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Committee of the Parties

Council of Europe Convention
on preventing and combating violence
against women and domestic violence
(Istanbul Convention)

Implementation report submitted by Spain on the conclusions adopted by the Committee of the Parties on 31 May 2024

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Spain's Report to the Conclusions on the implementation of the recommendations in respect of Spain adopted by the Committee of the Parties to the Istanbul Convention

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The Committee of the Parties to the Convention on Preventing and Combating Violence against Women and Domestic Violence (hereinafter referred to as "the Convention"), acting under the terms of Article 68(12) of the Convention and Rule 1(2b) of the Committee of the Parties' Rules of Procedure;

Bearing in mind the provisions of Article 66(1) of the Convention concerning the monitoring role of the Group of Experts on Action against Violence against Women and Domestic Violence (hereinafter referred to as "GREVIO");

Having regard to the Rules of Procedure of the Committee of the Parties;

Having regard to the instrument of ratification deposited by Spain on 10 April 2014;

Having regard to the Baseline Evaluation Report concerning the implementation of the Convention by Spain adopted by GREVIO at its

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22nd meeting (13-15 October 2020), as well as the comments of the Government received on 25 November 2020;

Having regard to the recommendation on the implementation of the Convention addressed to Spain by the Committee of the Parties, published on 18 December 2020;

Bearing in mind the adoption, at its 9th meeting on 15 December 2020, of a reporting form which focuses on a maximum of ten areas of the Convention and which states are required to use to report back to the Committee of the Parties on measures taken to implement the recommendations addressed to their authorities;
Having examined the information provided by Spain on the implementation of the recommendation addressed to its authorities, through the reporting form provided for that purpose;

A. Welcomes the measures taken and progress achieved by Spain in the implementation of recommendations for the implementation of the Convention, noting in particular:

- the continued efforts to set up comprehensive and long-term strategies to prevent and combat violence against women, including the state strategy to combat male violence (2023-2027), the first strategic plan for the prevention of sexual violence (2023-2027) and the adoption, in 2020, of a set of measures to combat violence against women (as part of the plan “Spain protects you”) making use of European Union funds allocated to post-Covid-19 recovery measures, as well as the substantial and

continuous increase in the funding allocated by the Spanish authorities to prevent and combat violence against women since 2020;

- the efforts made to reinforce the co-ordination between the national and decentralised government structures, notably through the adoption of the Multi-Annual Joint Plan on Violence against Women (2023-2027) aimed at establishing a stable co-operation framework between the different levels of authority and at ensuring a sustainable and co-ordinated response of all the relevant institutions and administrations as well as the adoption of a Reference catalogue of policies and services on violence against women aimed at guaranteeing a set of minimum services to be provided by all the levels of administration concerned;

- the enhancement of the implementation of the Istanbul Convention in relation to the forms of violence against women that were less addressed by legislation and policies, in particular sexual violence, following the adoption of Organic Law 10/2022 on the Comprehensive Guarantee of Sexual Freedom;

- the focus placed on the need to prevent and combat violence against women with an intersectional lens, by including this approach in the above-mentioned national strategies and plans; the inclusion of a specific emphasis on combating violence against women in the National Strategy for Roma Equality, Inclusion and Participation (2021-2030) and the National Disability Strategy (2022-2030);

- the measures taken to further improve data collection on violence against women, including the setting up of the category of femicide,

covering gender-based killings in present and past intimate partner relations and outside this context;

- the substantial steps taken to enhance the safety of children and their mothers in decisions regarding custody and visitation rights in situations involving violence against women, in particular the introduction, through Organic Law 8/2021 on the Comprehensive Protection of Children and Adolescents against Violence, of the principle of suspension of custody and visitation rights in situations involving violence against women, unless the child's best interests require maintaining joint parental authority.

B. Encourages the Government of Spain to take further measures to implement the recommendations addressed to its authorities, in particular by:

1. Furthering efforts to harmonise the level of support and protection for women victims of violence throughout the country and to evaluate the implementation of measures taken to prevent and combat violence against women at the regional and local level;

The main structural measure adopted to harmonise support and protection for women victims of violence throughout the country, as well as to assess the implementation of measures taken to prevent and combat violence against women at regional and local level, is the renewal — with broad political support — of the State Pact against Gender Violence in February 2025, which incorporates 461 measures and a broader, more intersectional approach. It includes 256 new measures and 205 measures carried over from the previous pact (128 amended measures and 77 measures maintained unchanged).

This renewed roadmap reinforces the commitment of the State and all stakeholders involved to equality and the eradication of all forms of male violence. Ultimately, it reflects the institutional determination to place all State resources at the service of women's freedom and dignity.

This renewed State Pact, with a duration of five years and a minimum allocation of €1.5 billion, commits all public administrations, as well as all actors involved in this common objective, to implementing policies of prevention, assistance and reparation.

New areas of action have been incorporated, such as the eradication of vicarious violence, economic violence, digital violence and pornography. The fight against other already recognised forms, such as sexual violence and trafficking for the purpose of sexual exploitation, has also been reinforced. Measures relating to sexual harassment, forced marriage and female genital mutilation are also included. Special attention is paid to intersectionality and vulnerable groups, such as rural women, women with mental health problems or addictions, women with disabilities, older women and racialised women.

Measure 461 establishes the organisational framework by defining and assigning the administrations or entities responsible for implementing each of the 461 measures of protection, prevention and assistance against male violence, thereby undoubtedly improving coordination and effectiveness in implementation.

With regard to the distribution of responsibilities in implementing the State Pact, in order to ensure its proper implementation and effective coordination, the Government Delegation against Gender Violence

identified in detail the ministries, administrations and institutions responsible, competent and involved in each of the 461 measures, completing this mapping exercise in June 2025. Of these 461 measures, the Ministry of Equality has competence in 347 measures. Specifically, it is jointly responsible for 211 measures and solely responsible for 56 measures. As of December 2025, 235 of the 461 measures had been activated, representing an overall implementation rate of 51%.

Regarding the level of implementation, the Ministry of Equality has promoted more than one hundred initiatives, mainly focused on combating vicarious violence, trafficking of women and girls, sexual violence and strengthening essential services and administrative accreditation mechanisms. Other ministries, for their part, have advanced in critical areas such as the protection of children and adolescents against digital risks, grooming and deepfakes, the adaptation of court facilities and the updating of the VioGén system for assessing victims' risk.

Under Measure 454, a monitoring group for the Pact's funds was established in May 2025 within the Sectoral Conference on Equality. Its main functions are to assess the impact of the funds, analyse possible inequalities between Autonomous Communities and review allocation criteria.

As is well known, the Autonomous Communities play a fundamental role in implementing public policies that protect victims, reflected in the fact that they appear as co-responsible for 215 measures and solely responsible for 9 measures. Among these, special mention should be made of ensuring the effective enforcement of the prohibition of parental

coordination in order to protect victims (Measure 191). They must also facilitate access to specialised resources, including outside the municipality of residence, guaranteeing appropriate assistance for women victims of violence (Measure 252).

With regard to Local Authorities, they appear as co-responsible for 98 measures and solely responsible for 4 measures. Among these, we would highlight Measure 249, which provides for the creation and strengthening of Local and Regional Equality Committees and Councils, with an intersectional approach ensuring plural participation and the representation of all realities. Measure 250 concerns the establishment of permanent coordination boards to facilitate monitoring, protocol evaluation and continuous improvement in prevention. Finally, Measure 381 requires Local Police forces to receive specific and continuous training in intervention with victims of all forms of male violence.

Regarding territorial coordination and guaranteeing full and equal access to assistance and protection, another relevant measure was the approval by the Government and the Autonomous Communities and Cities, at the Sectoral Conference on Equality held on 17 November 2025, of an Agreement on the basic procedure for the administrative accreditation of situations of sexual violence (Official State Gazette of 19 December 2025).

This procedure will enable victims of sexual violence throughout the country to certify their situation and access the rights, services and resources provided for by law, such as the financial assistance for particularly vulnerable victims established in Article 41 of Organic Law

10/2022 of 6 September on the comprehensive guarantee of sexual freedom.

This basic procedure was made possible thanks to the work of a working group of the Sectoral Conference on Equality established on 16 December 2024 to:

a) study and propose the basic procedure for the administrative accreditation of situations of sexual violence;

b) study and propose the review and harmonisation of criteria regarding the administrative accreditation of situations of gender violence;

c) study and propose the review and harmonisation of criteria regarding the administrative accreditation of situations of trafficking in human beings and/or sexual exploitation;

d) carry out any other functions assigned by the Conference or by the Sectoral Commission on Equality.

The group is currently carrying out the study and proposal for the review and harmonisation of criteria regarding the administrative accreditation of situations of gender violence, with the aim of correcting certain deficiencies identified by institutions such as the Ombudsman and GREVIO itself, thereby reducing the revictimisation suffered by many women.

Concerning to evaluation, Law 27/2022 on the institutionalisation of public policy evaluation establishes a common and permanent framework and strengthens independent evaluation structures. It establishes the obligation to design policies with indicators from the

planning stage and promotes transparency through the publication of results. In addition, it fosters coordination between administrations and the use of homogeneous methodologies to compare results.

The Pact includes a chapter on statistical monitoring and evaluation of results, establishing that the Ministry will directly prepare an annual implementation report on the State Pact (Measure 451), which will be submitted to the Congress of Deputies, thereby guaranteeing transparency and accountability.

In this regard, the measurement of the State Pact's results will depend on the annual monitoring system currently being developed by the Ministry of Equality together with the Public Policy Evaluation Agency (AEVAL), following the launch of joint work in October 2025. This system will provide common indicators, comparable criteria and rigorous analyses of the real effects of policies, thus fulfilling Measure 451 of the Pact.

This represents a significant step forward in public policy evaluation and will make it possible to assess both implementation and the real impact on the lives of women, girls and boys through measurable, comparable and territorially disaggregated indicators.

This new approach makes it possible to assess the real degree of implementation of each measure and conduct more rigorous and comparable annual monitoring. Objectives include:

• analysing implementation by territorial level (State, Autonomous Communities and local authorities);

• identifying territorial inequalities and differences in resources, assistance or outcomes;

• introducing evidence-based adjustments to public policies (measurable results).

In relation to public grants provided for in the Strategic Subsidy Plan of the Ministry of Equality for the period 2024–2026 related to combating violence against women at regional and local level, the following may be highlighted:

• grants awarded through competitive procedures for programmes and projects aimed at awareness-raising, prevention, sensitisation, research and innovation for the eradication of the various forms of violence against women;

• subsidies granted to the Spanish Federation of Municipalities and Provinces (FEMP) for Atenpro;

• agreements with the Spanish Federation of Municipalities and Provinces for actions related to combating violence against women at local level.

Another measure aimed at coordination and improving the effective protection of victims is the monitoring of Crisis Committees.

The Crisis Committees are mainly based on compliance with Measure 26 of the State Pact against Gender Violence. This measure constitutes the central axis of institutional coordination, as it requires administrations to establish protocols for the detailed analysis of femicides. Its operational objective is to bring together the Ministries of Equality, Justice and

Interior, together with the affected Autonomous Communities, in order to carry out a comprehensive and technical analysis of the protection system each time a murder or an upsurge in cases occurs.

Within the framework of the Action Plan in Response to the Increase in Murders approved on 9 March 2026, these committees urgently activate Measure 119, which focuses on the victims' environment. Upon detecting that many of the murders in the increase had not been preceded by prior complaints, the plan prioritises awareness-raising and detection within social services and neighbourhood settings. The aim is to ensure that the responsibility for raising the alarm does not rest exclusively on the woman, but rather on the proximity mechanisms that the State Pact requires to be strengthened to break the victim's isolation.

During these meetings, analysis is conducted as to whether police risk indicators were sufficient or whether there was a "low perception of risk" among operators. This makes it possible to adjust protection protocols in real time, ensuring that precautionary measures are effective and adapted to the actual dangerousness of the perpetrator, as committed to in the renewal of the Pact.

Finally, we may also report on the legislative initiatives included in the 2026 Annual Legislative Plan:

- Approval of the draft Organic Law on combating trafficking and exploitation of human beings; the draft bill was revived by the Government on 8 March 2024.

  Measure 389 of the State Pact against Gender Violence provides that this law will establish appropriate mechanisms for prevention,

strengthen ex officio prosecution of the offence, and implement services and programmes for the social protection, reparation and comprehensive recovery of victims of trafficking and sexual exploitation, with an appropriate allocation of human and financial resources for its implementation and monitoring. It also seeks to guarantee plans and measures offering economic, labour and social alternatives to victims of trafficking and sexual exploitation.

- Approval of the draft Organic Law on measures concerning vicarious violence; the draft bill was approved on 30 September 2025. Its purpose is to provide visibility and a response to vicarious violence, recognising it as a serious form of gender-based violence in which the perpetrator harms the woman by using her children or other relatives in order to cause her extreme psychological suffering.

2. enhancing efforts aimed at meeting the protection needs of women exposed to intersecting forms of discrimination by ensuring the effective implementation of the existing comprehensive set of policies and measures pursuing this aim;

The renewal of the State Pact against Gender-Based Violence in 2025 introduces the intersectional perspective much more explicitly as a criterion for designing public policies against violence towards women. This means recognizing that not all women experience male violence under the same conditions, nor do they have the same access to protection, justice, or recovery.

In addition, the Ministry of Equality has incorporated the intersectional approach into the Macro-survey on Violence against Women and, through the Government Delegation against Gender-Based Violence, has published numerous studies that apply this approach to different forms of male violence, such as Gender-based violence in the Roma population (2023) and Economic violence in partner or former partner relationships (2023), the Macro-study on trafficking, exploitation and prostitution (2024), and Violence against women, girls, boys, and adolescents in the digital sphere (2025).

In 2025, the Government declared the Year of the Roma People in Spain and promoted social inclusion measures and actions against antigypsyism and violence against Roma women. The measures associated with the Year of the Roma People are coordinated with the State Pact against Gender-Based Violence and with specific policies for Roma women.

In addition, several autonomous communities (Andalusia, Aragon, Balearic Islands, Castile and León, Catalonia, and Navarre) have reported conducting studies on the different forms of violence against women that incorporate the intersectional perspective, considering variables such as disability, age, ethnic origin, rurality, or migration, in order to ensure responses adapted to the diversity of women.

These actions have made it possible to evolve from an approach focused on intimate partner violence to a comprehensive vision that covers all manifestations of violence against women, improving analytical capacity and policy planning to combat male violence. Furthermore, evidence has been consolidated as a key pillar of public policy, providing input for

designing more effective interventions adapted to the diversity and real needs of victims and survivors.

The police monitoring system for victims has been updated with the new VioGén 2 model (2024–2025), which improves risk assessment through more precise indicators and allows for a more tailored response to situations of special vulnerability, including intersectional factors. It is important to note that it provides for better calibration of the algorithms that determine these risk levels, reducing the risk of errors in assessment. It also improves interconnection and interoperability and expands databases.

The network of public and contracted resources has also been strengthened for reducing territorial inequalities and improve accessibility for women victims of male violence, progressively incorporating an intersectional perspective in line with the 2025 renewal of the State Pact against Gender-Based Violence. These include:

• 24-hour care centers for victims of sexual violence in all provinces.

• Mobile and regional services for rural areas.

• Improved coverage of the 016 helpline and ATENPRO.

Likewise, the 016 service has continued expanding its accessibility and specialized care mechanisms for women in situations of special vulnerability, including multilingual support and resources adapted for women with hearing impairments or communication difficulties.

In this line of action, the agreement signed with the ALAPAR Foundation should also be highlighted, aimed at strengthening care and protection for women with intellectual or developmental disabilities who are victims of violence, through awareness-raising actions, support, and adaptation of resources.

Agreements are maintained and strengthened with organizations such as FADEMUR, AFAMMER, APRAMP, DIACONÍA, and FAKALI, which provide adapted care for rural women, victims of trafficking, or Roma women, facilitating detection and specialized support.

Regarding training, the training of State Security Forces and Corps, judicial administration staff, legal professionals, and social services personnel has been expanded to cover victims in contexts of multiple vulnerability, care for victims of trafficking, disability or social exclusion, and intervention in rural areas and hard-to-reach contexts.

3. Stepping up the support, including financial, to women's rights NGOs, in particular community -based and grassroots organisations and those working with women victims of or exposed to intersecting forms of discrimination;

On the website of the Ministry of Equality and the Government Delegation against Gender-Based Violence, a list of organizations is included with which cooperation is carried out in prevention, care, awareness-raising, and training. Among these associations are feminist organizations with extensive territorial structures.

These associations usually participate, as members or collaborators, in initiatives integrated into national strategies (such as the State Strategy

to Combat Male Violence 2022–2025 or the State Pact against Gender-Based Violence) and in social dialogue forums with the administration, such as working groups of the State Observatory on Violence against Women. Likewise, many of these entities receive public funding or take part in specific projects (training, care, research).

Regarding the funding of these organizations, the following should be noted:

The Strategic Subsidies Plan of the Ministry of Equality for the 2024–2026 period focuses on three main areas: preventing violence against women, promoting equal opportunities between women and men, and ensuring equal treatment and non-discrimination. Recently, criteria have been adjusted to ensure legal coherence and legal certainty, clarifying the consideration of prostitution and surrogacy within fundable projects.

These grants are mainly divided into two major areas related to violence against women:

A) Awareness and Prevention (Government Delegation)
The Government Delegation against Gender-Based Violence calls for specific grants for projects aimed at awareness-raising, prevention, research, and education on the different forms of violence against women. These include awareness campaigns, training materials, and studies on male violence.
In 2025, this line had a budget of 7 million euros allocated to non-profit organizations.

B) Grants for Specific Groups
Funding lines aimed at situations of extreme vulnerability:

- **Victims of Trafficking:** Grants for comprehensive support projects for women and girls who are victims of trafficking for sexual exploitation and their children. The amount increased from €6 million in 2022 to €20 million in 2025, being €7 million in 2023 and 2024 and €13 million in 2026.
- **Specialized Care:** The Ministry of Equality finances, through direct or earmarked grants, third-sector organizations (such as ANAR) to provide specialized psychological, legal, and social support services, especially in cases involving minors or victims in high-vulnerability situations, or THEMIS for specific projects.
- **The 0.7% of Personal Income Tax (IRPF) and Corporate Tax grants**, managed by the Ministry of Social Rights (in coordination with the Ministry of Equality), fund socially relevant projects for vulnerable groups. The 2025 call included more than €2 million initially, expandable to over €94 million for programs on equality, anti–gender violence efforts, inclusion, and diversity.

In the area of economic commitment, the Ministry of Equality will work to ensure stable funding for specialized organizations (measure 439), to improve control and monitoring mechanisms for expenditure of State Pact earmarked funds (measures 442 and 445), and to allow their use for staff and infrastructure (measure 446).

4. taking additional measures to ensure swif t access of asylum -seeking women to the asylum procedure and to safe accommodation and by ensuring the effective and gender -sensitive detection of asylum -seeking women in need of protection against gender -based violence.

Spain has expanded the International Protection Reception System (SAPI) to respond to the increase in applications. In 2025, the system was assisting around 34,000 people daily, which implies more accommodation places and resources. This reinforcement includes more reception centres and resources managed by NGOs, as well as improvements in initial humanitarian assistance (especially for sea arrivals). This therefore facilitates faster access to safe accommodation, also for women.

In this regard, Spain has granted refugee status on grounds of gender to 1,588 women and girls, a figure representing 65% of the total women and girls who were granted asylum in 2025. Asylum applications from women and girls have tripled in the last three years.

To respond to this reality, the Government recently approved the National Refugee Resettlement Programme (PNR) for implementation during 2026. Spain is consolidating its commitment to resettlement with a new offer of up to 1,200 places.

Through this programme, the Spanish Government contributes to the durable protection in third countries of refugees who are in vulnerable circumstances in the host country, putting an end to a cycle of forced displacement. In the last four years, 3,600 people have been resettled through this programme in our country.

Likewise, the Ministry of Inclusion, Social Security and Migration, together with UNHCR and with the support of asylum NGOs, launched during 2022 and 2023 the “Seed Project” against violence against women

and girls, developing protocols and other tools aimed at professionals to strengthen the identification, prevention, and response to violence against women within the International Protection and Humanitarian Protection Reception Systems. Following the pilot project, advances in the implementation of the SAPIT protocol (International and Temporary Protection Reception System) have been consolidated in recent years.

For the detection of cases and specialized care, all staff in reception resources must receive training on gender-based violence adapted to their level of intervention in the facility: service and security staff, technical intervention staff, gender-based violence focal points in facilities and organizations, and management staff. This training is complemented by action protocols for the detection of a possible case.

Currently, of the nearly 24,000 places available in the reception system, 846 are reserved for women alone or with children, and there are 187 specific places for women victims of gender-based violence upon arrival. Since 2024, the Ministry of Equality has reinforced and continued a series of existing policies, but with new measures within the renewed State Pact against Gender-Based Violence.

In this regard, the Pact establishes in measure 120 the improvement of asylum procedures for victims of forced marriage and victims of trafficking for sexual exploitation, and in measure 140 the promotion, through training of staff at the Office for Asylum and Refuge, of gender-sensitive processing of international protection applications with knowledge of violence against women.

Likewise, within the Pact, improvements are promoted in the detection of vulnerable victims through protocols to identify sexual violence, trafficking, and secondary victimization, as well as training for professionals in contact with victims. Reception resources for victims of gender-based violence are also strengthened, along with coordination between administrations for rapid referral and access to legal, psychological, and social assistance.

From an economic perspective, resources will be allocated to combat male violence in refugee camps, and international funding is made conditional on the adoption of ethical codes that prevent such violence (measures 121 and 122).

Women asylum seekers can access all resources if they are identified as victims, regardless of their migration status.