OSCE ODIHR
HATE CRIME REPORTING

Information contained in this report was compiled as part of ODIHR's 2025 Hate Crime Report.
For more information, including on previous years' reporting, please visit: hatecrime.osce.org/spain

For more information about ODIHR's Hate Crime Report, visit: hatecrime.osce.org/our-methodology

2025

Summary

Spain regularly reports hate crime data to ODIHR. Spain publishes annual reports on hate crimes.

The Ministry of Interior has a dedicated protocol that regulates how law enforcement handles hate crime cases and sets out the specific rights of hate crime victims. Within the Ministry, the Spanish National Office Against Hate Crimes (ONDOD) is responsible for the Hate Crime Action Plan (adopted for 2019-2021, 2022-2024 and 2025-2028). Currently, the Action Plan covers the areas of victim support, hate crime prevention, training and awareness raising, co-ordination among state authorities, civil society and the private sector, development of a monitoring and co-ordination system for hate crime investigation, and the allocation of adequate human resources for the National Police and the Civil Guard.

In 2023, Spain implemented a new national Strategic Framework against racism and xenophobia.

In 2019, Spain implemented ODIHR's Training Against Hate Crime for Law Enforcement (TAHCLE) programme, and the Prosecutor General's Office has established a network of dedicated hate crime prosecutors across the country. A regional TAHCLE was implemented in Valencia in 2016.

Hate crime data collection in Spain
Support for hate crime victims in Spain
Hate crime capacity building in Spain
Spain's hate crime legislation

ODIHR's Key Observation

ODIHR recognizes Spain's continuous efforts to institutionalize its response to hate crime through dedicated policy and strategic frameworks, enabling a more comprehensive and co-ordinated approach to preventing and addressing hate crime. However, based on the available information, it observes that Spain's hate crime statistics do not sufficiently distinguish hate crimes from other crimes. Further, ODIHR observes that Spain would benefit from strengthening collaboration with and

facilitating the efforts of civil society working to address hate crime and support hate crime victims.

ODIHR recalls that in Ministerial Council Decisions 9/09 participating States agreed to a definition of hate crime shared by all OSCE participating States. They also committed to collect reliable data and statistics on hate crimes. To that end, hate crimes need to be distinguished throughout the recording and data collection process from hate speech, discrimination and other related crimes. Further, participating States committed to taking a proactive and inclusive approach to civil society. ODIHR stands ready to support Spain in meeting the relevant commitments through its comprehensive resources and tailored assistance in the area of hate crime data collection and through the provision of comprehensive resources and assistance to strengthen hate crime victim support systems.

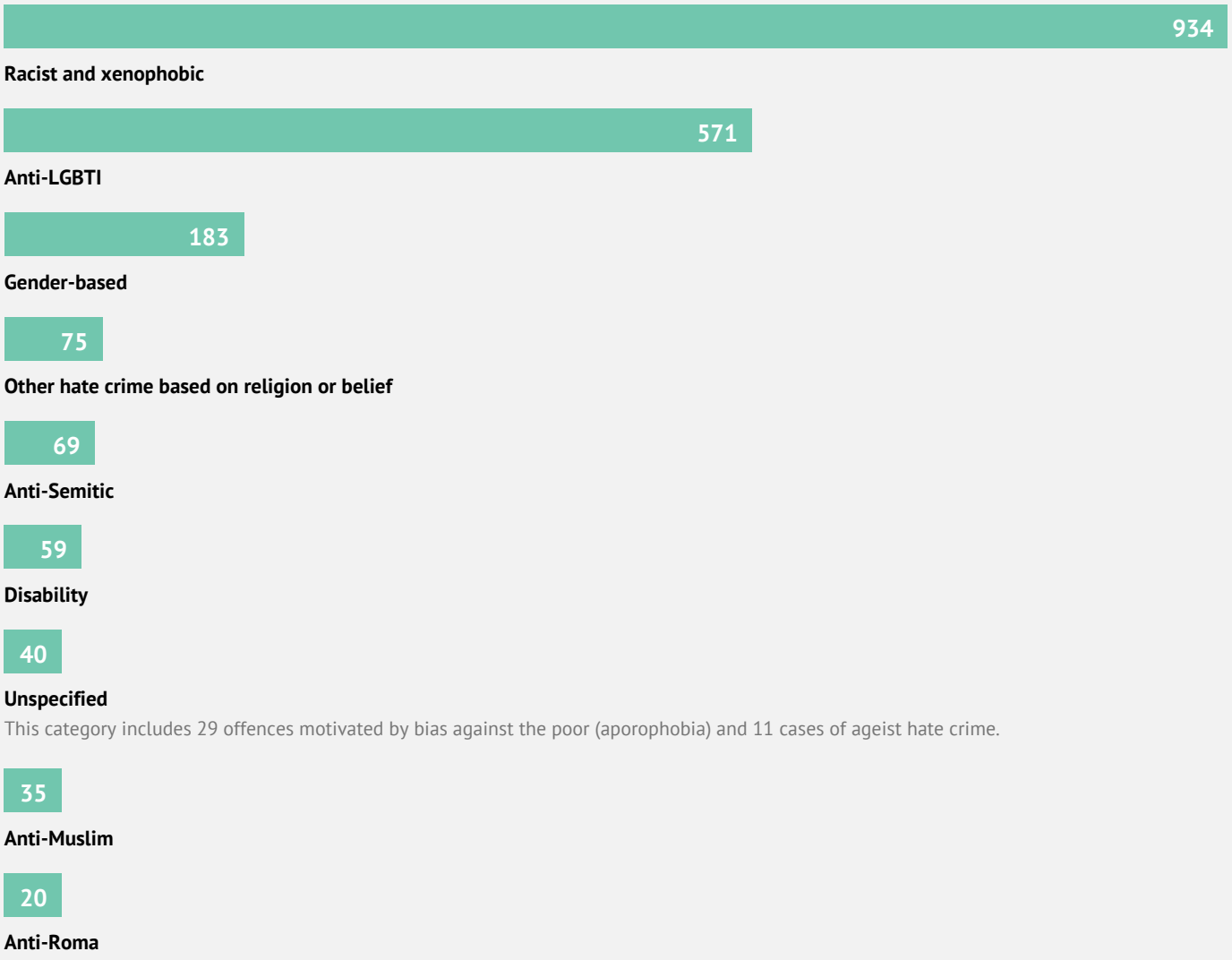
Official Data

Police figures presented here include offences that fall outside the OSCE hate crime definition, such as incitement to hatred or slander, but which could not be excluded from the total. An additional 241 hate crimes motivated by ideology were initially reported but were excluded from the police figure above as falling outside the OSCE hate crime definition. Prosecution figures refer to the number of indictments. ODIHR excluded 22 ideology-motivated cases from the reported figure. The sentencing number includes both first instance and second instance judgments. ODIHR excluded 17 ideology-motivated hate crimes from the reported figure.

Year	Hate crimes recorded by police	Prosecuted	Sentenced
2025	2,176	295	204

Police data by bias motivation

The breakdown below does not include 241 offences motivated by ideology.



Police data by type of crime

The breakdown below does not include 241 offences motivated by ideology.



Unspecified crime type

National Developments

In 2025, Spain launched its third Action Plan to Combat Hate Crime (2025–2028) – a strategic document drawn up with the participation and input of both national and regional police forces, the Public Prosecutor's Office for Hate Crimes and Discrimination, and civil society organizations (CSOs) and associations. The Action Plan aims to prevent hate crimes and hate speech through the use of advanced online detection technologies, and to improve support for hate crime victims by facilitating access to resources. The Action Plan also strengthens initiatives to train, raise awareness and sensitize members of the security forces, and in particular new recruits. It also promotes co-operation with CSOs, recognizing their key role in supporting victims.

The Action Plan establishes a system for monitoring and co-ordinating investigations into hate crimes, in order to strengthen the effectiveness of measures to prevent and combat hate crimes. This includes creating centralized structures specialized in the prosecution of these crimes by improving the personnel and material resources available to the National Police's Violent Extremism and Hate Teams (EVO) and the Civil Guard's Hate Crime Response Teams (REDO). To this end, new central operational units are being set up within the National Police and the Civil Guard to investigate the most complex hate crimes, including into hate crimes in sport (in particular football). In addition, ONDOD will manage a Comprehensive Investigation Co-ordination System, aimed at co-ordinating various police forces. The Action Plan also introduces "discriminatory motivation indicators" (formerly, "polarization indicators"), to identify offences more quickly. Finally, the Action Plan seeks to strengthen international co-operation in order to improve the prevention and prosecution of hate crime offences.

As part of the "Agreement on Institutional Co-operation against Racism, Xenophobia, anti-LGBT Bias and other forms of intolerance", the Hate Crimes and Discrimination Unit of the State Attorney General's Office drew up a draft document calling for the inclusion of statistics on hate crimes and discrimination in the forthcoming National Judicial Statistics Plan, which is to be approved by the National Judicial Statistics Commission. The draft was signed in November 2025.

Notable case:

In May 2025, the High Court of Justice of Galicia issued a judicial ruling on the murder of a 24-year-old gay victim in the early hours of 3 July 2021. The judgment sentenced the three defendants to between 20 and 24 years in prison, and acquitted a young man convicted at first instance as an accomplice. In its ruling, the High Court upheld the jury's verdict at first instance, which recognized the murder as a crime motivated by anti-LGBTI hatred. This assessment had also been supported by the Public Prosecutor's Office, which described the defendants' "extreme cruelty" towards the victim and emphasized that the crime was "far more vicious" because of the victim's sexual orientation.

Incidents reported by civil society

For 2025, ODIHR received reports of hate incidents in Spain from the following civil society organizations:

- European Association of Jehovah's Witnesses
- Fundación Secretariado Gitano (FSG)
- International Institute for Religious Freedom (IIRF)
- Observatory for Freedom of Religion and Conscience (OLRC)
- Observatory on Intolerance and Discrimination against Christians in Europe (OIDAC)
- Solidarity with Others
- Spanish Foundation for Christian Lawyers
- Union of Islamic Communities of Spain

To learn more about these organizations, visit the Contributors page. In addition, some incidents were recorded as part of ongoing monitoring of hate incidents by the Holy See and the UNHCR.

Individual incidents submitted by CSOs have been analysed by ODIHR. Those that are broadly considered to be hate crimes within the OSCE definition (criminal offence committed with a bias motive) are listed in the tables below according to the bias motivation category. Some incidents involved multiple biases and may be listed in multiple categories.

ODIHR's insights

For 2025, ODIHR received reports of 188 hate incidents that took place in Spain targeting a total of 750 victims in the following bias motivation categories: anti-Christian, anti-LGBTI, anti-Muslim, anti-Semitic, and racist and xenophobic. In addition, approximately 20 per cent of incidents involved multiple biases, such as anti-Muslim and gender-based, anti-Roma *and* disability, and racist and xenophobic *and* anti-Muslim.

ODIHR observes that the majority of incidents reported in Spain were motivated by anti-Christian bias, of which 80 per cent involved property attacks targeting Catholic churches, statues and monuments. In addition, a significant number of incidents involved physical assaults and threats against Catholic clergy, congregations, and Jehovah's Witnesses, including beatings, bomb threats, and other threats.

ODIHR also observes that one quarter of the incidents reported were motivated by racism and included homicides, violent attacks, harassment and threats based on the victim's skin colour, migrant status, and/or ethnicity, in particular Arab or North African origin. Several racist incidents targeted refugee shelters and their inhabitants, while a few incidents occurred in the context of anti-migrant demonstrations and street patrols. One-third of the racist incidents reported were also motivated by anti-Muslim bias and involved vandalism targeting mosques, asylum centres and public spaces. Similarly, almost all of the anti-Semitic incidents reported involved vandalism targeting public spaces, schools, and Jewish sites. One anti-Semitic incident involved the targeting of 600 Jewish students with anti-Semitic and harassing messages, and accounts for the large number of reported victims.

It should be noted that ODIHR did **not** receive any reporting on Spain relating to other religion or belief hate incidents, and received a low level of reporting related to anti-Roma, disability and gender-based hate incidents. This indicates potential gaps in the information reported here.

In addition, one reporting organization submitted 9 statistical incidents for which descriptions are not available in the tables below, including 8 anti-Christian property attacks and 1 anti-Christian hate incident involving threats/harassment.
Please note that incidents reported here are based on voluntary civil society submissions and as such do not reflect the actual number of incidents or the most targeted communities in Spain.

To address under-reporting, ODIHR encourages any civil society organizations or groups that monitor hate incidents to report these to ODIHR at hatecrimereport@odihr.pl.

To export an Excel sheet with summaries of all incidents from Spain click here.

View civil society incidents for Spain, 2025