (5.c.d)	
green skills in curricula	AT, BG, CY, EL, ES, FR, LU, RO, SI
Awareness campaign	AT, LU, MT, RO
Teacher Trainings	AT
Community Projects/Education	CY, EL, FR, RO
New/updated Trainings	DE, EL, ES, LT, LU, MT, PL
Funding	HU, NL
Government amendment	HU, PL
Education reforms	HU, I, M, PL, SE, SI, SK
Fair taxation (6.a)	
Tax and/or Social Protection System Assessment in view of the green transition	BE, CY, CZ, DK, IE, IT, LU, PL
Introduction of green taxation	AT, DK, EE, EL

Tax System Reform: Direct taxation	AT, BE, CZ, DK, IE, IT, LU, NL, SE, SI
Tax System Reform: Labour taxation	BE, IE, IT, LV, SE, SI
Social Protection Reform	BG, IT, PT
Social protection system and social inclusion policies (6.b)	
Reform of unemployment benefits	CZ, HR, IE, LT, MT, PT, SE
Reform of minimum income support system	AT, CZ, DK, LU, PT, RO
Assessment (incl. R&I) on social and health challenges arising with the green transition	EL, ES, FR, PT
Adaptation of care services	PL, PT, RO
Risk-awareness, reduction, and insurance solutions (6.d)	
Campaigns on risk-awareness and/or risk reduction and/or risk-transfer solutions	CZ, HU
Training on risk-awareness and/or risk reduction and/or risk-transfer solutions	HU
Financial support for insurance of micro, small and medium sized enterprises	no Member State
Support to the development and commercialization of innovative insurance solutions	HU, IT
R&I targeting insurance solutions for climate change mitigation and adaptation	HU, IT
Preventing Energy Poverty: Regulation and support (7.a)	
Information campaigns and education programmes [standardized programmes at national level]	BG, CZ, HU, PL, SI
Free online price comparison tools	CZ
Financial support for energy efficient building renovations	BG, CZ, DK, EE, EL, HU, IE, LT, NL, PL, RO, SI
Financial support for sustainable heating and cooling appliances (e.g. heat pumps)	CZ, DK, EL, HU, IE, NL, PL, SI
Financial support for efficient and smart household devices	CZ, DK, HU
Public consultation involving vulnerable and underrepresented groups in tariff design	CZ
Revision and fair distribution of grid tariffs	BE, CZ
Revision and fair distribution of administrative fees	BE, CZ

Energie/Income supports	AT, BE, LU, RO
Regulation	BE, BG, CZ, ES, HU
Social Protection Services	RO
Preventing Energy Poverty: One Stop Shop (7.a)	
(District) information centres	BG, LT, NL, PL, RO, SI
Targeted social services	DK, ES
Digital Tool	NL
Prevention of Transport Poverty (7.b)	
Information campaigns and education programmes [standardized programmes at national level]	BE, DK, EL, ES, LT, SI
Support for company sustainable mobility plans and/or strategies	ES, LT, SE
Financial support for sustainable transport modes, such as electric vehicles and bikes.	BE, EL, ES, FR, LT, MT, RO, SE, SI
Revision and fair distribution of public transportation tariffs	ES, HU, LT
Public consultation involving vulnerable and underrepresented groups in public transportation tariff design	BE, LT
Regulation	ES, LT, SE, SI
National Strategy	BG